



# City of Brentwood PRIORITY AREA ONE SPECIFIC PLAN

Adopted November 13, 2018





# ACKNOWLEDGEMENTS

## City Council

Robert Taylor, Mayor  
Joel Bryant, Vice Mayor  
Balwinder Grewal  
Karen Rarey  
Claudette Staton

## Planning Commission

John Fink, Chairperson  
Cyndi Hankins  
Jodi Marfia  
Jamie Tobin  
Dirk Zeigler

## City Staff

Gustavo 'Gus' Vina, City Manager  
Damien Brower, City Attorney  
Katherine Wisinski, Assistant City Attorney  
Casey McCann, Community Development Director  
Erik Nolthenius, Planning Manager  
Debbie Hill, Associate Planner  
Tim Nielsen, Development Services Manager  
Miki Tsubota, Director of Public Works/City Engineer  
Jagtar Dhaliwal, Assistant Director of Public Works/Engineering  
John Samuelson, Engineering Manager  
Steven Kersevan, Engineering Manager  
Kerry Breen, Director of Finance and Information Systems  
Kwame Reed, Senior Analyst  
Aaron Wanden, Park Maintenance Manager

## Consultant Team

Ben Richie, De Novo Planning Group  
Martti Eckert, De Novo Planning Group  
Elise Carroll, De Novo Planning Group  
Matt Kowta, BAE  
Amanda Wallace, BAE  
Zack Matley, WTrans  
Andre Huff, WTrans

# TABLE OF CONTENTS

- 1. Introduction..... 1-1**
- 1.1. Specific Plan Purpose..... 1-2
- 1.2. Plan Area Setting ..... 1-2
- 1.3 Background ..... 1-5
- 1.4 Specific Plan Requirements..... 1-6
- 1.5 Relationship to Other Documents..... 1-7
- 1.6 Community Planning Process ..... 1-10
- 1.7 Specific Plan Organization..... 1-13
- 1.8 Interpreting the Specific Plan’s Directives ..... 1-16
- 2. Existing Conditions..... 2-1**
- 2.1. Local Setting ..... 2-2
- 2.2 Existing Land Use..... 2-2
- 2.3 General Plan Land Use..... 2-6
- 2.4 Circulation Networks and Parking..... 2-8
- 2.5 Specific Plan Area Character ..... 2-11
- 2.6 Existing Infrastructure and Public Services..... 2-11
- 3. Vision ..... 3-1**
- 3.1. Vision Statement..... 3-2
- 3.2 Vision Goals..... 3-2
- 4. Land Use Plan..... 4-1**
- 4.1. Land Use Plan..... 4-2
- 4.2. Land Use Classifications..... 4-2
- 4.3. Allowed Uses..... 4-6



4.4. Legal Nonconforming Status.....	4-11
4.4. Land Use Plan Goals and Policies.....	4-13
<b>5. Circulation Plan.....</b>	<b>5-1</b>
5.1. Circulation System.....	5-2
5.2. Street Classifications.....	5-5
5.3. Pedestrian and Bicycle Circulation.....	5-7
5.4. Transit.....	5-11
5.5. Automobile Circulation.....	5-13
5.6. Parking.....	5-17
5.7. Transportation and Circulation Goals and Policies.....	5-19
<b>6. Private Realm Development.....</b>	<b>6-1</b>
6.1. Development Standards.....	6-2
6.2. Design Guidelines.....	6-9
6.3. Private Realm Development Goals and Policies.....	6-25
<b>7. Public Realm Development.....</b>	<b>7-1</b>
7.1. Street Typology Standards.....	7-2
7.2. Design Guidelines.....	7-5
7.3. Public Realm Development Goals and Policies.....	7-13
<b>8. Infrastructure and Public Services.....</b>	<b>8-1</b>
8.1. Utilities.....	8-2
8.2. Parks & Recreation.....	8-4
8.3. Public Safety.....	8-5
8.4. Public Educational Facilities.....	8-5
8.5. Infrastructure and Public Services Goals and Policies.....	8-6

<b>9. Economic Development</b> .....	<b>9-1</b>
9.1. Economic Development Strategies.....	9-2
9.2. Economic Development Goals and Policies.....	9-3
<b>10. Implementation and Administration</b> .....	<b>10-1</b>
10.1. Infrastructure Implementation Overview.....	10-2
10.2. Implementation Action Plan.....	10-3
10.3. Funding and Financing Strategies.....	10-7
10.4. Plan Administration.....	10-14

## **APPENDICIES**

<b>A. Glossary</b> .....	<b>A-1</b>
<b>B. Existing Conditions Report</b> .....	<b>B-1</b>
<b>C. Water Supply Assessment</b> .....	<b>C-1</b>
<b>D. Priority Area 1 Specific Plan Preferred Alternative Fiscal Analysis</b> .....	<b>D-1</b>
<b>E. PA-1 Roadway and Utility Engineer’s Estimate</b> .....	<b>E-1</b>

# CHAPTER 1:

## Introduction

The City of Brentwood envisions Priority Area One (PA-1) emerging as one of the city's primary future employment centers, offering individuals and businesses access and opportunities to create high-quality jobs across a diverse array of industries. The establishment of the employment center will assist the City towards achieving its goal of a healthy jobs-to-housing balance, reducing commute times for residents, and establishing new opportunities for economic growth and employment within the city.

In addition, the City foresees PA-1's development as a vibrant, compact, mixed-use district, focused around a transit station that will provide linkages to other eastern Contra Costa County communities and the wider Bay Area region beyond. The Priority Area One Specific Plan (Specific Plan) provides the vision and strategy to facilitate PA-1's emergence as the city's transit-oriented employment center.

This chapter introduces the Specific Plan and provides a description of the Specific Plan area, the relationship to other applicable planning documents, an overview of the project's community planning process, and the Specific Plan's purpose. The chapter also explains the regulatory requirements of a specific plan document and describes how the document's directives, goals, policies, development standards, and design guidelines, should be interpreted.

This chapter is organized into the following sections:

- 1.1. Specific Plan Purpose
- 1.2. Plan Area Setting
- 1.3. Background
- 1.4. Specific Plan Requirements
- 1.5. Relationship to Other Documents

- 1.6. Community Planning Process
- 1.7. Specific Plan Organization
- 1.8. Interpreting the Specific Plan

## **1.1: SPECIFIC PLAN PURPOSE**

The purpose of this Specific Plan is to enable the development of Priority Area 1 as a vibrant, compact, transit-oriented development – focused around a future multi-modal transit station, e.g., Tri Delta Transit/eBART station - and as an employment center within the City. This will be accomplished through goals, policies, regulations, and guidelines that address land use, architectural and urban design, circulation and parking, infrastructure, public services, and economic development in the Specific Plan area. The Specific Plan addresses the needs of the various users who frequent the Specific Plan area, including residents, workers, and visitors. The Specific Plan is intended to guide private development and public investment within the Specific Plan area for the next 20-25 years.

## **1.2: PLAN AREA SETTING**

### **Regional Setting**

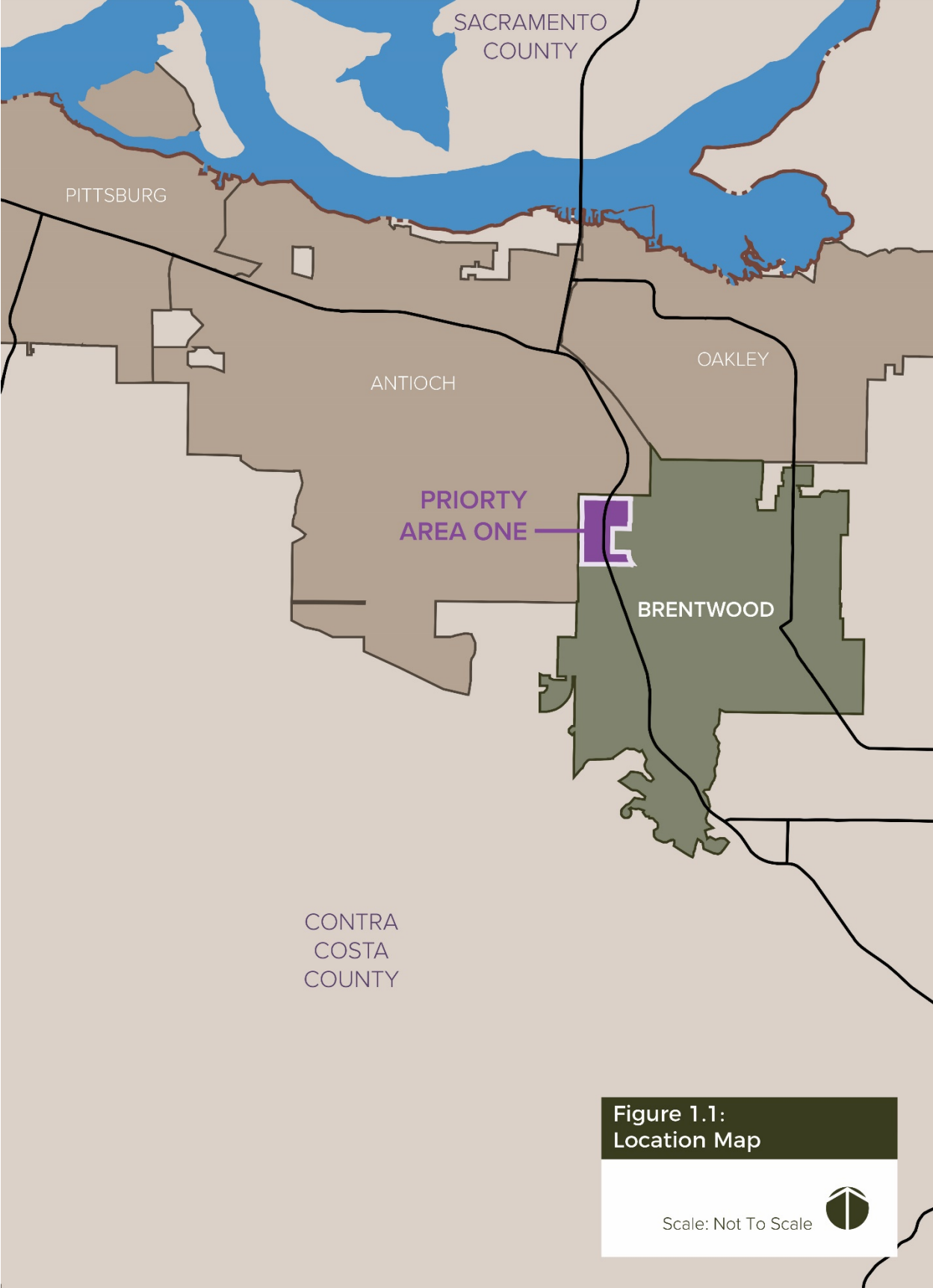
Brentwood is located in the East Bay Region on the alluvial plain of the Sacramento-San Joaquin Delta near the eastern base of Mount Diablo. It is approximately 41 miles west of San Francisco, 22 miles east of Stockton, and 46 miles southwest of Sacramento. Figure 1.1 shows Brentwood’s location within the region.

### **Local Setting**

Brentwood is a 14.86 square-mile city within Contra Costa County. The city is bordered by the City of Antioch to the northwest, the City of Oakley to the north, and Contra Costa County to the east, south, and west.

Regional highway access to the city is primarily provided by State Route 4 (SR 4), which extends north-south through the city. The SR 4 corridor connects the city to Antioch and other East Bay cities to the west and Stockton and the central valley to the east. Regional access to Brentwood is also provided via Interstates 580 and 205.







## Specific Plan Area

The Specific Plan area is approximately 431 acres in size, and located in the northwestern corner of the City (see Figure 1.2: Specific Plan Area Map). Approximately 63 acres of the Specific Plan area consists of public right-of-way and the Mokelumne Coast to Crest Trail corridor. The remaining area, approximately 368 acres, is privately-owned. The Specific Plan area is generally bounded by Lone Tree Way to the north, Shady Willow Lane to the east, Sand Creek to the south, and Heidorn Ranch Road to the west; and bisected from north-to-south by State Route 4.

The Specific Plan area primarily comprises large “greenfield” sites that are undeveloped, vacant, and/or occupied by agricultural uses. The Specific Plan area also includes two commercial centers – Brentwood Station and Lone Tree Plaza, located along the Specific Plan area’s northern boundary; three churches – Golden Hills Community Church, Lighthouse Baptist Church, and The Church of Jesus Christ of Latter-Day Saints, are concentrated in the Specific Plan area’s northeastern corner, adjacent to the Lone Tree Way and Shady Willow Lane intersection and south of Brentwood Station; and several single-family homes situated on large parcels (generally classified as agricultural and/or estate residential). The greenfield sites and parcels occupied by single-family homes hold the greatest development potential; however, the commercial centers and church sites may also accommodate intensified development.

### 1.3: BACKGROUND

The City’s interest in providing comprehensive, focused policy direction for development in the Specific Plan area originated during the last comprehensive General Plan Update, adopted in 2014. In response to the City’s rapid population growth during the preceding 15 years and the desire to address the resulting jobs-to-housing imbalance, the General Plan first identified the area as a priority location to meet the City’s economic development goals and accommodate future growth. Specifically, the General Plan initiated the area’s identification as “Priority Area 1” through the application of an overlay designation on the General Plan Land Use Map and included policies that address the area’s development pattern and character, mix of uses, and economic development opportunities.

To implement and build upon the General Plan’s guidance for Priority Area 1, the City decided to prepare a specific plan. In

Spring 2016, the City issued a request for proposals (RFP) from qualified consulting firms to assist the City with the preparation of the document.

#### **1.4: SPECIFIC PLAN REQUIREMENTS**

A specific plan is a regulatory tool used by local governments to implement their general plans and to guide development in a localized area. While the general plan is the primary guide for growth and development, specific plans focus on the unique characteristics of a specified area by customizing land use regulations and planning processes to that area. This Specific Plan is a tool to create public improvement projects, promote development, and evaluate development proposals.

All specific plans must comply with Sections 65450–65457 of the Government Code. These provisions require that a specific plan be consistent with the adopted general plan of the jurisdiction within which it is located. In addition, zoning regulations, all subsequent subdivision and development, and all public works projects must be consistent with the specific plan.

Section 65451 of the Government Code mandates that a specific plan contain:

- ▶ Statement of the relationship of the specific plan to the general plan.
- ▶ Text and diagrams which specify:
  - The distribution, location, and extent of the uses of land, including open space.
  - The proposed distribution, location, extent, and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities.
  - Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources.
  - A program of implementation measures including regulations, programs, public works projects, and necessary financing measures.



## 1.5: RELATIONSHIP TO OTHER DOCUMENTS

The Specific Plan builds upon the policy framework and direction set forth for the Specific Plan area by the City’s General Plan. This translates into a focused, detailed, comprehensive plan for the Specific Plan area that addresses land use, the characteristics of private and public realm development, circulation, parking, infrastructure, and economic development. The plan also incorporates pertinent aspects of other planning documents that provide policy direction for future development in the Specific Plan area.

### General Plan

Adopted by the City in July 2014, the City’s General Plan provides overarching policy direction for development throughout the City, including in the Specific Plan area. As described in Policy LU 1-2, the General Plan prioritizes the development of a mixture of employment-generating uses in the Specific Plan area, focused along the State Route 4 corridor. In addition, the General Plan identifies the possibility of constructing a transit facility for a future eBART station and/or a park-and-ride facility, and associated transit-oriented development that supports ridership, in the Specific Plan area. This includes medium- to high-density residential uses (that also support the Specific Plan area’s predominant employment-generating uses) and the relatively intense, multiple-story, vertical mixing of commercial and residential uses. The General Plan also emphasizes the importance of planning for open space, green space connectivity, optimization and protection of creek corridors, and an integrated network of trails and open spaces that extend through the Specific Plan area and connect with trails and open spaces beyond.

The General Plan also provides citywide policy direction that generally applies to development in the Specific Plan area. This includes constructing and maintaining a circulation network that supports the safe and efficient movement of all modes of transportation while encouraging walking, biking, and transit use; working with Bay Area Rapid Transit (BART) and Tri Delta Transit to expand transit service; ensuring that the City’s infrastructure systems are sufficient to support growth; promoting the conservation of energy, water, and other natural resources; and promoting high quality architecture and design to maintain and enhance the community’s visual quality.

## Zoning Code

The City's Zoning Code (Brentwood Municipal Ordinance Title 17) identifies specific zoning districts and planned developments within the city and describes the development standards that apply to each district and planned development. The Priority Area One Specific Plan area is one of these districts. For regulations addressed by the Specific Plan, those regulations prevail for future development in the Specific Plan area. Where the Specific Plan is silent, future development must comply with applicable regulations in the Zoning Code.

## Citywide Commercial & Industrial and Residential Design Guidelines

Adopted by the City in 2001 and 2006, respectively, the City's Commercial & Industrial Design Guidelines and Residential Design Guidelines provide guidance on achieving high-quality architectural and urban design that complements the City's existing built environment and creates a unique identity and sense of place for the community. The Specific Plan's private and public realm design guidelines build upon the document's relevant provisions and prevail for future development in the Specific Plan area.

## Parks, Trails, and Recreation Master Plan

Adopted by the City in 2002 and in the midst of an update that is expected to be completed by mid-2018, the City's Parks, Trails, and Recreation Master Plan provides citywide goals and polices related to planning and design of parks, trails and other pedestrian and bicycle facilities, and recreational facilities. The Specific Plan incorporates the document's direction for the Specific Plan area, including the required provision of parks within new development and the extension of the Mokelumne Trail over State Route 4 and across the western half of the Specific Plan area to Heidorn Ranch Road.

## Countywide Bicycle and Pedestrian Plan

Adopted by the Contra Costa Transportation Authority (CCTA) in 2003 and updated in 2009, the Countywide Bicycle and Pedestrian Plan identifies existing and proposed pedestrian and bicycle facilities, provides recommendations for the facilities' design, and identifies funding sources for jurisdictions to build, operate, and maintain the facilities. The Specific Plan incorporates the

document's identification of existing and proposed bicycle facilities and design recommendations.

### **City of Brentwood Urban Water Management Plan**

Adopted by the City in 2015, the City's Urban Water Management Plan requires the efficient use of the City's urban water supply and promotes water conservation. The UWMP discusses not only the availability of water but also water use, reclamation, and water conservation activities. The UWMP complies with the Urban Water Management Planning Act (UWMP Act) (California Water Code [CWC] Section 10610 et seq.), the Water Conservation Act of 2009 (CWC Section 10608), and the 20x2020 Water Conservation Plan, which are being implemented by the California Department of Water Resources (DWR). The Specific Plan builds upon the UWMP's recommendations for the Specific Plan area.

### **City of Brentwood Water Master Plan**

Prepared and adopted by the City in 2006, and most recently updated in 2017, the City's Water Master Plan includes a summary of the City's system-wide water demands, the planning criteria used to determine water system demands, the City's water distribution system model, an analysis of the City's water system, and a summary of existing and future water system facilities. The Specific Plan area's water system design implements the Water Master Plan's direction for the Specific Plan area.

### **City of Brentwood Wastewater Collection System Master Plan**

Prepared and adopted by the City in 2010, and most recently updated in 2017, the City's Wastewater Collection System Master Plan includes a description and maps of the City's wastewater collection system, system-wide flow projections, hydraulic models of system flows, an analysis of the system's capacity, a summary of system capacity improvements that are needed, and a summary of the current related CIP schedule and costs for wastewater system improvements. The Specific Plan area's wastewater system design implements the Wastewater Collection System Master Plan's direction for the Specific Plan area.

### **City of Brentwood Sewer System Management Plan**

Prepared and adopted by the City in 2006 to implement State Water Resources Control Board (SWRCB) implemented Order No.

2006-0003-DWQ and updated in 2015, the City's Sewer System Management Plan facilitates the overall management of the City of Brentwood's sewer system. The Specific Plan area's sewer system was designed to implement the Wastewater Collection System Master Plan's direction for the Specific Plan area.

### **Brentwood Economic Development Strategy**

The City Council received and filed the Brentwood Economic Development Strategy and Action Plan on April 10, 2018. This document is intended to enhance business recruitment and retention, and the community's quality of life. The Specific Plan's economic development goals and policies were developed to be consistent with content and strategies contained in this document.

## **1.6: COMMUNITY PLANNING PROCESS**

To prepare the Specific Plan, the City utilized a community-based planning process. The City hired a multidisciplinary consultant team of planners, urban designers, traffic engineers, acoustical professionals and economists to lead the process and prepare technical documents and studies that informed various aspects of the plan. The consultant team was augmented and led by City Planning and Public Works staff members. Throughout the planning process, the City and the consultant team sought input from elected and appointed officials, community groups, business and property owners, residents, and other members of the public, and outside public agency representatives regarding key aspects of the plan.

To reach as many people as possible, this outreach effort assumed a broad approach. This included two online surveys, two public workshops, an open house, stakeholder and agency interviews and consultations, frequent meetings with the project's Working Group, and working sessions and hearings with the City Council and Planning Commission. In an effort to keep these individuals and all City residents informed and interested in the planning process, the project team maintained a project-specific website, notified the community about participation opportunities, and provided the City Council and Planning Commission with frequent updates.

The following list provides a basic introduction to the project's website, workshops and open house, surveys, interactions with stakeholders, public meetings and hearings, and status updates. Each item includes a brief summary of the topics that were covered and any outcomes that were reached.



## Project Website

The consultant team maintained a project website throughout the duration of the Specific Plan process. The website was unveiled at the project's outset and was frequently updated to include information about upcoming meetings and public events and project deliverables. The website also hosted two online surveys (for a description of the surveys, refer to Public Outreach Events and Online Surveys) and facilitated community members contacting the project team and signing up for the project's email list.

## Stakeholder Discussions

The project team met and spoke with representatives from several outside agencies, including Bay Area Rapid Transit (BART), Contra Costa Transportation Authority (CCTA), Tri-Delta Transit, and East Bay Municipal Utilities District (EBMUD) on several occasions to plan for the possible location of a light rail station, bus transit station, and park-and-ride lot in the Specific Plan area.

## Specific Plan Working Group

Appointed by the City Council, the Specific Plan Working Group played a critical role throughout the Specific Plan process. This included the group sharing its impressions of the Specific Plan area's development opportunities and potential – culminating with the recommendation of the Preferred Land Use Map to City Council, providing feedback on the development of the draft Specific Plan document, and serving as ambassadors for the project within the community. The group comprised twelve members, including City Council Members and Planning Commissioners, real estate and other development professionals, property owners, and residents. The group generally met on a monthly basis ten times during the process, including during the development of the Preferred Land Use Map and Public Review Draft Specific Plan.

## Public Outreach Events and Online Surveys

The project team facilitated three public events, including two workshops and one open house, and hosted two online surveys as part of the Specific Plan outreach process to gather input from the community.

## **Workshop 1**

On April 17, 2017 the project team hosted the project's first public outreach event, Workshop 1, to receive input on key priorities for the PA-1 Specific Plan. Approximately 30 members of the public attended the workshop. Following a presentation from the consultant team, which provided an overview of the Specific Plan process and key issues to address in the PA-1 Specific Plan, workshop participants were asked to provide input on key topics related to development in the Specific Plan area. This included the participants' desired development types, transit priorities, employment industries to attract, and preferred residential density ranges in the Specific Plan area. Participants, working in small groups around base maps of the Specific Plan area, were also asked to identify their preferred location for land uses. The project team, in consultation with the Working Group, used the workshop's results to develop the Specific Plan's land use alternatives, land use regulations, and private realm development standards and design guidelines.

## **Online Survey 1**

The project team developed the project's first online survey to coincide with Workshop 1. Similar to the workshop, the survey asked participants to provide input related to their preferences for future development, the possibility of future light rail transit service, and desired job industries in the Specific Plan area. The survey was available on the project website from April 13 through June 9, 2017. Over 260 participants responded to the survey. The survey's results were also used by the project team and Working Group to develop the Specific Plan's land use alternatives, land use regulations, and private realm development standards and design guidelines.

## **Online Survey 2**

The project team developed the project's second online survey to gauge the community's support for the Specific Plan's land use alternatives. Participants were asked to select their favorite and least favorite alternative and describe the rationale supporting their selections. The survey was available on the project website from October 4 through 25, 2017. Approximately 60 participants responded to the survey. The results were used by the project team and Working Group to refine the land use alternatives in the Specific Plan's Preferred Land Use Map.

## Open House

On December 11, 2017, the project team hosted an Open House to present the Preferred Land Use Map to the community. Approximately 10 members of the public attended the workshop. The consultant team began the open house with a brief presentation on the project and process and the map's key concepts. Following the presentation, participants were invited to review a series of boards that illustrated the map and further described the concepts and provide input on comment cards. The results were used by the project team to finalize the Specific Plan's Preferred Land Use Map.

## City Council Meetings

The project team received the City Council's direction on important aspects of the Specific Plan at three regular Council meetings.

- ▶ The first meeting, the project's kickoff event, took place on January 31, 2017. During the meeting, the project team provided the Council with an overview of the project and work program and received the group's input on key planning issues related to, along with the goals for, the Specific Plan.
- ▶ The second meeting, a City Council workshop, took place on November 14, 2017. During the meeting, the Council provided final direction on the development of the Preferred Land Use Map.
- ▶ The third and final meeting, another City Council workshop, took place on May 22, 2018. During the meeting, the Council provided final direction regarding development of the Public Review Draft Specific Plan and directed that the Plan be released for public review and comment.

## Status Updates

Throughout the planning process, the project team provided the community with regular updates on the status of the project. Most often, this occurred during City Council and Planning Commission meetings. In addition, the project team posted regular updates to the project page on the City's website.

## 1.7: SPECIFIC PLAN ORGANIZATION

The Specific Plan contains ten chapters and is comprised of two sections. The first section, including Chapters 1, 2, and 3, provides a foundation for future development by providing background and existing conditions information, an understanding of the Specific Plan area's development potential, and a vision for the

Plan area. The second section, Chapters 4 through 10, provides tools and an implementation strategy that will help guide future development in a manner that fulfills the community's vision.

The Specific Plan also includes four appendices, comprising a glossary, a detailed existing conditions report, a fiscal analysis of the preferred land use alternative, and a cost estimate for the construction of the Specific Plan area's primary circulation/infrastructure network.

The Specific Plan is organized in the following manner:

- ▶ Chapter 1 – Introduction

This chapter defines the Specific Plan's purpose and describes the project's community planning process. The chapter also contextualizes the project area's location, summarizes the project's relationship other documents, and lists the project's guiding principles.

- ▶ Chapter 2 – Existing Conditions

This chapter summarizes the project area's existing conditions, issues, and opportunities that pertain to the Specific Plan.

- ▶ Chapter 3 – Vision

This chapter establishes the overall vision for the design and character in the Specific Plan area. All subsequent goals, policies, and design guidelines in the Specific Plan support the vision.

- ▶ Chapter 4 – Land Use Plan

This chapter guides the location and type of new development. The Land Use Plan establishes land use classifications and locates them in the Specific Plan area on the Land Use Map.

- ▶ Chapter 5 – Circulation Plan

This chapter identifies major circulation features and parking facilities and summarizes planned enhancements to improve multi-modal mobility and parking in the Specific Plan area.

- ▶ Chapter 6 – Private Realm Development Standards & Design Guidelines

This chapter identifies how the Specific Plan area's built form should function and look. The mandatory standards and policies, as well as the advisory guidelines, provide the ingredients needed to shape the urban design character of the Specific Plan area. All development activities in the Specific Plan area are required to address



the relevant standards and guidelines and demonstrate how the project supports the vision for the Specific Plan area.

► Chapter 7 – Public Realm Design Guidelines & Improvements

This chapter identifies major streetscape features and summarizes planned enhancements to, and standards and guidelines for, the public realm in the Specific Plan area.

► Chapter 8 – Infrastructure & Public Services

In addition to the roadways described in the previous chapters, this chapter includes details related to how other infrastructure, such as sewer, water, cable, and phone services, will be provided to support new development. Public services, such as police and fire, are also included in the chapter.

► Chapter 9 – Economic Development

This chapter includes strategies that describe how development in the Specific Plan area can help Brentwood realize its broader economic development goals, what the development may entail, and the impact that future light rail transit service may have on strengthening the Specific Plan area and the city's economic connections within the region.

► Chapter 10 – Implementation and Administration

The Specific Plan has many components, and its vision cannot be achieved overnight. This chapter establishes implementation actions, phasing, financing, and other information related to how the Specific Plan can implement the vision established in Chapter 3. The implementation actions are the physical improvements, programs, and projects that need to be carried out for the Specific Plan to be realized. The chapter also describes how the City will administer the Specific Plan.

► Appendix A – Glossary

This appendix provides definitions for terms that appear in the Specific Plan.

► Appendix B –Existing Conditions Report

The appendix provides a detailed analysis of existing environmental, development, socio-economic, traffic, and infrastructure conditions within the Plan area at the time of adoption of the Specific Plan.

▶ Appendix C – Water Supply Assessment

The appendix assesses what water system improvements will be required to meet the Specific Plan’s preferred land use alternative’s projected water demand at buildout.

▶ Appendix D – Priority Area 1 Specific Plan Preferred Alternative Fiscal Analysis

The appendix projects increased General Fund costs and revenues associated with the Specific Plan’s preferred land use alternative.

▶ Appendix E – PA-1 Roadway and Utility Engineer’s Estimate

This appendix estimates how much it will cost the City to construct the utility and roadway improvements associated with the Specific Plan Area’s primary network. The document is organized by roadway; and the roadways’ estimates are itemized by utility and roadway component.

## **1.8: INTERPRETING THE SPECIFIC PLAN**

Chapters 3 through 10 include directives – goals, policies, development standards, and design guidelines that guide the implementation of the Specific Plan. For directives that incorporate binding language, including, but not limited to, “shall” and “must,” development projects, circulation and utility infrastructure improvements, actions, and other initiatives are required to meet and/or fulfill the directive. For directives that include nonbinding language, including, but not limited to, “should” and “may,” development projects, circulation and utility infrastructure improvements, actions, and other initiatives are strongly encouraged to meet and/or fulfill the directive. Final interpretation as to which policies, standards, and/or guidelines are mandatory for development projects shall fall under the authority of the Community Development Director.

## **CHAPTER 2:**

# **Existing Conditions**

This chapter includes an overview of the location, characteristics, existing conditions, and key opportunities for the Plan area, as they existed when the Specific Plan process commenced in late 2016. More details about the Plan area's existing conditions are contained in the PA-1 Specific Plan Existing Conditions Report, which is included as Appendix B.

This chapter is organized into the following sections:

- 2.1. Local Setting
- 2.2. Existing Land Use
- 2.3. General Plan Land Use
- 2.4. Circulation Networks & Parking
- 2.5. Specific Plan Area Character
- 2.6. Existing Infrastructure & Public Services

## 2.1: LOCAL SETTING

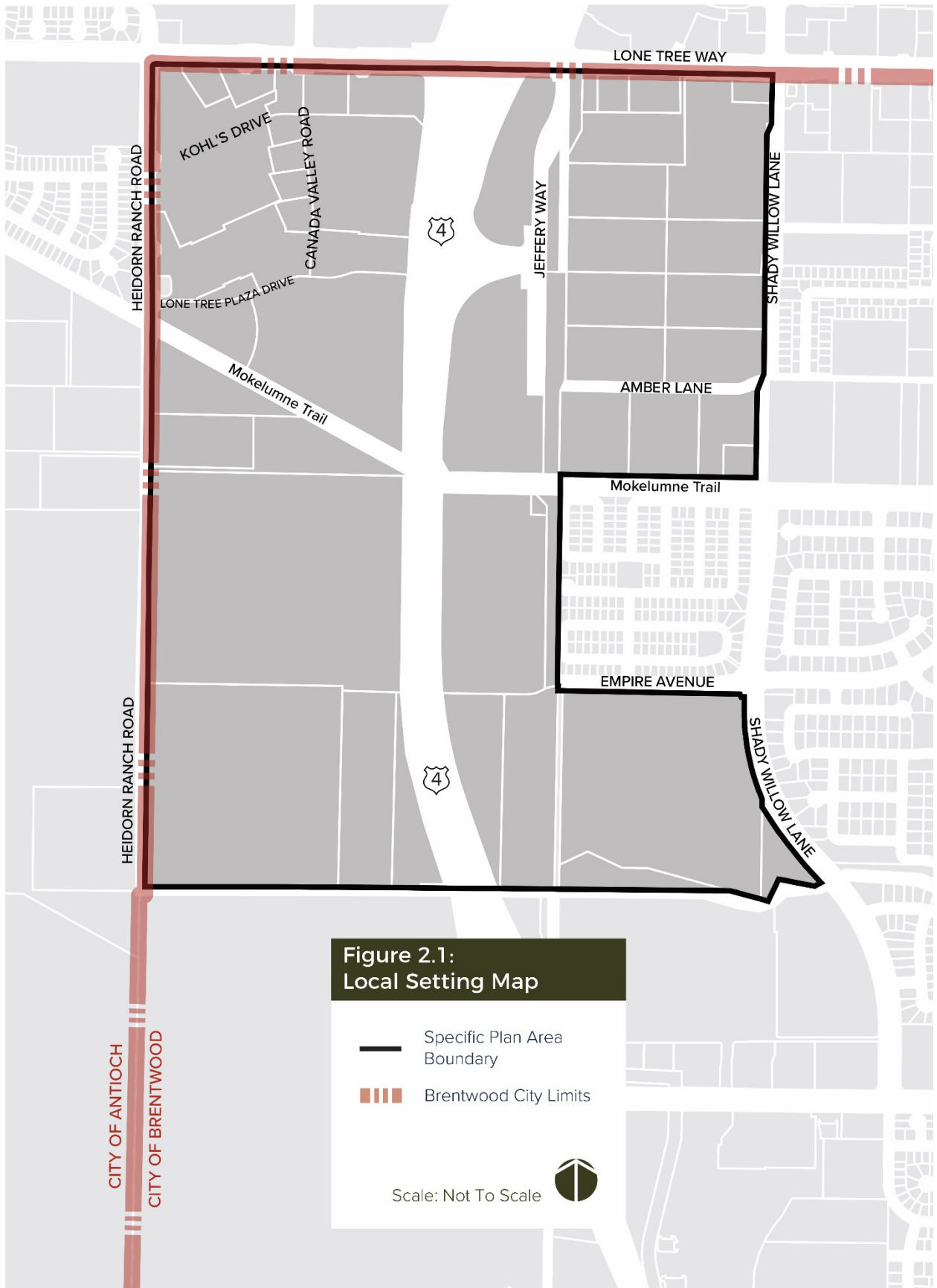
As identified in Chapter 1, the Specific Plan area encompasses approximately 431 acres in the northwestern corner of the City (see Figure 2.1: Local Setting). The Specific Plan area is generally bounded by Lone Tree Way to the north, Shady Willow Lane to the east, Sand Creek to the south, and Heidorn Ranch Road to the west; and bisected from north-to-south by State Route 4.

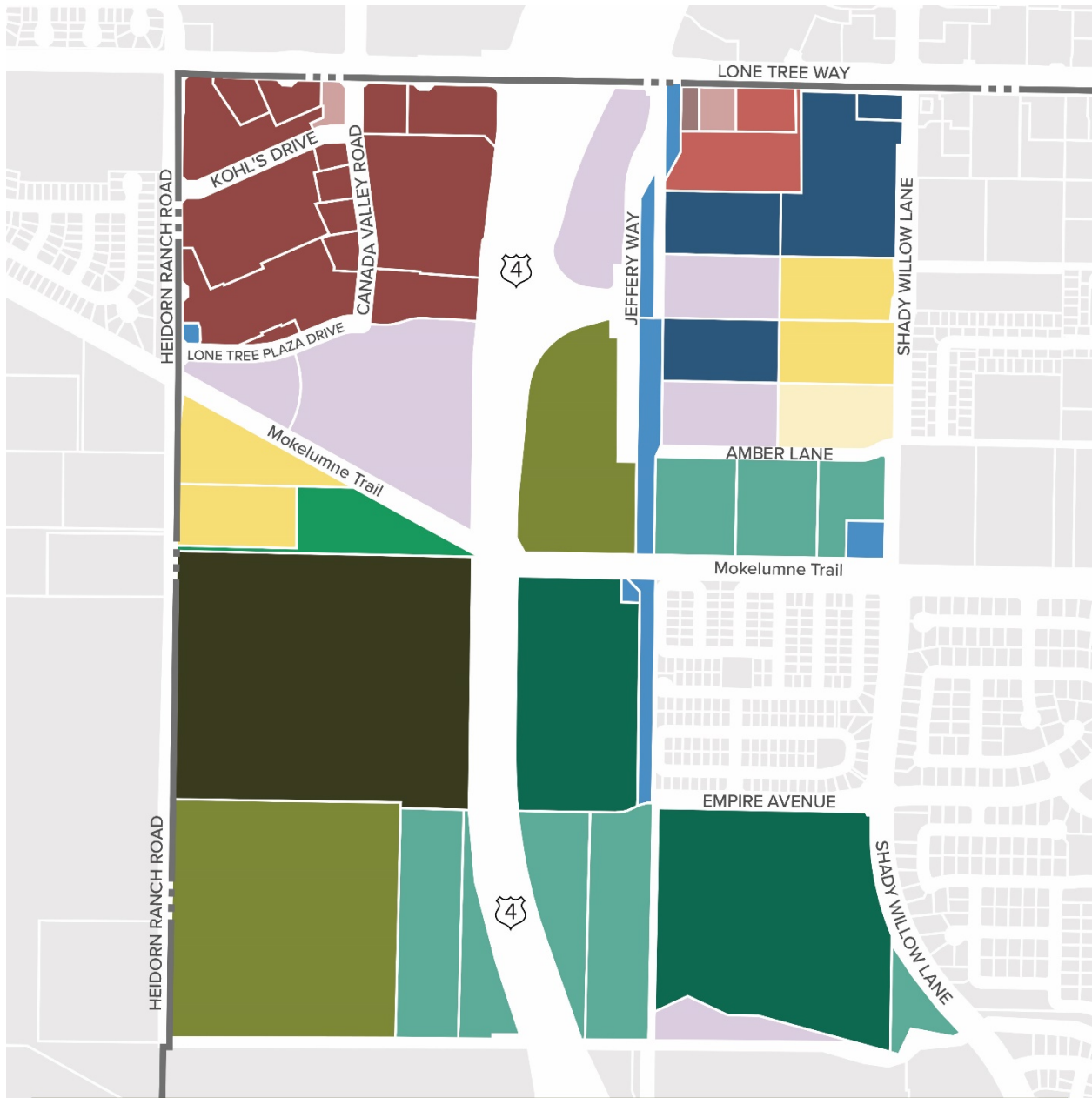
The Specific Plan area is surrounded by the Slatten Ranch and Empire Shopping Centers to the north, low-density, single-family residential neighborhoods to the east, the Streets of Brentwood shopping center and agricultural uses to the south, and low-density, single-family residential neighborhoods and agricultural uses to the west.

## 2.2: EXISTING LAND USE

















The project area currently includes a mixture of commercial, residential, agricultural, church, and public/quasi-public uses, along with a number of vacant parcels, as shown in Figure 2.2: Existing Land Use. Commercial development, comprising Brentwood Station and Lone Tree Plaza, is concentrated along the Specific Plan area's northern boundary south of Lone Tree Way. Three churches, including Golden Hills Community Church, Lighthouse Baptist Church, and The Church of Jesus Christ of Latter-Day Saints, are concentrated in the Specific Plan area's northeastern corner, adjacent to the Lone Tree Way and Shady Willow Lane intersection and south of Brentwood Station. Agricultural development occupies most of the remaining acreage to the south, with residential uses (generally classified as agricultural and/or estate residential) and vacant parcels interspersed within this area.

Table 2.1 identifies the number of parcels, acreage, residential units, and non-residential building square footage for existing land uses in the Specific Plan area. Areas within PA-1 designated right-of-way (ROW), which consist primarily of the State Route 4 corridor, are not included in this table.





**Figure 2.2: Existing Land Use**

- |   |   |   |
|---|---|---|
|  Shopping Center                                 |  Urban Acreage                               |  Non-Residential Vacant Land |
|  Commercial Stores                               |  Orchard/Vineyard/Row Crow, Over 40 acres    |  Residential Vacant Land     |
|  Service Stations/Car Wash                       |  Orchard/Vineyard/Row Crow, 10-40 acres      |  Brentwood City Limits       |
|  Drive-In Restaurants                            |  Churches                                    |   |
|  Rural, Residential Improved                     |  Government Owned, with or without Buildings |   |
|  Rural, with or without Miscellaneous Structures |  Single Family Residential                   |   |
- Scale: Not To Scale 



**Table 2.1: Existing Land Uses**

Use	Parcels	Acreage	Non-Residential Area (sf)	Dwelling Units
<b>Non-Residential</b>	<b>43</b>	<b>299.03</b>	<b>692,603</b>	<b>-</b>
Commercial Stores	2	7.17	86,809	-
Service Stations/ Car Wash	2	2.90	8,059	-
Shopping Centers	13	50.25	439,247	-
Drive-In Restaurants	1	0.54	3,202	-
Rural, Residential Improved	1	5.87	1,296	-
Rural, With or Without Structures	8	47.27	-	-
Urban acreage	2	51.81	1,448	-
Orchard/ Vineyard/ Row Crop (10-40 ac.)	2	51.61	-	-
Orchard/ Vineyard/ Row Crop (> 40 ac.)	1	50.08	-	-
Churches	4	21.82	152,542	-
Government Owned	7	9.72	-	-
<b>Residential</b>	<b>4</b>	<b>20.38</b>	<b>-</b>	<b>4</b>
Single-Family Residential	4	20.38	-	4
<b>Vacant</b>	<b>7</b>	<b>48.91</b>	<b>-</b>	<b>-</b>
Non-Residential Vacant Land	6	43.90	-	-
Residential Vacant Land	1	5.01	-	-
<b>TOTAL</b>	<b>54</b>	<b>368.32</b>	<b>692,603</b>	<b>4</b>

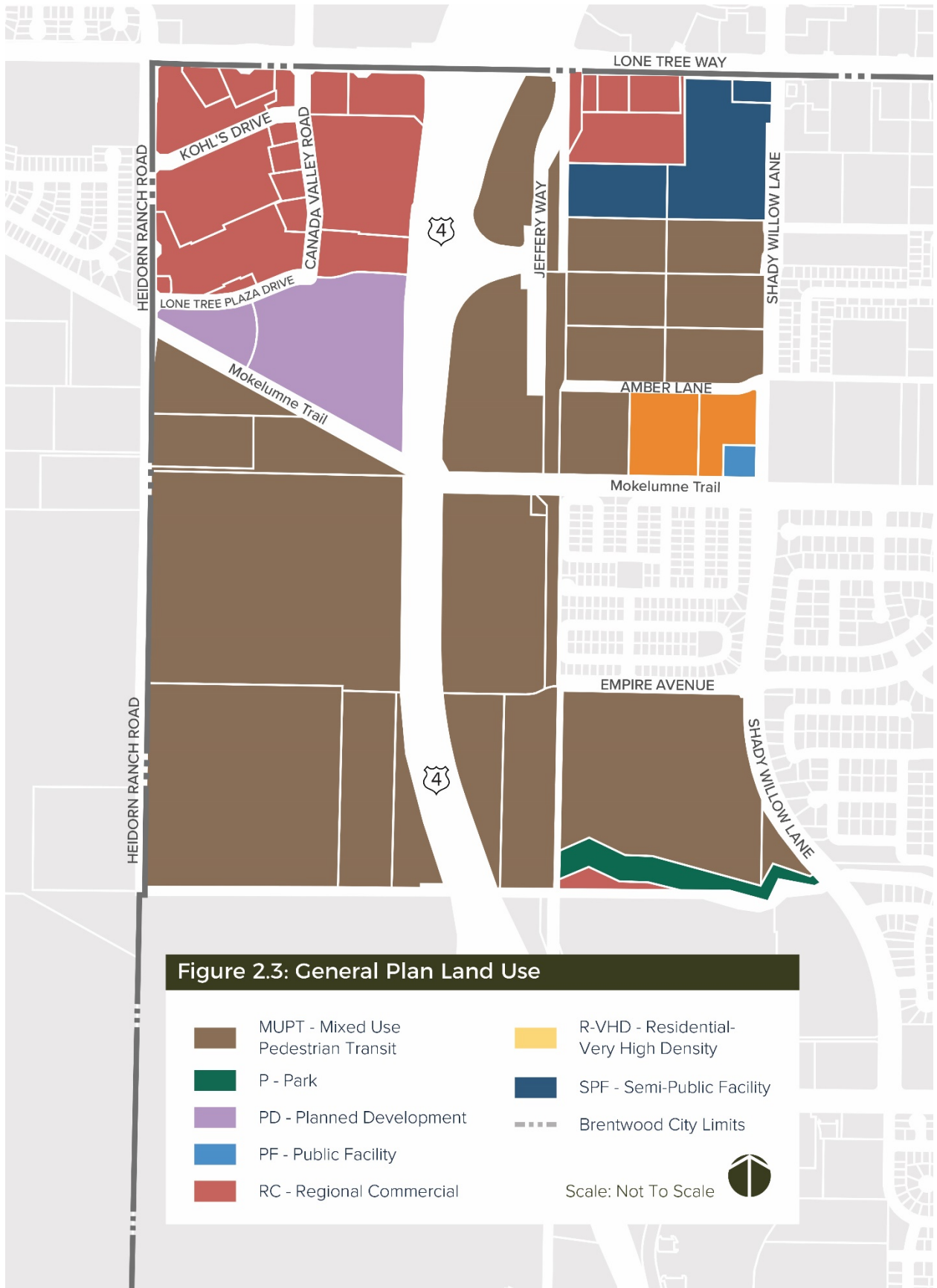
### 2.3: GENERAL PLAN LAND USE

The Brentwood General Plan is the guiding document for development in the City and the Specific Plan area. The General Plan identifies land use classifications and sets the direction for the development standards found in the Specific Plan and the Zoning Code.










As illustrated in Figure 2.3: General Plan Land Use, the General Plan applies seven land use classifications to the Specific Plan area’s parcels: Mixed Use Pedestrian Transit, Park, Planned Development, Public Facility, Regional Commercial, Residential-Very High Density, and Semi-Public Facility. In addition to the parcels designated with a land use classification, two parcels lack a designation.

Table 2.2: General Plan Land Use summarizes the General Plan land uses by acreage in the project area.

<b>Table 2.2: General Plan Land Use</b>		
<b>General Plan Land Use</b>	<b>Parcels</b>	<b>Acreage</b>
Mixed Use Pedestrian Transit (MUPT)	27	249.98
Park (P)	2	5.23
Planned Development (PD)	2	23.07
Public Facility (PF)	1	0.99
Regional Commercial (RC)	20	63.24
Residential-Very High Density (R-VHD)	2	8.98
Semi-Public Facility	3	16.83
<b>TOTAL</b>	<b>55*</b>	<b>368.32</b>
<i>*Some parcels include multiple General Plan designations</i>		



**Figure 2.3: General Plan Land Use**

 MUPT - Mixed Use Pedestrian Transit	 R-VHD - Residential-Very High Density
 P - Park	 SPF - Semi-Public Facility
 PD - Planned Development	 Brentwood City Limits
 PF - Public Facility	
 RC - Regional Commercial	Scale: Not To Scale 

## 2.4: CIRCULATION NETWORKS AND PARKING

This section provides an overview of the motor vehicle, pedestrian, bicycle, and transit networks, and parking facilities in the Specific Plan area.

### Street Network

The Specific Plan area is primarily served by the following roadways:

- State Route 4, a freeway, extends from north-to-south through the center of the Specific Plan area. The freeway provides access to the Specific Plan area from an interchange located along Lone Tree Way.
- ▶ Lone Tree Way, a major arterial street, extends from east-to-west and forms the Specific Plan area's northern boundary.
- ▶ Heidorn Ranch Road, a major arterial street, extends from north-to-south and forms the Specific Plan area's western boundary.
- ▶ Shady Willow Lane, a minor arterial street, extends from north-to-south and forms most of the Specific Plan area's eastern boundary.
- ▶ Jeffery Way, a minor arterial street, extends from north-to-south through the northcentral part of the Specific Plan area.
- ▶ Empire Avenue, a collector street, extends from east-to-west through the east central part of the Specific Plan area.

These routes generally provide access from the surrounding residential neighborhoods and shopping centers within the city and the City of Antioch to the east. The Specific Plan area is also served by three roadways that provide access to and through Lone Tree Plaza, Canada Valley Road, Kohl's Drive, and Lone Tree Plaza Drive, and two roadways that provide access to the eastern half of the Specific Plan area, Amber Lane and Empire Avenue.

Collectively, these roadways provide adequate access for motorized vehicles around the Specific Plan area's periphery and within and through the northern portion of the Specific Plan area, as it is currently developed.

## Pedestrian and Bicycle Network

Pedestrian and bicycle movement within and through the Specific Plan area is generally accommodated by existing streets and sidewalks and the Mokelumne Coast to Crest and Sand Creek Trails. Mobility is significantly constrained by the existing street network's lack of continuous and adequate pedestrian and bicycle facilities and absence of roadways that extend into the Specific Plan area's interior south of Lone Tree Plaza (west of State Route 4) and Amber Lane (east of State Route 4), and by the Mokelumne Coast to Crest Trail only extending across the eastern half of the Specific Plan area and the Sand Creek Trail's lack of connection across State Route 4.

## Transit Service

The Specific Plan area is primarily served by the following four regularly-scheduled fixed-route bus lines provided by Eastern Contra Costa County Transit Authority's (ECCTA) Tri Delta Transit:

- ▶ Route 380 provides connectivity between Antioch and the Pittsburg-Bay Point BART station, passing through Brentwood on the north side of the Specific Plan Area with a stop near Lone Tree Way/Canada Valley Road. It runs on weekdays and operates from 3:00 AM to 11:00 PM with approximately 30-minute headways.
- ▶ Route 383 is a loop route connecting Brentwood with Oakley and Antioch. It generally operates on approximately one-hour headways between 8:30 AM and 5:00 PM in the counter-clockwise direction. Additional early morning service is provided once daily in the clockwise direction.
- ▶ Route 385 provides connectivity between the downtown Brentwood Park & Ride lot and the Antioch Park & Ride lot at Hillcrest, running by several schools, major shopping areas, and employment centers. The route generally runs at hourly headways, but at peak periods the frequency is increased to 30 to 40 minutes. The route is operated on weekdays only.
- ▶ Route 395 is a loop route providing weekend and holiday service between the Antioch Park & Ride at Hillcrest and commercial areas along Lone Tree Way and Sand Creek Road in Brentwood. The route operates on one-hour headways between 9:40 AM and 8:00 PM.

Bay Area Rapid Transit (BART) provides regional heavy-rail transit services within Contra Costa, Alameda, San Francisco and San Mateo Counties, with construction underway to extend service to Santa Clara County. Currently, the nearest BART station is located in Pittsburg/Bay Point; however, a supplementary service, eBART, is under construction to connect communities east of Pittsburg with BART. eBART will not be an extension of the BART trains, but would be a supplementary rail service to coordinate with the arrival/departure of BART trains at the Pittsburg/Bay Point Station. Construction of the extension to Antioch was recently completed, and service is expected to begin in spring/summer 2018. There are long-term plans to extend the eBART service to Brentwood, including to a possible station location within the Specific Plan area where the Mokelumne Coast Crest Trail meets State Route 4.

ECCTA provides paratransit, also known as dial-a-ride or door-to-door, service in the Specific Plan area to those who are unable to independently use the transit system due to a physical or mental disability. Individuals must be registered and certified as ADA eligible before using the service. Paratransit operators are required by the ADA to service areas within three-quarters of a mile of their respective, public fixed-route service.

### **Taxi and Ridesharing Service**

Taxi service in the Specific Plan area is provided by private operators that serve the greater Eastern Contra Costa County area and beyond. Additional ridesharing services, such as Uber and Lyft, are also available in the Specific Plan area.

### **Parking**

The majority of the Specific Plan area's parking supply is located on developed sites occupied by major uses, including Lone Tree Plaza, Brentwood Station, Golden Hills Community Church, Lighthouse Baptist Church, and The Church of Jesus Christ of Latter-Day Saints. The remainder of the Specific Plan area, occupied by agricultural and/or residential uses and vacant parcels offers limited off-street parking facilities. The Specific Plan area's existing roadways also offer limited on-street parking facilities.

As new development occurs on developed sites, future uses will need to be evaluated for compliance with associated parking requirements. New development on greenfield sites will require the construction of off-street parking facilities to meet the

associated parking requirement.

## **2.5: SPECIFIC PLAN AREA CHARACTER**

The Specific Plan area's character comprises two distinct identities, the developed area forming most of the northern third of the Specific Plan area and the remaining agricultural and/or residential area to the south.

The developed area possesses characteristics associated with suburban development, including mostly large, single story commercial and church buildings setback from the adjacent streets by some combination of wide landscaped areas and off-street parking lots. The Specific Plan area's shopping centers, Lone Tree Plaza and Brentwood Station, also include several pad commercial buildings that are located within the parking areas and somewhat closer to the adjacent street(s). Most of the buildings bear little relationship with the street; however, some of the buildings located in Lone Tree Plaza, particularly the pad buildings, face onto and are located within close proximity to the shopping center's primary north-to-south extending roadway, Canada Valley Road.

The remainder of the Specific Plan area appears rural. This includes agricultural large agricultural fields, interspersed by farmsteads and large, estate residential properties.

## **2.6: EXISTING INFRASTRUCTURE AND PUBLIC SERVICES**

This section provides an overview of the utility infrastructure and public services in the Specific Plan area.

### **Utilities**

#### **Water and Wastewater Supply**

The City of Brentwood provides potable and non-potable water supplies and distribution to customers within the Specific Plan area. The City also provides wastewater collection, treatment, and disposal services for residents and businesses located in the Specific Plan area. There is currently limited water and wastewater infrastructure located within the interior portions of the Specific Plan area. As such, water supply and wastewater conveyance infrastructure will need to be extended throughout these currently unserved areas.



## **Stormwater Conveyance**

The City provides storm drainage collection within the Specific Plan area and is responsible for maintenance of the collection system. The Contra Costa County Flood Control and Water Conservation District is responsible for constructing and maintaining regional flood control basins, channels, and creeks throughout the county, including the City of Brentwood.

## **Solid Waste**

The Solid Waste Division of the City of Brentwood Public Works Department provides municipal solid waste (MSW) collection services, including garbage, yard waste, and recycling, to residents and businesses within the Specific Plan area. All of the MSW is hauled to the City's Solid Waste Transfer Station, located at 2300 Elkins Way, approximately 3 miles east of the Specific Plan area. At the transfer station, the MSW is checked for potentially hazardous waste material, and transferred onto larger trucks for ultimate disposal at a sanitary landfill or processed elsewhere. The City currently disposes and/or processes MSW (garbage, recycling, and green waste) at the Keller Canyon Landfill, operated by Allied Waste Systems Republic Services and located within unincorporated Contra Costa County.

The City maintains contractual agreements with the Delta Diablo Sanitary District to provide household hazardous waste collection and disposal services in the Specific Plan area. Household hazardous waste can be taken to the Delta Household Hazardous Waste Collection Facility, located at 2550 Pittsburg-Antioch Hwy, in Pittsburg, or dropped off at one of several community collection events that take place in various locations in the City and throughout eastern Contra Costa County throughout the year.

## **Cable, Phone, Gas, and Electric**

AT&T, Comcast, and Sonic currently provide telecommunication, cable television, and Internet services. This includes Sonic's symmetric Gigabit Fiber Internet service that transfer data at the rate of 1000 megabits per second. Utility infrastructure in the project area is located both aboveground on utility poles and belowground in public utility easements.

The Pacific Gas and Electric Company (PG&E) provides electric services in the project area. Electrical infrastructure in the project area is located aboveground on utility poles as well as belowground. A large electric transmission line traverses the Plan area in a generally north-south direction. PG&E also provides

natural gas services in the project area. Natural gas pipelines are located below ground.

### **Parks and Recreation**

The Specific Plan area is not currently served by any City-owned parks, but is located within close proximity to several parks and other open spaces in the surrounding areas. This includes Appaloosa Park and Palomino Park in the Brighton Station neighborhood to the east and Heidorn Park in the neighborhood to the west (Antioch).

### **Public Safety**

Public safety consists of police, fire protection, and emergency services. In the Specific Plan area, police services are provided by the Brentwood Police Department, and fire protection and emergency services are provided by the East Contra Costa Fire Protection District (ECCFPD). The Brentwood Police Department is located at 9100 Brentwood Boulevard, approximately 3 miles southeast of the Specific Plan area. The ECCFPD station primarily responsible for serving the Specific Plan area, Station 52, is located at 201 John Muir Parkway, approximately 2 miles south of the Specific Plan area.

### **Public Education Facilities**

The Specific Plan area is served by the Brentwood Union School District for TK, kindergarten, and grades 1 through 8 and the Liberty Union High School District for grades 9 through 12. All school sites are located outside of the Specific Plan area.

This page left intentionally blank

## CHAPTER 3:

### Vision

This chapter presents the vision for the Priority Area One Specific Plan. The vision comprises a vision statement and six vision goals. The vision statement is an aspirational description of how the Specific Plan area should look and function when the Specific Plan is implemented. The vision goals support and implement the vision statement by providing the framework for the development of the Specific Plan's land use and circulation plans, and economic development strategies. The statement and goals were derived from the community's input provided during workshops and through online surveys, the Working Group's input and recommendations, and direction from the City Council, and implement the General Plan's direction for the Specific Plan area. All of the Specific Plan's goals and policies, development standards and other requirements, and design guidelines and other recommendations support the vision statement and goals.

The chapter is organized into the following sections:

3.1. Vision Statement

3.2. Vision Goals

### 3.1: VISION STATEMENT

The Priority Area One Specific Plan will transform the area it encompasses into Brentwood's primary employment center, centered around a vibrant, compact, mixed-use district that supports a future transit station. The Plan area will provide local and regional employment opportunities, retail, restaurant and entertainment venues, multi-family housing, and a multi-modal circulation and open space.

### 3.2: VISION GOALS

The vision goals implement the Specific Plan's vision statement. The goals, as listed below, are described on the following pages.

- ▶ Goal 1: Prioritize the Specific Plan area's emergence as Brentwood's employment hub.
- ▶ Goal 2: Support the construction of a transit station surrounded by transit-oriented development.
- ▶ Goal 3: Encourage housing that supports the Specific Plan area's employment focus and proposed transit station.
- ▶ Goal 4: Achieve a safe and efficient circulation system for all users and modes of transportation.
- ▶ Goal 5: Encourage a network of public open spaces.
- ▶ Goal 6: Encourage well-designed development that creates a sense of place.



Goal 1: Prioritize the Specific Plan area's emergence as Brentwood's employment hub.

#### Goal 1: Prioritize the Specific Plan area's emergence as Brentwood's employment hub.

To address the city's jobs-to-housing imbalance, the Specific Plan area shall be predominantly developed with employment-generating uses, including but not limited to, regional commercial, general commercial, professional office, business park, and light industrial/flex space uses. To achieve an optimal mix of these uses, employment-generating development should be focused around and have suitable access to the State Route 4 interchange at Lone Tree Way. Emphasis should be placed on attracting a range of employers that provide well-paying jobs.

#### Goal 2: Support the construction of a transit station surrounded by transit-oriented development.

To strengthen the city's connections to other communities and economic centers within the region, the City will work in

partnership with regional transit providers, such as Bay Area Rapid Transit (BART) and Eastern Contra Costa Transit Authority (Tri-Delta Transit) to construct a transit station within the heart of the Specific Plan area. Envisioned facilities include a Tri-Delta Transit bus hub and park-and-ride lot during the first phase and a light rail station, such as eBART, and expanded parking area during the second phase of development. To create a vibrant, pedestrian-oriented district within the city and encourage ridership, the station will be surrounded by transit-supporting uses, comprising commercial and residential mixed-use development and appropriate employment-generating development, such as professional offices.

**Goal 3: Encourage housing that supports the Specific Plan area’s employment focus and proposed transit station.**

To provide housing within close proximity to jobs while supporting the development and use of the transit station, housing of sufficient density and appropriate configuration shall be encouraged within the Specific Plan area. This will take the form of occupying the upper stories of vertically mixed-use buildings within close proximity to the transit station and various high density residential typologies, ranging from 10- to 35 dwelling units per acre, within the Specific Plan’s outlying areas. To broadly address residents’ housing needs, housing should be provided at a wide range of affordability levels.

**Goal 4: Achieve a safe and efficient circulation system for all users and modes of transportation.**

As existing roadways and other circulation facilities are improved and new facilities are constructed within greenfield areas, private and public investment in the Plan Area should help establish an integrated network of multi-modal circulation that balances the needs of pedestrians, bicyclists, transit users, and drivers.

**Goal 5: Encourage a network of public open spaces.**

New development and public streetscape improvements should contribute to the creation of a network of open spaces in the Plan Area. New neighborhood parks, plazas, and small gathering and seating areas along streets will all provide places for residents and visitors to recreate, relax, and gather.



Goal 2: Support the construction of a transit station surrounded by transit-oriented development.



Goal 3: Encourage housing that supports the Specific Plan area’s employment focus and proposed transit station.



Goal 4: Achieve a safe and efficient circulation system for all users and modes of transportation.



Goal 6: Encourage well-designed development that creates a sense of place.

### Goal 6: Encourage well-designed development that creates a sense of place.

The Plan Area should be designed to be memorable and enjoyable to encourage people to return. Public areas and the buildings that frame them will play a vital role in shaping the image of the place. The physical design of new buildings and public spaces will be critical in creating a true community destination.

## CHAPTER 4: LAND USE PLAN

This chapter describes the land use plan, the guide for developing and using land within the PA-1 Specific Plan area (Specific Plan area or planning area). The land use plan provides the framework necessary to achieve the mixture of uses that will fulfill the City of Brentwood's vision and priorities for the Specific Plan area. The framework identifies the project area's land use designations and allowed uses. The land use plan comprises the text in this chapter and the land use diagram, which is a map that illustrates the locations of the land use designations in the planning area. This chapter also includes goals and policies necessary to achieve and implement the land use vision for the Specific Plan area.

This chapter is organized into the following sections:

- 4.1. Land Use Plan
- 4.2. Land Use Classifications
- 4.3. Allowed Uses
- 4.4. Land Use Plan Goals and Policies



## 4.1: LAND USE PLAN

The land use plan implements the Specific Plan’s vision and goals through the application of the project’s six land use designations to properties in the Specific Plan area. The locations of these designations are illustrated in Figure 4.1, Land Use Plan. The land use designations form the basis of the Specific Plan’s land use framework. The designations are described in Section 4.2, Land Use Classifications. The corresponding allowed use provisions for each designation are listed in Section 4.3, Allowed Uses. Development standards for each land use designation are included in Chapter 6, Private Realm Development.

## 4.2: LAND USE CLASSIFICATIONS

Table 4.1, Land Use Designations, establishes the six land use designations and one overlay designation that apply within the Specific Plan area. These designations implement both the PA-1 Specific Plan and the City’s General Plan vision, policies, and land use classifications for the planning area. The designations replace the application of the City’s conventional zoning districts and planned developments in the planning area. See Figure 4.1, Land Use Plan, for specific parcel designations within the project area.

Densities specified in this Specific Plan are expressed in units per gross acre. Gross acreage shall include land dedicated for any public use (including but not limited to streets, schools, parks, fire stations and detention basins). Land set aside for public facilities and for which reimbursement will be received is not to be included in density calculations (i.e. schools and detention basins). The extent to which facilities are provided will help determine the actual number of units per acre that will be allowed.

**Table 4.1: Land Use Designations**

**Employment Center/Light Industrial (ECLI)**

0.6 Maximum FAR

The Employment Center/Light Industrial designation accommodates a wide range of jobs-generating uses, including business parks; clean light industrial; research and development (R&D); science, technology, engineering, and math (STEM); tech/biotech manufacturing; high-tech services that incorporate some combination of assembly, warehousing, and/or sales, hospitals and other health care-related uses, and professional offices. This designation also allows for a regional destination resort hotel and conference center on approximately 45 acres within PA-1.



**Transit Village (TV)**

0.5 – 1.5 FAR

25-40 du/acre

The Transit Village designation provides for an integrated mix of high-intensity uses in the area surrounding the planned transit station, and encourages the development of a high-quality, pedestrian and bicycle friendly mixed-use district that will define the Specific Plan area’s core. Allowed uses include professional and medical offices, personal services, retail and restaurants, entertainment- and hospitality-related uses, and upper floor multiple-family residences.



**Regional Commercial (RC)**

0.6 Maximum FAR

The Regional Commercial designation accommodates retail and service uses that serve the general needs of the community and the region. The designation applies to parcels located along Lone Tree Way and State Route 4, and accommodates bulk retailers, department stores, supermarkets, hardware stores, smaller, specialty retailers, and professional and medical offices.



**Multiple-Family Very-High Density Residential (MFVHDR)**

15-35 du/acre

The Very-High Density Residential designation supports multiple-family residential development within walking distance to the transit station. The designation is primarily intended to accommodate multiple story condominium and/or apartment buildings.



### High Density Residential (HDR)

10-20 du/acre

The High Density Residential designation supports residential development at densities and configurations, compatible with the neighborhoods that surround the Specific Plan area, while providing housing within walking distance to the transit station. The designation accommodates a wide variety of housing types, include duplexes, triplexes, townhouses, condominium and/or apartment buildings, and small-lot detached single-family houses.



### Public Facility (PF)

The Public Facility designation applies to parcels reserved for government and public agency offices and facilities and public utility facilities. A single parcel within PA-1 is designated as PF, and is the site of a planned future fire station.



### Transit Station Overlay (TS)

The Transit Station overlay applies to the areas associated with the proposed transit station and associated facilities, including a potential bus terminal, rail platform, ticketing areas, customer amenities, access and parking areas, and a pedestrian overcrossing over State Route 4.

The locations of the Transit Station Overlay on the Land Use Map are approximate. The overlay must apply to 20-acres, including at least 5-acres on properties located east of State Route 4. In the event that ultimate development of the Transit Station and associated facilities moves or shifts, the underlying land use designation shall be ECLI.







### 4.3: ALLOWED USES

Table 4.2, Allowed Uses, establishes land use and corresponding entitlement requirements for the Specific Plan’s six land use designations and one overlay designation. Allowed use provisions herein are generally consistent with and implement corresponding land use designations in the City’s General Plan. Within the Specific Plan area, all land area and structures/facilities therein may only be developed, divided, and/or used for those activities listed in Table 4.2. The table also includes references to Brentwood Municipal Code (BMC) sections and other ordinances that the City uses to regulate development that may impact certain sensitive uses.

Land uses in the table are grouped into general categories on the basis of common function, product, or compatibility characteristics. These allowed use categories are called “use classifications.” Use classifications describe one or more uses having similar characteristics but do not list every use or activity that may appropriately be within the classification. For more information on the purpose, applicability, and the City’s definition of use descriptions, refer to Appendix A: Glossary. The following rules apply to use classifications:

- ▶ **Similar Uses.** When a use is not specifically listed in Table 4.2, it shall be understood that the use may be permitted or conditionally permitted if the City of Brentwood Community Development Director determines that the use is substantially similar to a use listed in Table 4.2. It is further recognized that every conceivable use cannot be identified in Table 4.2. Anticipating that new uses will evolve over time, the Community Development Director may make a formal similar use determination (in writing) based on the proposed use’s impacts and its compatibility with uses allowed in the given district.
- ▶ **Illegal Uses.** No use that is illegal under local, state, or federal law shall be allowed in any land use designation within the planning area.

Use regulations in Table 4.2 are shown using the following symbols:

- ▶ P – land use permitted by right
- ▶ C – land use allowed with the approval of a conditional use permit. For the City’s conditional use permit requirements and process, refer to BMC Chapter 17.830.
- ▶ - – land use not allowed

**Table 4.2: Allowed Uses**

	ECLI	TV	RC	MFVHDR	HDR	PF	TS	Additional Regulations
<b>Residential Use Listings</b>								
Dwelling – Accessory	-	P	-	P	P	-	-	
Dwelling – Multiple-Family	-	P	-	P	P	-	-	
Dwelling – Single-Family	-	-	-	-	P	-	-	
Home Occupation	-	P	-	P	P	-	-	BMC Chapter 17.840
Live-Work Unit	-	P	-	-	-	-	-	
Supportive Housing	-	P	-	P	P	-	-	
Transitional Housing	-	P	-	P	P	-	-	
<b>Human Services Use Listings</b>								
Day Care Center, Adults	C	C	-	C	C	-	-	Subject to compliance with State law
Day Care Center, Children	C	C	-	C	C	-	-	Subject to compliance with State law, including Health & Safety Code § 1597.45(a)
Medical Services – Ambulance Service	C	-	-	-	-	-	-	
Medical Services – Extended Care	P	-	-	P	P	-	-	
Medical Services – General	P	P	P	-	-	-	-	
Medical Services – Hospital	C	-	-	-	-	-	-	
Residential Care Facility, Small	-	P	P	-	P	-	-	
Residential Care Facility, Large	-	C	C	-	C	-	-	
<b>Urban Agriculture and Animal-Related Use Listings</b>								
Community Garden	-	C	C	C	C	C	-	
Domestic Animal Keeping	-	P	-	P	P	-	-	BMC Chapter 17.670
Kennel	-	-	C	-	-	-	-	
Market Garden	P	P	P	-	-	-	-	
Private Garden	-	P	P	P	P	-	-	
Urban Ag Stand	-	P	P	-	-	-	-	
Veterinary Clinic (Without Kennel)	-	P	P	-	-	-	-	



**Table 4.2: Allowed Uses**

	ECLI	TV	RC	MFVHDR	HDR	PF	TS	Additional Regulations
<b>Institutional Use Listings</b>								
College Campus	C	C	C	-	-	-	-	
Farmers' Market	-	P	-	-	-	-	-	
Indoor Fitness and Sports Facility	C	P	P	-	-	-	-	
Indoor Recreational/ Entertainment Facilities	C	P	P	-	-	-	-	
Outdoor Recreation/Entertainment Facilities	C	C	C	C	C	C	-	
Parks and Plazas	P	P	P	P	P	P	P	
Private Educational Facilities	C	C	C	-	-	-	-	
Public Safety Facilities	C	C	C	C	C	P	C	
Religious Institutions	-	-	-	C	C	-	-	
Social, Fraternal, and Recreational Clubs	-	-	-	C	C	-	-	
<b>Utility, Transportation, and Communication Use Listings</b>								
Broadcasting and Recording Studio	P	P	-	-	-	-	-	
Bus and Transit Shelter	P	P	P	P	P	P	P	
Park and Ride Facility	P	P	C	-	-	-	P	
Parking Facility	P	P	P	P	-	-	P	
Transit Facility	P	C	C	C	C	C	P	
Utility Facilities and Infrastructure	C	C	C	C	C	C	C	
Wireless Telecommunication Facility	C	C	C	C	C	C	C	BMC Chapter 17.795
<b>Commercial Use Listings</b>								
Adult Oriented Business	-	-	-	-	-	-	-	
Animal Sales and Grooming	-	P	P	-	-	-	-	
Business Support Services	P	P	P	-	-	-	-	
Call Center	P	-	-	-	-	-	-	
Card and Gaming Room	C	C	-	-	-	-	-	
Check Cashing Business	-	-	-	-	-	-	-	
Commercial Lodging – Hotels and Motels	C	C	C	-	-	-	-	
Commercial Lodging – Hotels and Motels, Extended Stay	C	C	C	-	-	-	-	
Commercial Lodging – Short-Term Rentals	-	C	-	C	C	-	-	

**Table 4.2: Allowed Uses**

	ECLI	TV	RC	MFVHDR	HDR	PF	TS	Additional Regulations
Drive-In and Drive-Thru Facilities	C	C	C	-	-	-	-	
Eating and Drinking Establishments – Bars and Nightclubs	C	C	C	-	-	-	-	
Eating and Drinking Establishments – Restaurant	P	P	P	-	-	-	-	
Eating and Drinking Establishments – Tasting Room, Off-site	C	C	C	-	-	-	-	
Financial Institutions	P	P	P	-	-	-	-	
Food and Beverage Stores – Convenience Store	P	P	P	-	-	-	C	
Food and Beverage Stores – Grocery Store	-	C	P	-	-	-	-	
Food and Beverage Stores – Liquor Store	-	P	P	-	-	-	-	
Food and Beverage Stores – Neighborhood Market	-	P	P	-	-	-	-	
Garden Centers and Retail/Wholesale Nurseries	-	-	P	-	-	-	-	
Mortuaries and Funeral Homes	-	-	-	-	-	-	-	
Offices – Accessory	P	P	P	P	P	P	P	
Offices – Building Trade Contractors	P	-	-	-	-	-	-	
Offices – Business and Professional	P	P	P	-	-	-	-	
Personal Services	-	P	P	-	-	-	-	
Retail – Accessory	P	P	P	-	-	-	C	
Retail – General	C	P	P	-	-	-	-	
Retail – General, Large Format	-	C	C	-	-	-	-	BMC Chapter 17.750
Specialized Retail – Artisan Shop	P	P	P	-	-	-	-	
Specialized Retail – Building Materials Stores and Yards	-	-	P	-	-	-	-	
Specialized Retail – Equipment Sales and Rentals	-	-	C	-	-	-	-	
Specialized Retail – Furniture, Furnishings, and Appliance Stores	-	P	P	-	-	-	-	
Specialized Retail –	-	C	C	-	-	-	-	

Table 4.2: Allowed Uses								
	ECLI	TV	RC	MFVHDR	HDR	PF	TS	Additional Regulations
Smoke Shop								
Tattoo Parlors	-	C	C	-	-	-	-	
<b>Automobile-Related Use Listings</b>								
Auto and Vehicle Rental	-	-	-	-	-	-	-	
Auto Parts Sales	-	-	P	-	-	-	-	
Car Washing and Detailing	-	-	C	-	-	-	-	
Service Station	-	-	P	-	-	-	-	
Vehicle Services, Major	-	-	-	-	-	-	-	
Vehicle Services, Minor	-	-	P	-	-	-	-	
<b>Industrial, Manufacturing, and Processing Use Listings</b>								
Agricultural Products Processing	C	-	-	-	-	-	-	
Artisanal and Specialty Manufacture, Display, and Sales	C	C	C	-	-	-	-	
Breweries, Distilleries, and Wineries	C	-	-	-	-	-	-	
Freight Yard/Truck Terminal	P	-	-	-	-	-	-	
Manufacturing – Major	C	-	-	-	-	-	-	
Manufacturing – Minor	P	-	-	-	-	-	-	
Manufacturing – Small Scale	P	-	-	-	-	-	-	
Printing and Publishing	P	-	-	-	-	-	-	
Recycling Facility – Collection	P	-	-	-	-	-	-	
Research and Development	P	C	-	-	-	-	-	
Storage – Warehouse	P	-	-	-	-	-	-	
Storage – Yard	-	-	-	-	-	-	-	
Wholesale and Distribution	P	-	-	-	-	-	-	
<b>Accessory Uses</b>								
Accessory Facilities or Buildings	-	-	-	P	P	-	-	BMC Chapter 17.660
<b>Temporary Uses</b>								
See BMC Section 17.850								
<b>Signs</b>								
See BMC Section 17.640								

## 4.4: LEGAL NONCONFORMING STATUS

The following requirements apply to legal nonconforming land uses, buildings, and structures.

### Land Uses

1. A legal nonconforming land use is one that was permitted within the zone in which it was located at the time it was established, but became disallowed upon the adoption of the PA-1 Specific Plan. Such use may continue as long as it does so in accordance with these provisions and without any interruption lasting more than one year. It shall be the responsibility of the respective property owner to provide documentation to the satisfaction of the Community Development Director that confirms both the legal nonconforming status of a land use and the duration of any interruption in that land use. Legal nonconforming uses include development projects that were approved prior to adoption of the PA-1 Specific Plan, have not yet been constructed, have been subject to substantial investment, and retain their approval status.
2. Except as provided herein, a legal nonconforming land use shall not be changed to or replaced by any other use except a conforming one. A legal nonconforming land use may, however, be changed to or replaced by another similar use when all of the following criteria are met:
  - ▶ The change or replacement does not increase the extent or intensity of the nonconformity within the site area occupied by the nonconforming use on the site.
  - ▶ The building or portion of a building, presently occupied by the legal nonconforming land use, is not reasonably capable of conversion to accommodate use and occupancy by a conforming use, without substantial reconstruction or remodeling as determined by the Chief Building Official.
  - ▶ All proper building permits are obtained.A subsequent purchaser cannot replace a nonconforming use established or operated by a prior owner with a new nonconforming use similar in nature.
3. Any legal nonconforming use of a site that is vacant for a period of one year or longer, or is discontinued or otherwise ceases operation and use of the site for a period of one year or longer, shall not be resumed, reestablished, continued or substituted, and all subsequent use of such site shall conform to the requirements of the PA-1 Specific Plan.

A one-time six-month extension to the one-year use period may be granted by the Community Development Director if requested in writing. It shall be the responsibility of the respective property owner to provide documentation to the satisfaction of the Community Development Director that confirms the period of vacancy or discontinuance of a legal nonconforming land use.

4. A legal nonconforming land use that occupies a portion of a building may be expanded to include additional floor area within the same building provided that all proper building permits are obtained. Prior to any expansion within the same building, however, the property owner shall demonstrate to the satisfaction of the Chief Building Official that without substantial remodeling or reconstruction, the portion of the building into which expansion is proposed may not reasonably be used or occupied by a conforming use. The Chief Building Official shall consider whether any required remodeling or reconstruction would involve structural alterations prior to allowing expansion of a legal nonconforming land use. A legal nonconforming use can also be expanded in accordance with Buildings and Structures section below.
5. A legal nonconforming land use that is changed to or replaced by a conforming use shall not be reestablished.

### **Buildings and Structures**

1. Normal and routine maintenance of any existing building or structure for the purpose of preserving its existing condition, retarding or eliminating wear and tear or physical depreciation, or complying with health and safety requirements, shall be permitted and encouraged.
2. Exterior improvements and renovations and/or structural additions to legal nonconforming buildings or structures that increase the size or scale of nonconforming conditions are not permitted, except as specified below:
  - ▶ One-time minor additions involving a maximum of 25% of the gross floor area or 500 total square feet, whichever is less.
  - ▶ Significant exterior alterations or changes in the exterior façade or architectural design consistent with the applicable City-adopted design guidelines.
  - ▶ Owner-occupied residential buildings used for residential purposes shall be permitted to add accessory structures and outdoor amenities consistent with the applicable development standards for the property.

## 4.4: LAND USE PLAN GOALS AND POLICIES

### Goal LU-1. Promote Economic Activity That Creates High Quality Jobs.

Policy LU-1.1. Prioritize the attraction of businesses to the Employment Center/Light Industrial, Transit Village, and Regional Commercial designations that provide high quality employment opportunities.

Policy LU-1.2. Provide retail, dining, entertainment, and personal service uses to accommodate the needs of residents, employees, commuters, and visitors.

Policy LU-1.3. Encourage unique local retail, restaurant, and service businesses to locate within the Specific Plan area.

Policy LU-1.4. Support the intensification of commercial development, such as infill development on parking lots, in the Regional Commercial designation, provided that parking requirements continue to be met.

Policy LU-1.5. Allow the development and operation of a regional destination resort hotel and conference center on approximately 45 acres of land designated ECLI within PA-1.

### Goal LU-2. Provide for a Comprehensive Mix of Transit-Supportive Land Uses.

Policy LU-2.1. Encourage land uses at intensities and densities to support future transit improvements and ridership.

Policy LU-2.2. Support multiple-level transit-oriented development in the project area by encouraging a suitably intense mixture of uses.

Policy LU-2.3. Allow for flexibility in the final location of the Transit Station Overlay. The total area within PA-1 allocated for Transit Station uses shall be approximately 20 acres, consisting of approximately 10 acres on both the west and east sides of SR 4, in very close proximity to the intersection of the Mokolumne Trail and SR 4.

### Goal LU-3. Develop a Vibrant Mixed-Use, Transit-Oriented Environment by Encouraging Activity Along Streetscapes and in Public Spaces.

Policy LU-3.1. Require activity-generating ground floor uses, such as retail stores, restaurants, and coffee shops, along streets and public spaces, such as plazas, in the Transit Village designation, and on the ground floor of any parking garages.

Policy LU-3.2. Encourage activity-generating uses at prominent intersections, adjacent to public spaces, and within proximity to the future Transit Station in the Employment Center/Light Industrial and Regional Commercial designations.

Policy LU-3.3. Create urban public spaces, such as plazas and courtyards, in the Transit Village and residential designations that are bounded by activity-generating uses, such as outdoor dining, retail, seating areas, and/or recreation.

**Goal LU-4. Provide a Variety of Housing Types that Meet Residents' Needs, Complement the Surrounding Residential Neighborhoods, and Support the Specific Plan Area's Transit-Oriented Development Pattern.**

Policy LU-4.1. Encourage the development of housing for a range of income categories.

Policy LU-4.2. Utilize existing City programs and policies to encourage and facilitate the development of affordable housing within the Specific Plan area.

**Goal LU-5. Enhance Quality of Life in the Specific Plan Area by Providing Parks, Trails, and Recreational and Cultural Activities.**

Policy LU-5.1. Expand the Specific Plan area's system of public spaces, trails, and recreational opportunities.

Policy LU-5.2. Require new development to provide public open spaces and pedestrian connections to the Specific Plan area's pedestrian network.

Policy LU-5.3. Encourage enhancements to the Mokelumne Trail that connect the trail across State Route 4 and reflect the character of the surrounding development (e.g. urban design through the Transit Village Designation, suburban design through the residential designations, etc.)

Policy LU-5.4. Encourage development along Sand Creek to interface with and provide a continuous open space network, including passive and active recreational uses, along the waterway.

Policy LU-5.5. Encourage the development of community gardens in the Transit Village and residential designations.

Policy LU-5.7. Promote youth and cultural activities within the Specific Plan area.



## **CHAPTER 5:**

# **CIRCULATION PLAN**

This chapter describes the Circulation Plan for the PA-1 Specific Plan Area. The Circulation Plan is designed to serve all travel modes: walking, bicycling, transit, and motor vehicle. The Plan emphasizes the creation of strong multimodal linkages to a centralized transit station site that will initially be used as a regional bus hub, and could eventually accommodate a potential light rail station in the future (e.g., eBART). The Circulation Plan primarily utilizes slightly modified versions of the City's existing street standards and implements one entirely new street standard in the Transit Village-designated area. The Plan includes text and maps that describe and illustrate the multimodal circulation system for the Specific Plan area.

This chapter is organized into the following sections:

5.1. Circulation System

5.2. Street Classifications

5.3. Pedestrian and Bicycle Circulation

5.4. Transit

5.5. Automobile Circulation






5.6. Transportation and Circulation Goals and Policies

## **5.1: CIRCULATION SYSTEM**


The primary street network map (Figure 5.1) illustrates the new public arterial- and collector-level roadways that will be added to the City's Capital Improvement Program (CIP). These roadways form the primary circulation network that will provide principal access for motorists and transit vehicles and serve as key linkages for pedestrians and bicyclists. The conceptual locations of additional streets to be constructed by private development are shown in Figure 5.2. These streets will be constructed over time as individual parcels develop, and will ultimately create a cohesive, interconnected network that provides all transportation modes with access throughout the Specific Plan area. The circulation system is also oriented to interface effectively with the existing and planned circulation networks beyond the Specific Plan area's boundaries. The final alignments, footprints, and exact locations of the conceptual streets are subject to change and refinement as development inside and outside of the PA-1 Plan area proceeds. The final alignments and configurations will be determined in order to provide for operational safety, integration with the existing and planned offsite roadway network, and to follow existing parcel lines to the greatest extent practical. The circulation network's exact locations and alignments will be determined through collaboration between developers and City staff during the development review process.



**Figure 5.1: Primary Circulation Network**









<b>Primary Classifications*</b>		 Planned Streets Outside of PA-1  Transit Station Overlay  Brentwood City Limits
 Arterial		
 Collector		

\*Exact roadway alignments may vary, see Page 5-2


Scale: Not To Scale 



**Figure 5.2: Conceptual Circulation Network**

<b>Primary Classifications*</b>		 Planned Streets Outside of PA-1
 Arterial		 Transit Station Overlay
 Collector		 Brentwood City Limits
<b>Conceptual Classifications</b>		
 Collector		
 Residential Collector		
 Transit Village Commercial		

\*Exact roadway alignments may vary, see Page 5-2

Scale: Not To Scale 

## 5.2: STREET CLASSIFICATIONS

The street network within the Specific Plan area, as illustrated on figures 5.1 and 5.2, comprise the following major street typologies. In addition, the City’s Local Street typology will be used to provide site-specific access to most uses. The standards for all of these typologies appear in Chapter 7: Public Realm Development, section 7.1: Street Typology Standards. The typologies apply to all streets, public and private, constructed in the Specific Plan area.

### Arterial Streets

Arterials are major streets that connect town and neighborhood centers to the greater region, often via freeway interchanges. These streets must support pedestrians and cyclists, while car traffic, delivery trucks, emergency responders, and transit must operate with high levels of efficiency. Traffic signals along arterial streets often operate under coordinated signal timing during the busiest periods of the day in order to optimize efficiency.

The PA-1 Specific Plan is bounded by several arterial streets, including Lone Tree Way on the north, Heidorn Ranch Road on the west, and Shady Willow Lane on the east. An additional arterial street, Sand Creek Road, is approximately a quarter-mile south of the Specific Plan Area. Within the interior portion of PA-1, the only street designated as an arterial is Jeffery Way between Lone Tree Way and Empire Avenue. This portion of Jeffery Way serves not only adjacent land uses, but also functions as a connector to the SR 4 northbound freeway ramps.

Future arterial streets within the Specific Plan area will conform to the City’s adopted street standards, except for the manner in which lane lines are striped. Instead of utilizing two 12-foot vehicle lanes and an 8-foot bike lane, each direction of traffic will include two 12-foot lanes, a 5-foot bike lane, and a 3-foot striped buffer between the bike lane and vehicle lane. The “buffered bike lanes” created by this lane striping define a clearer separation between bicyclists and moving vehicles, resulting in a more comfortable riding environment for bicyclists.

### Collector Streets

Collector streets are moderate capacity streets that move traffic from local streets to arterial streets. Direct vehicular access to individual parcels and uses will generally be limited, with most access to these areas occurring via private, local streets. Similar



Striped bike lane buffer

to arterial streets, collector streets serve all modes of transportation and must do so in efficient fashion.

The City's adopted standard for collector streets will generally be applied to the Specific Plan area, save for the inclusion of striping to buffer bike lanes. Instead of each direction of traffic including a 12-foot vehicle lane and an 8-foot bike lane, the striping will indicate a 12-foot vehicle lane and 5-foot bike lane separated by a 3-foot striped buffer.

On the new collector street connecting Heidorn Ranch Road to the Transit Village (A Street), the cross section will be modified to include wider sidewalks and buffered bike lanes. This portion of the Specific Plan area is envisioned to include a high-density mix of uses that will result in an urban development pattern, and is likely to encounter higher levels of pedestrian activity and the need for wider pedestrian zones.

The center portion of the roadways will generally include a raised landscaped median, except at intersections and major access points to private developments, where left-turn pockets or two-way left-turn lanes would occupy the center space.

### Residential Collector Streets

The Specific Plan's Residential Collector typology matches the City's existing street standard. The typology comprises 12-foot travel lanes and 8-foot parking lanes in each direction. The typology will be used to maintain multimodal connectivity in high- and very high-density residential areas, as well as in the southwestern portion of the Specific Plan area to provide additional connectivity in the large ECLI-designated zone.

### Transit Village Commercial Streets

The Transit Village Commercial typology is a new typology that appear and function in a similar manner to existing streets in the downtown. This urban typology includes on-street diagonal parking and wide sidewalks – accommodating the high levels of pedestrian activity that will occur in mixed-use areas where ground-floor commercial uses exist. These streets will provide local access and public parking rather than serve as a route for through traffic. The streets will generally include a 90-foot right-of-way with 14-foot pedestrian/landscaping zones, 19-foot widths to accommodate diagonal parking, and two 12-foot wide travel lanes. The wider travel lanes are needed to provide a clear width of at least 26 feet for fire apparatus to serve buildings with heights of 30 feet or more.



Commercial Street in Downtown Brentwood with Diagonal Parking and bulbouts

### 5.3 PEDESTRIAN AND BICYCLE CIRCULATION

The Specific Plan proposes a number of improvements to the pedestrian and bicycle network including continuous sidewalks, improved crossings at intersections, and new pedestrian and bicycle routes. New routes are provided on sidewalks and bicycle lanes along streets as well as along off-street multi-use paths. Figure 5.3 illustrates the proposed network of bike lanes and multi-use paths within and adjacent to the Plan area.

The final alignments, footprints, and exact locations of the conceptual pedestrian and bicycle facilities are subject to change and refinement as development inside and outside of the PA-1 Plan area proceeds. The final alignments and configurations will be determined in order to provide for operational safety and integration with the existing and planned offsite pedestrian and bicycle network. The circulation network’s exact locations and alignments will be determined through collaboration between developers, City staff, and the East Bay Regional Park District during the development review process.

#### Off-Street Paths and Trails

Off-street paths and trails refer to facilities beyond a street’s typical cross section that serve both pedestrians and bicyclists. They are dedicated walking and biking facilities that may or may not be aligned with an adjacent street. Paths are typically referred to as “multi-use paths,” indicating a paved surface with width sufficient for concurrent travel by both walkers and bikers. Trails may comprise of an all-weather surface and be somewhat narrower than multi-use paths; however, within the urbanized Specific Plan area, trails and paths will be fully improved and physically indistinguishable from one another. The Specific Plan includes the following off-street multi-use paths and trails, which will function as walking and bicycling connections among employment areas, neighborhoods, and the transit station.

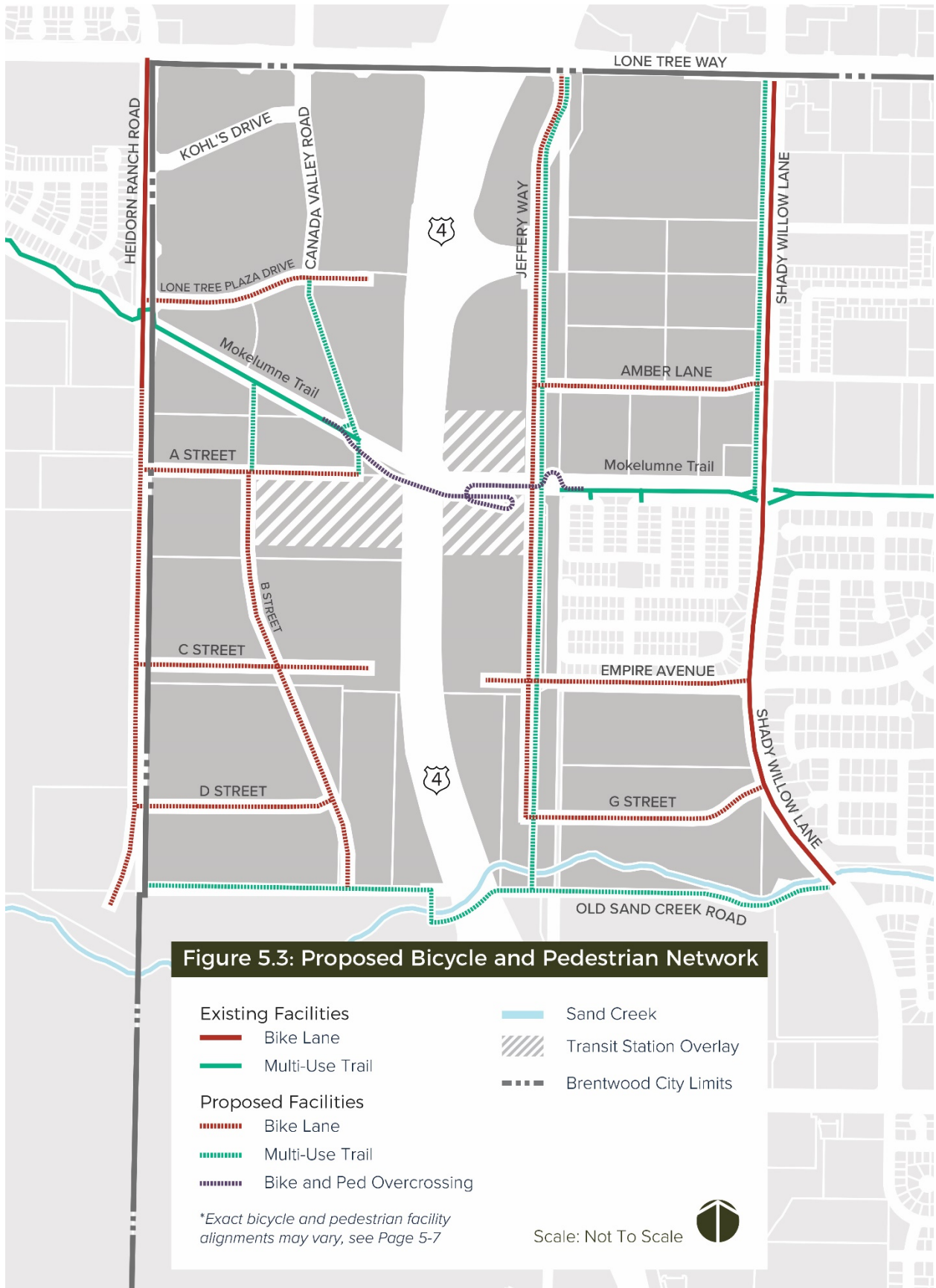


Path Example with Distinct Zones for Bikes and Pedestrians



**Table 5-1: Specific Plan Paths and Trails**

Facility	Location and Description
Mokelumne Trail	Regional trail that runs along the Mokelumne aqueduct, ultimately connecting Martinez, Concord, Pittsburg, Antioch, and Brentwood. Portions of the trail already exist in the eastern Plan area, and future plans include a bicycle-pedestrian overcrossing at SR 4, in the core of the Specific Plan area adjacent to the transit station
Sand Creek Trail	Regional trail that runs along Sand Creek, connecting the southern Plan area boundary near SR 4 to neighborhoods in the center of the City; Plan includes an extension of the trail under SR 4 to Heidorn Ranch Road (The trail may pass under SR 4 on either the north or south side of Sand Creek; however, the south side is the preferred location.)
Northern Transit Village Path	Multi-use path running along the power line utility easement between Lone Tree Plaza and the Mokelumne Trail, connecting to the transit station
Jeffery Way Path	Multi-use path that would link the Sand Creek Trail, Mokelumne Trail, transit station, and Lone Tree Way on the eastern half of the Plan area; path is envisioned to run along the east side of Jeffery Way
Shady Willow Path	Multi-use path running along the west side of Shady Willow Lane, connecting the Mokelumne Trail to Lone Tree Way through areas designated by the Plan for high- and very high-density housing



**Figure 5.3: Proposed Bicycle and Pedestrian Network**

<b>Existing Facilities</b>	Bike Lane	Sand Creek
Multi-Use Trail	Transit Station Overlay	Brentwood City Limits
<b>Proposed Facilities</b>	Bike Lane	
Multi-Use Trail	Bike and Ped Overcrossing	

*\*Exact bicycle and pedestrian facility alignments may vary, see Page 5-7*

Scale: Not To Scale

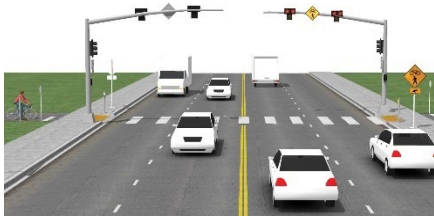
## Crossings at Intersections



Intersection with pedestrian refuge, enhanced crosswalk markings, and green bike lanes



Bike Box at Signalized Intersection (Source: NACTO)



Pedestrian Hybrid Beacon at Midblock Crossing (Source: NACTO)

Public and private intersections serving the Specific Plan area should be “right sized” to effectively balance traffic flow needs with the needs of pedestrians and bicyclists. The wider an intersection is, the more it begins to function as a barrier for pedestrians and bicyclists to cross, discouraging non-auto travel. Wider crossings can also make signalized intersections operate less efficiently when pedestrian phases are activated by walkers.

Techniques such as providing only as many vehicle lanes as are necessary, using curb extensions or “bulb outs” to reduce crossing distances (in a manner that does not conflict with the bicycle network), and reducing curb radii where the effective radii are sufficient to accommodate design vehicles (such as where bike lanes exist) can all help balance the sometimes-competing needs of drivers and pedestrians. Additionally, the implementation of innovative treatments like “bike boxes” that make it easier for bicyclists to turn left at signalized intersections, can be implemented to make intersections more bicycle-friendly.

The use of enhanced crosswalk markings provides visual cues to drivers that they are entering an area of increased pedestrian activity. Crosswalk markings may include high-visibility striping and other similar distinguishing treatments. Enhanced crosswalk markings are encouraged at public and private intersections in the Transit Village area and on the primary pedestrian routes leading to the transit center.

## Mid-Block Crossings

The Specific Plan generally aligns trail and path crossings of streets to be located at intersections. One exception is the Mokelumne Trail crossing of Jeffery Way, which will likely be at a mid-block location. Given the arterial street configuration and volumes anticipated on Jeffery Way, this crossing will need to be controlled by a pedestrian hybrid beacon (sometimes referred to as a “HAWK” signal) or a traffic signal. Another mid-block trail crossing may result where the Sand Creek Trail crosses B Street.

This crossing may also warrant installation of a pedestrian hybrid beacon or signal; however, depending upon traffic volumes, the crossing may also function well with high-visibility crosswalk markings coupled with pedestrian-activated warning lights. While trails and paths should also cross lower-volume residential streets at intersections where possible, mid-block crossings of these streets could also be allowed as long as enhancements (such as

high-visibility signs and markings or median refuge islands) are used to increase driver awareness of the crossing. All crossing areas should also be well-lit by street lighting.

### **Bike Share Programs**

The City may collaborate with large employers to sponsor a bike share program within the Plan area, including the purchase and maintenance of bicycles and associated equipment. A bike share program will help shift shorter-distance trips within the Plan area from driving to biking, such as trips made by employees traveling to and from the transit station and trips to lunch in the Transit Village.

## **5.4 TRANSIT**

Transit service in Brentwood is primarily provided in the form of buses operated by the Eastern Contra Costa Transit Authority’s (ECCTA) Tri Delta Transit, which provides regularly-scheduled fixed-route service to major activity centers and transit hubs within Eastern Contra Costa County. Bay Area Rapid Transit (BART) and eBART are also important transit providers in East County, and while they do not currently operate within Brentwood, they are accessible to Brentwood residents and employees. There is also long-range potential for an eBART or other light rail extension to the PA-1 Specific Plan area.

Because key components of Tri Delta Transit’s bus operations are focused on connections to BART, BART’s potential influences on the Specific Plan are discussed first below.

### **BART and eBART**

BART provides regional heavy-rail transit services within Contra Costa, Alameda, San Francisco and San Mateo Counties, with construction underway to extend service to Santa Clara County. Currently, the nearest BART station to the Specific Plan area is located in Pittsburg/Bay Point, approximately 14 miles from the Plan area; however, a supplementary service, eBART, is under construction to connect communities east of Pittsburg with BART. eBART will not be an extension of the BART trains, but would be a supplementary rail service to coordinate with the arrival/ departure of BART trains at the Pittsburg/Bay Point Station. Initiation of eBART service to the Hillcrest Park and Ride in Antioch is planned to begin in 2018.

The long-range potential exists to extend the eBART service from the Hillcrest station in Antioch to a future station in the center of



eBART Platform in SR 4 median - Hillcrest Station Park and Ride in Antioch

the PA-1 Specific Plan area in Brentwood. While such an extension may occur beyond the planning timeframe of the PA-1 Specific Plan, the Specific Plan has been designed to accommodate eBART, or other light rail service, in the future. In 2014, a report was published titled *eBART Next Segment Study* which explored the options for extending eBART beyond Antioch, including the “Mokelumne” station within the central portion of the PA-1 Specific Plan area that is designated as a transit center. A conceptual design for the station shows the eBART platform in the SR 4 median, accessible via the planned Mokelumne trail overcrossing.

### Tri Delta Transit



Tri Delta Transit bus

Tri Delta Transit’s service areas include the communities of Bay Point, Pittsburg, Antioch, Oakley, Brentwood, and Discovery Bay. Bus routes are structured to provide both intercity and local service, with several routes dedicated to connecting communities to the BART station at Pittsburg/Bay Point. Several Tri Delta bus lines also connect the PA-1 Specific Plan area to the Hillcrest Park and Ride facility in Antioch, which is also the terminus of the new eBART commuter rail line scheduled to commence service in 2018.

### PA-1 Transit Station

The transit station depicted in the core of PA-1 comprises a total of 20 acres, with 10 acres on each side of the SR 4 freeway, connected by the planned Mokelumne Trail overcrossing. The station is envisioned to be a bus hub for Tri-Delta Transit, with provision of up to 1,000 parking spaces to accommodate park-and-ride users, as well as a centralized transit center serving the future employees and residents in the PA-1 Specific Plan area itself.

In the near-term, it is anticipated that the focus of Tri Delta Transit operations as well as park-and-ride facilities would be on the east side of SR 4. A primary vehicle connection to the transit center could occur via a new western leg of the Jeffery Way/Amber Lane intersection, with secondary access points likely provided on Jeffery Way, depending on the ultimate configuration of the transit center as determined by Tri Delta Transit. As employment and transit village uses intensify within the Specific Plan area on the west side of SR 4, the 10 acres identified for future transit station uses could be developed for additional Tri Delta bus operations, parking, or a combination of both. Access to the

western Transit Station parcel will be provided via “A Street,” a new collector street running between the transit station and Heidorn Ranch Road.

The designated transit centers will provide accommodations for existing Tri Delta transit routes, as well as future routes that may be implemented as demand increases. The station areas would accommodate bus stops and turnarounds, centralized transfers among lines, and opportunities for enhanced amenities including expanded landscaping, benches and other furniture, waiting areas, information kiosks, and other support facilities.

The conceptual plan for the potential future eBART Mokelumne station shows a 10-acre site on the east side of SR 4, with auto and bus access occurring via Jeffery Way. The PA-1 Specific Plan generally conforms to this concept; however, it splits the station into two five-acre parcels straddling the Mokelumne Trail, and adds the second 10-acre site on the west side of SR 4. The transit station platform in the median of SR 4 would be equally accessible to both the eastern and western PA-1 transit station areas via the Mokelumne trail overcrossing.

By concentrating jobs, housing, retail, and service uses surrounding a bus transit center (and a potential rail station in the long-range), the Specific Plan is by design intended to increase transit ridership and reduce dependence on private automobile travel. The Specific Plan also emphasizes improvements to pedestrian and bicycle connectivity to the station, further increasing the convenience and utility of using transit.

## **5.5 AUTOMOBILE CIRCULATION**

Figure 5.1 depicts the primary automobile circulation network serving the Specific Plan area. As development occurs, developers will be required to construct additional local and collector streets, and onsite circulation facilities, to accommodate their site-specific needs and to provide for enhanced multi-modal connectivity throughout the Plan Area and the surrounding roadway network. These additional streets will need to interface effectively with the primary circulation network, while also achieving the goals and policies set forth in the Plan. The locations of key collector roadways that will be constructed by private development and complement the primary circulation network are shown in Figure 5.2. The resulting roadway system would create an interconnected network of multimodal streets, as described in the following sections.



## Multimodal Streets

A primary goal of the Specific Plan is to create streets that serve all transportation modes: pedestrian, bicycle, motor vehicle, and transit. This is particularly important on the streets that form key linkages to the Transit Center in the core of the Specific Plan. Streets that pedestrians and bicyclists feel comfortable using are a critical ingredient in a successful transit-oriented activity center such as that envisioned by the Plan. At the same time, maintaining effective mobility for auto drivers, trucks, buses, and emergency vehicles is also needed. In many cases, striking an effective balance among modes entails “right sizing” streets so that they are just big enough to serve motorized modes, without having excess capacity that can lead to higher speeds and wider crossings, both of which tend to discourage pedestrian and bicycle travel. The street typology standards developed for the Specific Plan reflect this “right sizing” approach.

## Connected “Grid” Street Network



Downtown Brentwood's Grid  
(400x500 feet typical)

Generally, providing a grid-like roadway network with minimum use of “dead-end” or cul-de-sac streets and shorter block lengths helps improve access and mobility for users of all transportation modes. This gives users multiple route choices and helps to disperse traffic throughout the Plan area. Pedestrians and bicyclists benefit by shorter travel distances and an increased likelihood of having a direct route between an origin and destination.

The Circulation Plan depicted in Figures 5.1 and 5.2 shows the primary arterial and collector street network within and adjacent to PA-1, with the majority of streets oriented in a grid or modified grid pattern. New streets will generally align with existing and planned streets outside of the Plan boundaries. Major street intersections will be separated by at least 500 feet in order to provide sufficient lengths for turn pockets and queuing between intersections. Future development within the Specific Plan area will construct additional local streets that are not depicted in the Plan, but should also be oriented in a connected pattern that provides multiple route options.

The effective “block” sizes created from the street network may be larger in employment-focused areas – such as the areas identified with the ECLI land use designation – where major employers may include larger campus-type developments. Smaller block sizes similar to those in downtown Brentwood

should be used, however, in the core mixed-use Transit Village area near the transit center, where pedestrian activity is highest and ground-floor commercial uses are present.

## Intersections

The future development of PA-1 will result in several new or modified intersections within the Specific Plan area and along its boundaries. Most of the intersections of major arterials, including Heidorn Ranch Road, Jeffery Way, and Shady Willow Lane, will be controlled by traffic signals. When designing new or expanded intersections, equipment for communication among the signals along a corridor should be included, allowing signal coordination and developing Intelligent Transportation System (ITS) technologies to be employed in order to optimize efficiency and mobility. Solutions such as adaptive signal control systems should be considered on regional arterials such as Lone Tree Way, implemented in collaboration with the City of Antioch and Caltrans.

At the intersections of new collector streets within the Plan area, including the primary circulation network intersection at B Street/C Street, the opportunity exists to use single-lane modern roundabouts to control traffic flow. Modern roundabouts regulate the speed of vehicle traffic while maintaining (and often increasing) vehicle capacity, reducing the need to widen entire corridors with new through and turn lanes. Single-lane modern roundabouts are considered to be the safest form of intersection traffic control, reduce stop-and-go traffic patterns that generate emissions and noise, are often easier for pedestrians and bicyclists to maneuver than other types of intersections, and create a landscaped center island that can be used as an attractive streetscape element.

A summary of the intersection improvements proposed within and along the boundaries of the Specific Plan is shown in Table 5-2. Because the improvements would be implemented over the life span of the Plan and influenced by the manner in which individual projects are constructed over time, the City Engineer may modify these improvements as necessary to optimize multimodal circulation using the best information available at the time the decision is made.



Single-Lane Modern Roundabout



**TABLE 5-2: SPECIFIC PLAN INTERSECTION IMPROVEMENTS**

Intersection	Improvement
Heidorn Ranch Road/A Street	Install signal; provide southbound left-turn lane and separate right- and left-turn lanes on the westbound approach
Heidorn Ranch Road/C Street	Install signal; provide southbound left-turn lane and separate right- and left-turn lanes on the westbound approach
Heidorn Ranch Road/D Street	Install stop-controls on the westbound approach; provide a southbound left-turn lane and separate right- and left-turn lanes on the westbound approach
B Street/C Street	Install a single-lane roundabout
Jeffery Way/SR 4 North Ramps	Add a right-turn lane on the SR 4 off-ramp
Jeffery Way/Amber Lane	Install signal; provide southbound left-turn lane and separate right- and left-turn lanes on the westbound approach
Shady Willow Lane/Amber Lane	Provide separate left and through/right lanes on the new eastbound approach, and re-stripe the westbound approach to also include separate left and through/right turn lanes; modify the signal to reflect the revised lane configuration
Jeffery Way/Empire Avenue	Install all-way stop-controls with separate left and through/right lanes on the northbound, southbound, and eastbound approaches, and separate through/left and right-turn lanes on the westbound approach
Shady Willow Lane/G Street	Install stop-controls on the eastbound approach; provide separate eastbound right- and left-turn lanes
Heidorn Ranch Road/Lone Tree Way	Install signal

## Transportation Demand Management

Transportation Demand Management (TDM) measures are programs that aim to reduce travel by single-occupant vehicles, thereby reducing the impacts of traffic on the local network and the environment. The California Air Pollution Officers Association (CAPCOA) report Quantifying Greenhouse Gas Mitigation Measures, CAPCOA 2010, identifies fifty TDM strategies related to transportation-based sources. A number of these strategies would be particularly relevant for implementation by major employers occupying the project area, such as providing:

- ▶ Onsite carpool/transportation coordinator
- ▶ Flexible work schedules
- ▶ Telecommuting
- ▶ Vanpools
- ▶ Bicycle end-trip facilities (parking, showers, lockers)
- ▶ Transit subsidies
- ▶ Parking cash-out program
- ▶ Shuttles to the transit station

The Plan includes policies that require major employers to implement TDM measures.

## 5.6 PARKING

### Shared Parking

A parking demand methodology that considers “shared parking” principles can significantly improve the efficiency of providing parking in an urban mixed-use environment and help to avoid an unnecessary oversupply of parking. The concept of shared parking is based on the fact that different land uses often experience peak parking demand at different times, be it by time of day, day of the week, or even month of the year. When adjacent and complementary land uses are able to share a common parking supply, the combined demand at any given time is often considerably lower than the individual sums of the different uses. Focusing on a shared parking approach when considering future development, whether mixed use or located in a diverse urban environment, can substantially improve the efficiency and cost effectiveness of the project. Shared parking is strongly encouraged in the Transit Village area, where a dense, diverse mix of uses would be present. The potential also exists for shared

parking mechanisms to be implemented between private development areas and the transit station's park and ride lots, particularly for retail, lodging, and entertainment types of uses that typically experience peak parking demand during evenings and weekends when commuter parking demand is lowest.

### Employer Incentives

Employers can also provide a parking cash-out or transit benefits for their employees in lieu of parking. Cash-out programs allow employees to be paid cash by their employers for not parking a vehicle, rather than the employer subsidizing employee parking by providing on-site spaces or paying for monthly permits. Transit incentive programs work similarly, with employees being provided free or discounted transit passes instead of subsidized parking. This strategy would have the dual benefit of reducing parking demand while encouraging transit usage. These types of measures can be incorporated into the TDM programs required of major employers, but can also be effectively used at smaller businesses.

### Evolving Technology

Several existing and evolving technologies and services have the potential to significantly change parking during the lifespan of the Specific Plan. Electric Vehicles (EV) are becoming increasingly prevalent, and will require that a greater number of charging stations be provided in public and private parking areas. Car sharing services such as ZipCar are also rapidly expanding, allowing people to conveniently rent a car only when needed, and reducing the need for auto ownership. Car sharing services require centralized spaces, often leased in public parking lots, to locate their vehicles.

The increasing use of Transportation Network Companies (TNC) such as Uber and Lyft is also transforming parking. TNC's operate similar to taxis, allowing users to pay for rides rather than driving themselves, which in turn reduces the demand for parking. TNC's also substantially increase curbside drop-off and pick-up activity, however, which can result in conflicts with both other motor vehicles and bicyclists. Dedicated spaces for TNC drop-off and pick-up activity may help to address these concerns.

Autonomous Vehicles (AV) are also expected to become increasingly prevalent during the lifespan of this Plan. It is anticipated that some AVs will be privately owned, while others may be part of a shared pool and/or subscription service. With

respect to parking, shared AVs will have a similar effect to TNCs in that there will be an associated decreasing need for parking storage, but an increasing need for pick-up and drop-off zones. Personal AVs are also likely to affect parking, since it is unnecessary for the vehicle to “wait” for its driver in a nearby location; the AV could return home or park in a remote lot until the driver requests its return.

Because all of these technologies and services have the potential to reduce the need for parking, it would be prudent to ensure that any large-scale parking lots or facilities in the Plan area could be converted to other uses in the future. The need to provide additional space for pick-up and drop-off activity, both onsite and on public streets, will also increase over time.

### **Bicycle Parking Requirements**

The City of Brentwood sets bicycle parking requirements for commercial and public land uses to support cycling as a viable transportation mode and to reduce reliance on motor vehicles. As a result, this reduces the need for vehicular parking spaces, which use more space and are costlier to build than bicycle parking. Provision of secure, sheltered bike parking by major employers can help incentivize and support the use of bikes by employees.

## **5.7 TRANSPORTATION AND CIRCULATION**

### **GOALS AND POLICIES**

#### **Street Network Goals and Policies**

##### **Goal C-1. Provide Streets That Create Multimodal Connections Throughout the Project Area.**

Policy C-1.1. – Construct new streets or extensions of existing streets that form the project area’s primary circulation network, as identified in Figure 5-1, to be incorporated into the City’s Capital Improvement Program.

Policy C-1.2. – Construct new development-funded streets that complement the primary circulation network, complying with the street classifications and conceptual alignments depicted in Figure 5-2.

Policy C-1.3. – Require private development to provide required rights-of-way and related street improvements along existing streets, and construct local streets that effectively interface with the surrounding arterial and collector street networks depicted in

Figures 5-1 and 5-2. The City will strive to design final roadway alignments to follow existing parcel lines within the Plan area to the greatest extent practical. However, operational safety, intersection spacing requirements, and connectivity with existing and planned offsite roadways shall remain a priority when determining final alignments.

Policy C-1.4. – Ensure that the streets identified in Figure 5-2, to be constructed by private development, “stub out” at project boundaries in a manner that is consistent with the conceptual circulation network, allowing the overall circulation scheme to be achieved. Require collaboration among property owners if necessary to fund and construct continuous street extensions across multiple parcels, as needed to provide acceptable access and circulation.

Policy C-1.5. – Improve connectivity throughout the Specific Plan area by creating new streets that generally follow a grid pattern, and by establishing local street block lengths of no more than 500 feet in areas with residential and transit village land use designations.

Policy C-1.6. – Install landscaped medians where center turn lanes or turn pockets are not needed on arterial and collector streets.

Policy C-1.7. – Include diagonal parking on commercial streets in areas designated with the Transit Village land use designation in order to provide a supply of public parking spaces fronting retail and commercial storefronts.

Policy C-1.8. – Include signal interconnect and communications equipment at any new or modified signalized intersections on arterial streets, allowing coordination and emerging technologies to be used for optimizing efficiency and mobility.

Policy C-1.9. – Maximize vehicular capacity and efficient traffic flow along the Lone Tree Way corridor through the use of Intelligent Transportation System (ITS) solutions such as adaptive signal control systems, in collaboration with the City of Antioch and Caltrans.

Policy C-1.10. – Require new development projects that would generate more than 50 employees to implement Transportation Demand Management (TDM) programs, lessening the impacts of vehicular traffic on streets within and beyond the project area.

## **Goal C-2. Build and Maintain Intersections That Effectively Balance the Needs of All Users.**

Policy C-2.1. – Construct intersections with the configurations shown in Table 5-2 in order to accommodate future traffic associated with development in the Plan area. The City Engineer may modify these improvements as necessary to optimize multimodal circulation.

Policy C-2.2. – Construct intersections that effectively balance the needs of all users. This may include such measures as minimizing the number of vehicle lanes to the degree possible and using curb extensions and medians where possible to reduce pedestrian crossing distances and exposure to moving traffic.

Policy C-2.3. – Encourage the construction of roundabouts at the intersections of collector streets within the Employment Center Light Industrial designated area and elsewhere where feasible within the Specific Plan area as a way to maintain traffic flow, regulate vehicle speeds, enhance safety, and incorporate pedestrian and bicyclist movements in a low-speed environment.

Policy C-2.4. – Include bulb-outs at local street intersections, as well as intersections within the Transit Village area where feasible, in order to reduce pedestrian crossing distances and help regulate the speeds of turning automobiles.

## **Pedestrian and Bicycle Goals and Policies**

### **Goal C-3. Provide Continuous and Convenient Paths of Travel for Pedestrians and Bicyclists to The Transit Station from Developments Within and Adjacent to The Project Area.**

Policy C-3.1. – Build bicycle and pedestrian facilities concurrently with roadways serving new development in the project area, as shown in the Bicycle and Pedestrian Network Map (Figure 5-3).

Policy C-3.2. – Create an interconnected multi-use path system throughout the Plan area, including the facilities identified in Table 5-1. The pathways and trails should:

- ▶ Provide off-street access for pedestrians and bicyclists to the transit station.
- ▶ Connect to and fill gaps in the regional network, including the Mokelumne and Sand Creek trails, providing opportunities for public recreation.

- ▶ Link areas where there are concentrations of jobs and housing with one another and the transit center.

Policy C-3.3. – Require private development to construct on-site pedestrian and bicycle facilities that are consistent with the conceptual alignments shown in Figure 5-3. In certain cases, the City may require collaboration among property owners to fund and construct continuous pathway extensions across multiple parcels, as needed to provide connectivity to key destinations such as the transit station.

Policy C-3.4. – Build sidewalks along all public and private streets to complete the pedestrian network.

Policy C-3.5. – Install bicycle lanes on roadways consistent with the Specific Plan’s street typology standards (see Chapter 7, Section 7.1).

Policy C-3.6. – Use striping to create buffers between bicyclists and automobiles on streets with bike lanes.

Policy C-3.7. – In the Transit Village-designated area, construct sidewalks that can accommodate higher pedestrian volumes and added streetscape amenities as shown in Figure 7-5.

Policy C-3.8. – Provide interior pedestrian and bicycle connections between streets in any Employment Center/Light Industrial-designated areas that have block lengths exceeding 1,000 feet in order to improve connectivity and reduce the effective block sizes for walkers and bikers.

Policy C-3.9. – Prioritize construction of the planned Mokelumne Trail pedestrian/bicycle crossing of SR 4 to establish a strong linkage between the eastern and western Plan areas, ensuring that the overcrossing would accommodate a connection to a potential light rail platform at the center of the freeway in the future.

Policy C-3.10. – Consider collaborating with large employers in creating a bike share program serving the Plan area, including the purchase and maintenance of bicycles and associated equipment.

Policy C-3.11. – Consider the addition of wayfinding signage on multi-use pathways and on primary pedestrian routes that direct bicyclists and pedestrians to the transit station and major destinations.

Policy C-3.12. – Actively pursue grants to help fund the creation of a robust pedestrian and bicycle network within and connecting to the project area.



#### **Goal C-4. Incorporate Street and Intersection Improvements That Enhance Safety and Comfort for Pedestrians and Bicyclists.**

Policy C-4.1. – Provide enhanced crosswalk markings within the Transit Village area and on the primary pedestrian routes that lead to the transit center.

Policy C-4.2. – Locate path and trail crossings of local streets at intersections where possible, accommodating mid-block crossings as long as enhancements such as high-visibility signs, markings, curb extensions, and/or median islands are provided.

Policy C-4.3. – Establish an enhanced, high-visibility at grade pedestrian crossing where the Mokelumne Coast to Crest Trail crosses Jeffery Way. Consider the use of a raised median with pedestrian refuge, in combination with a pedestrian hybrid beacon or traffic signal.

Policy C-4.4. – Encourage the use of highly visible bike lane markings near intersections and where auto and bicyclist traffic interacts to increase driver awareness of bicyclists.

Policy C-4.5. – Ensure that all path and trail crossings of public streets are well-lit by overhead street lighting.

### **Transit Goals and Policies**

#### **Goal C-5. Encourage Transit Use and Provide Convenient Connections To The Transit Station.**

Policy C-5.1. – Support Tri Delta Transit in the establishment of an off-street transit center to accommodate local and regional transit routes, with capacity to accommodate future increases in transit service as the Plan area and region grow.

Policy C-5.2. – Provide amenities at the transit center including benches and comfortable waiting areas, shelter from sun and rain, information kiosks, and attractive landscaping.

Policy C-5.3. – Encourage Tri Delta Transit to provide bus routes with high-frequency service connections to BART and eBART stations.

Policy C-5.4. – Actively participate in and assist with BART's planning efforts related to a potential future extension of eBART to Brentwood, focusing on the Mokelumne station site in the median of SR 4.

Policy C-5.5. – Support the provision of approximately 1,000 parking spaces adjacent to the transit center to be constructed over time as evidenced by demand, for use by park-and-ride users.

Policy C-5.6. – Work with Tri Delta Transit to implement the first phase of transit station facilities on the east side of SR 4, with expansion to the west side of the freeway in the future as surrounding development occurs.

Policy C-5.7. – Promote and encourage transit ridership by locating uses with the highest development intensities near the transit station.

## **Parking Goals and Policies**

### **Goal C-6. Provide Parking Facilities and Programs That Are Appropriate to Transit-Oriented Development.**

Policy C-6.1. – Coordinate with Tri Delta Transit to provide park-and-ride parking facilities that serve users of the Transit Station, while also supplying parking for nearby uses that experience their peak parking activity when the park-and-ride lots are least used (such as evenings and weekends).

Policy C-6.2. – Encourage all developments to reduce single-occupant auto usage and parking demand through provision of bicycle and pedestrian amenities, support of car-share program(s), and implementation of employee TDM programs such as provision of discounted transit passes or cash-out to employees who do not use their private vehicle for travel to work.

Policy C-6.3. – Require employers with 50 or more employees to provide secure, sheltered bike parking to incentivize and support the use of bikes by employees.

Policy C-6.4. – Encourage the installation of electric charging stations on public property and in private parking lots.

### **Goal C-7. Ensure That Parking Facilities and Needs Evolve in Response to Emerging Technologies and Services.**

Policy C-7.1. – Collaborate with car sharing services to provide car-share spaces and facilities at centralized locations in public and/or private parking lots.

Policy C-7.2. – Consider the need to establish dedicated zones for

curbside and/or onsite pick-up and drop-off activity.

Policy C-7.3. – Design large parking lots in a manner that allows conversion to alternate uses in the future if it is found that less parking is needed.

Policy C-7.4. – Monitor parking activity over time, and consider implementing reductions to parking requirements if the demand for spaces is found to decrease as a result of shifts to emerging technology or other travel modes.

This page left intentionally blank

## CHAPTER 6: PRIVATE REALM DEVELOPMENT

This chapter contains development standards and design guidelines for private development in the Specific Plan area. The development standards, pertaining to basic aspects of site and building design, are regulations that all future development within the PA-1 project area is required to follow in order to obtain project approval. The design guidelines provide additional recommendations for how projects should be designed. While the guidelines represent the City's aspirations for what quality design should entail, they are also flexible enough to be implemented in a creative manner. The standards and guidelines in this chapter are intended to address all aspects of how development may occur on individual properties, and to encourage development and quality design that enliven and enrich the experience for the project area's residents, workers, and visitors. This will ensure that future development creates a cohesive, desirable identity as a pedestrian-oriented, mixed-use station area and employment center for the Specific Plan area and complements existing development within and adjacent to the project area.

This chapter is organized into the following sections:

- 6.1. Development Standards
- 6.2. Design Guidelines
- 6.3. Private Realm Development Goals and Policies

## 6.1: DEVELOPMENT STANDARDS

Tables 6.1 through 6.7 provide development standards for each of the land use designations introduced in Chapter 4, Land Use Plan. The standards establish rules for the physical development of property, including building placement, scale and form, and site design. All future development is required to meet the standards for the associated land use designation, with deviations permitted as noted herein. For projects that require the approval of one or more planning entitlements (i.e., Design and Site Development Review, Conditional Use Permit, etc.), the determining party, either the Community Development Director or the Planning Commission, may allow for minor deviations of up to a 10 percent increase above the development standard values listed in the tables below, provided the project fulfills the Specific Plan’s vision and private realm development policy objectives, and meets the intent of the development standard(s). More substantive exceptions to the standards may be approved by the Planning Commission upon review and approval of a conditional use permit, in accordance with the requirements of Chapter 17.830 of the Brentwood Municipal Code. Whether a requested deviation is ‘minor’ or ‘substantive’ will be determined by the Community Development Director. A conditional use permit may not be used to approve deviations from the density or intensity standards or allowable uses. In addition to the findings required by Chapter 17.830, the following additional findings shall also be required:

1. The deviation from the Specific Plan Standard conforms to the intent of the applicable Goals and Policies of the Specific Plan and does not detract from the overall architectural, landscaping and site planning integrity of the proposed development.
2. The deviation from the Specific Plan Standard allows for a public benefit not otherwise obtainable through the strict application of the Specific Plan Standard.

The tables generally include values for the development standards that are specific to the Specific Plan area. For the other standards that apply on a citywide basis, the tables refer to their location in Title 17, Zoning, of the Brentwood Municipal Code (BMC). In any instances where both the Specific Plan and Zoning Ordinance provide a development standard for some aspect of site or building design, the Specific Plan’s standard shall be used. For any additional standards not addressed in the tables, also refer to Title 17 of the BMC.

**Table 6.1: Employment Center/Light Industrial Development Standards**

The development standards included in this table are intended to facilitate development that accommodates a wide range of jobs-generating uses, including business parks; clean light industrial; research and development (R&D); science, technology, engineering, and math (STEM); tech/biotech manufacturing; high-tech services that incorporate some combination of assembly, warehousing, and/or sales, hospitals and other health care-related uses, and professional offices.

Development Standard	Measurement
<b>Intensity</b>	
Floor Area Ratio	0.6 max.
<b>Lot Coverage</b>	
Building	50% max.
Common Open Space	20% max.
<b>Lot Dimensions</b>	
Area	20,000 sf. min.
Width	100 ft. min.
<b>Setbacks</b>	
Front Yard	10 ft. min.
Side Yard	0 ft. min. <sup>1</sup>
Street Side Yard	10 ft. min.
Rear Yard, General	0 ft. min. <sup>1</sup>
Rear Yard, Alley	0 ft. min. <sup>1</sup>
<b>Building Separation</b>	
Front-to-Front	20 ft. min.
Side-to-Side with Openings	20 ft. min.
Side-to-Side without Openings	15 ft. min.
Front-to-Side	20 ft. min.
<b>Height</b>	
Building	5 stories or 60 ft. max.
<b>Stepbacks</b>	
All Floors Above the Third Story	6 ft. min.
<b>Façade Configuration</b>	
Horizontal Distance Between Change in Façade Planes	75 ft. max.

Development Standard	Measurement
<b>Off-Street Parking and Loading Standards</b>	
Professional Offices and Financial Institutions	3.0 spaces per 1,000 sf of gross floor area
Medical Offices	4.0 spaces per 1,000 sf of gross floor area
Agricultural Products Processing	5.0 spaces plus 1.0 space per 1,000 sf of gross floor area, or 1.0 space per 1.5 employees on a maximum shift, whichever is greater
Freight Yard/Truck Terminals, Recycling Facilities – Collection, and Storage - Yards	5.0 spaces, exclusive of company vehicle storage, plus 1.0 space per 2,000 sf of gross floor area
Storage - Self Service (Personal), Storage – Warehouses, and Wholesale and Distribution	5.0 spaces plus 1.0 space per 1,000 sf of gross floor area
Manufacturing and R&D laboratory space	1.5 spaces per 1,000 sf of gross floor area
Other Uses	3.5 spaces per 1,000 sf of gross floor area
Bicycle Parking	5 percent of the total vehicle parking spaces, and no fewer than four spaces.
All Other Parking and Loading Standards	BMC Chapter 17.620
<b>Additional Development Regulations</b>	
Parkland	BMC Section 16.150.050
Landscaping and Screening	BMC Chapter 17.630
Signs	BMC Chapters 17.640 and 17.645
Accessory and Service Uses	BMC Chapter 17.650
Wireless Facilities	BMC Chapters 17.790 and 17.795

**Additional Regulation:**

- Where residentially zoned property is abutting the Employment Center/Light Industrial designation, the minimum side or rear yard setback shall be twenty feet. If a public alleyway is separating the two zones, the width of the alleyway may be included as part of the minimum rear yard setback, however, in no case shall the rear yard be less than ten feet.



**Table 6.2: Transit Village Development Standards**

The development standards included in this table are intended to facilitate development that supports the integrated mix of high-intensity uses in the area surrounding the planned transit station, and encourages the development of a high-quality, pedestrian and bicycle friendly mixed-use district that will define the Specific Plan area’s core.

Development Standard	Measurement
<b>Density and Intensity</b>	
Floor Area Ratio	0.5 min. – 1.5 max.
Density	25 du/acre min. – 40 du/acre max.
<b>Lot Coverage</b>	
Building	75% max.
Common Open Space	20% min.
Parking	40% max.
<b>Lot Dimensions</b>	
Area	2,000 sf. min.
Width	20 ft. min.
<b>Private Outdoor Living Area</b>	
Private Outdoor Living Area Per Unit, Upper Floors	40 sf. min.
<b>Setbacks</b>	
Front Yard	0-10 ft.
Side Yard	0 ft. min.
Street Side Yard	0-10 ft.
Rear Yard, General	0 ft. min.
Rear Yard, Alley	0 ft. min.
<b>Building Separation</b>	
Front-to-Front	20 ft. min.
Side-to-Side with Openings	20 ft. min.
Side-to-Side without Openings	15 ft. min.
Front-to-Side	20 ft. min.
<b>Height</b>	
Building	2 stories or 30 ft. min. – 5 stories or 60 ft. max.
Floor-to-Ceiling, Ground Floor	15 ft. min.
Architectural Features Over Sidewalks and/or Public Right-of-Ways	8 ft. min.
<b>Stepbacks</b>	
All Floors Above the Third Story	6 ft. min.

Development Standard	Measurement
<b>Building Frontage</b>	
Primary Street	50% min.
Secondary Street	40 % min.
Building to Corner	Required
Ground Floor Retail Depth	25 ft. min.
<b>Façade Configuration</b>	
Ground Floor Façade Transparency	50% min.
Horizontal Distance Between Change in Façade Planes	75 ft. max.
<b>Projections</b>	
Towers, Turrets, and Other Roof Forms Above Fascia	10 ft. max.
<b>Encroachments</b>	
Balconies	6 ft. max. into front setback areas and/or public right-of-ways
Awnings and Canopies	8 ft. max. into public Right-Of-Ways
All Other Encroachment Standards	BMC Chapter 17.660
<b>Off-Street Parking and Loading Standards</b>	
Nonresidential Uses	3.0 spaces per 1,000 sf of gross floor area
Residential Uses	1.0 assigned space and 0.5 common spaces per unit
Bicycle Parking	5 percent of the total vehicle parking spaces required of nonresidential uses, and no fewer than four spaces.
All Other Parking and Loading Standards	BMC Chapter 17.620
<b>Additional Development Regulations</b>	
Landscaping and Screening	BMC Chapter 17.630
Signs	BMC Chapters 17.640 and 17.645
Accessory and Service Uses	BMC Chapter 17.650
Animal-Keeping	BMC Chapter 17.670
Density Bonus Program	BMC Chapter 17.720

Development Standard	Measurement
Affordable Housing	BMC Chapter 17.725
Residential Condominium Conversions	BMC Chapter 17.740

Development Standard	Measurement
Reasonable Accommodation for Persons with Disabilities	BMC Chapter 17.760
Wireless Facilities	BMC Chapters 17.790 and 17.795

**Table 6.3: Regional Commercial Development Standards**

The development standards included in this table are intended to facilitate development that accommodates retail and service uses that serve the general needs of the community and the region.

Development Standard	Measurement
<b>Intensity</b>	
Floor Area Ratio	0.6 max.
<b>Lot Coverage</b>	
Building	40% max.
Common Open Space	20% max.
<b>Lot Dimensions</b>	
Area	20,000 sf. min.
Width	100 ft. min.
<b>Setbacks</b>	
Front Yard	10 ft. min.
Side Yard	0-10 ft. <sup>1</sup>
Street Side Yard	10 ft. min.
Rear Yard, General	0-10 ft. <sup>1</sup>
Rear Yard, Alley	0-10 ft. <sup>1</sup>
<b>Building Separation</b>	
Front-to-Front	20 ft. min.
Side-to-Side with Openings	20 ft. min.
Side-to-Side without Openings	15 ft. min.
Front-to-Side	20 ft. min.
<b>Height</b>	
Building	3 stories, 45 ft. max.
<b>Façade Configuration</b>	
Horizontal Distance Between Change in Façade Planes	75 ft. max.

Development Standard	Measurement
<b>Projections</b>	
Towers, Turrets, and Other Roof Forms Above Fascia	10 ft. max.
<b>Encroachments</b>	
Building Entries	5 ft. max. into setback
All Other Encroachment Standards	BMC Chapter 17.660
<b>Off-Street Parking and Loading Standards</b>	
Automobile Parking	4.0 spaces per 1,000 sf of gross floor area
Bicycle Parking	5 percent of the total vehicle parking spaces, and no fewer than four spaces.
All Other Parking and Loading Standards	BMC Chapter 17.620
<b>Additional Development Regulations</b>	
Landscaping and Screening	BMC Chapter 17.630
Signs	BMC Chapters 17.640 and 17.645
Accessory and Service Uses	BMC Chapter 17.650
Wireless Facilities	BMC Chapters 17.790 and 17.795

**Additional Regulation:**

1. Where residentially zoned property is abutting the Regional Commercial designation, the minimum side or rear yard setback shall be twenty feet. If a public alleyway is separating the two zones, the width of the alleyway may be included as part of the minimum rear yard setback, however, in no case shall the rear yard be less than ten feet.

**Table 6.4: Multiple-Family Very-High Density Residential Development Standards**

The development standards included in this table are intended to facilitate development that supports multiple-family residential development, ranging between 15 and 35 dwelling units per acre, within walking distance to the transit station.

Development Standard	Measurement
<b>Density</b>	
Density	15 du/acre min. – 35 du/acre max.
<b>Lot Coverage</b>	
Common Open Space	20% min.
<b>Lot Dimensions</b>	
Area	10,000 sf. min.
Width	100 ft. min.
<b>Private Outdoor Living Area</b>	
Private Outdoor Living Area Per Unit - Ground Floor	80 sf. min.
Private Outdoor Living Area Per Unit - Upper Floors	40 sf. min.
<b>Setbacks</b>	
Front Yard – General	10 ft. min.
Front Yard – Garage	15 ft. min.
Side Yard – General	0 ft. or 5 ft. min.
Side Yard – Zero Lot Line	0 ft. min./ (10 ft. min. aggregate)
Street Side Yard	10 ft. min.
Rear Yard – General	20 ft. min.
Rear Yard – Alley	3 ft. min. or 18 ft. min. with parking
<b>Building Separation</b>	
Front-to-Front	20 ft. min.
Side-to-Side	10 ft. min.
Front-to-Side	15 ft. min.
<b>Height</b>	
Building	4 stories, 45 ft. max.
Architectural Features Over Sidewalks and/or Public Right-of-Ways	8 ft. min.
<b>Stepbacks</b>	
All Floors Above the Third Story	6 ft. min.

Development Standard	Measurement
<b>Façade Configuration</b>	
Horizontal Distance Between Change in Façade Planes	75 ft. max.
<b>Projections</b>	
Towers, Turrets, and Other Roof Forms Above Fascia	10 ft. max.
<b>Off-Street Parking and Loading Standards</b>	
2+ Bedroom Unit	1 assigned space and 1 common space min. per unit
1 Bedroom Unit/Studio	1 assigned space and 0.5 common space min. per unit
Bicycle Parking for Housing Without Private Garages	5 percent of the total vehicle parking spaces, and no fewer than four spaces.
All Other Parking and Loading Standards	BMC Chapter 17.620
<b>Additional Development Regulations</b>	
Parkland	BMC Section 16.150.050
Landscaping and Screening	BMC Chapter 17.630
Signs	BMC Chapters 17.640 and 17.645
Accessory and Service Uses	BMC Chapter 17.650
Encroachments	BMC Chapter 17.660
Animal-Keeping	BMC Chapter 17.670
Density Bonus Program	BMC Chapter 17.720
Affordable Housing	BMC Chapter 17.725
Residential Condominium Conversions	BMC Chapter 17.740
Reasonable Accommodation for Persons with Disabilities	BMC Chapter 17.760
Wireless Facilities	BMC Chapters 17.790 and 17.795

**Table 6.5: High Density Residential Development Standards**

The development standards included in this table are intended to facilitate development that supports residential development at densities and configurations, ranging between 10 and 20 dwelling units per acre, compatible with the neighborhoods that surround the Specific Plan area, while providing housing within walking distance to the transit station.

Development Standard	Measurement
<b>Density</b>	
Density	10 du/acre min. – 20 du/acre max.
<b>Lot Coverage</b>	
Common Open Space	20% min.
<b>Lot Dimensions</b>	
Area	1,600 sf. min.
Width	25 ft. min.
Length	50 ft. min.
<b>Private Outdoor Living Area</b>	
Private Outdoor Living Area Per Single-Family Home	80 sf. min.
Private Outdoor Living Area Per Unit - Ground Floor	80 sf. min.
Private Outdoor Living Area Per Unit - Upper Floors	40 sf. min.
<b>Setbacks</b>	
Front Yard – General	10 ft. min.
Front Yard – Garage	15 ft. min.
Side Yard – General	0 ft. or 5 ft. min.
Side Yard – Zero Lot Line	0 ft. min./ (10 ft. min. aggregate)
Street Side Yard	10 ft. min.
Rear Yard – General	20 ft. min.
Rear Yard – Alley	3 ft. min. or 18 ft. min. with parking
<b>Building Separation</b>	
Front-to-Front	20 ft. min.
Side-to-Side	10 ft. min.
Front-to-Side	15 ft. min.
<b>Height</b>	
Building	3 stories, 35 ft. max.
Architectural Features Over Sidewalks and/or Public Right-of-Ways	8 ft. min.

Development Standard	Measurement
<b>Stepbacks</b>	
Ground Floor Retail Depth	25 ft. min.
<b>Façade Configuration</b>	
Horizontal Distance Between Change in Façade Planes	75 ft. max.
<b>Projections</b>	
Towers, Turrets, and Other Roof Forms Above Fascia	10 ft. max.
<b>Off-Street Parking and Loading Standards</b>	
Single-Family Residence	2 covered spaces min.
2+ Bedroom Unit	1 assigned space and 1 common space min. per unit
1 Bedroom Unit/Studio	1 assigned space and 0.5 common space min. per unit
Bicycle Parking for Housing Without Private Garages	5 percent of the total vehicle parking spaces, and no fewer than four spaces.
All Other Parking and Loading Standards	BMC Chapter 17.620
<b>Additional Development Regulations</b>	
Parkland	BMC Section 16.150.050
Landscaping and Screening	BMC Chapter 17.630
Signs	BMC Chapters 17.640 and 17.645
Accessory and Service Uses	BMC Chapter 17.650
Encroachments	BMC Chapter 17.660
Animal-Keeping	BMC Chapter 17.670
Density Bonus Program	BMC Chapter 17.720
Affordable Housing	BMC Chapter 17.725
Residential Condominium Conversions	BMC Chapter 17.740
Reasonable Accommodation for Persons with Disabilities	BMC Chapter 17.760
Wireless Facilities	BMC Chapters 17.790 and 17.795

**Table 6.6: Public Facility Development Standards**

The development standards included in this table are intended to support the development of a fire station, government and public agency offices and facilities, and public utility facilities.

Development Standard	Measurement
<b>Lot Coverage</b>	
Common Open Space	20% max.
<b>Lot Dimensions</b>	
Area	20,000 sf. min.
Width	100 ft. min.
<b>Setbacks</b>	
Front Yard	10 ft. min.
Side Yard	0-10 ft. <sup>1</sup>
Street Side Yard	10 ft. min.
Rear Yard, General	0-10 ft. <sup>1</sup>
Rear Yard, Alley	0-10 ft. <sup>1</sup>
<b>Building Separation</b>	
Front-to-Front	20 ft. min.
Side-to-Side with Openings	20 ft. min.
Side-to-Side without Openings	15 ft. min.
Front-to-Side	20 ft. min.
<b>Height</b>	
Building	2 stories, 40 ft. max.
<b>Façade Configuration</b>	
Horizontal Distance Between Change in Façade Planes	75 ft. max.
<b>Projections</b>	
Towers, Turrets, and Other Roof Forms Above Fascia	10 ft. max.

Development Standard	Measurement
<b>Encroachments</b>	
Building Entries	5 ft. max. into setback
All Other Encroachment Standards	BMC Chapter 17.660
<b>Off-Street Parking and Loading Standards</b>	
Automobile Parking	1 space per employee
Bicycle Parking	5 percent of the total vehicle parking spaces, and no fewer than four spaces.
All Other Parking and Loading Standards	BMC Chapter 17.620
<b>Additional Development Regulations</b>	
Landscaping and Screening	BMC Chapter 17.630
Signs	BMC Chapters 17.640 and 17.645
Accessory and Service Uses	BMC Chapter 17.650
Reasonable Accommodation for Persons with Disabilities	BMC Chapter 17.760
Wireless Facilities	BMC Chapters 17.790 and 17.795

**Additional Regulation:**

1. Where residentially zoned property is abutting the Public Facility designation, the minimum side or rear yard setback shall be twenty feet. If a public alleyway is separating the two zones, the width of the alleyway may be included as part of the minimum rear yard setback, however, in no case shall the rear yard be less than ten feet.

## 6.2: DESIGN GUIDELINES

In conjunction with the development standards listed in section 6.1, the following design guidelines are intended to support the Specific Plan area’s development as a vibrant, mixed-use, transit-oriented development and employment center. The guidelines apply to all private development that occurs in the project area, addressing the design of both new projects and renovations to existing development. The guidelines are organized into several categories that specify how buildings should be located and oriented on a site as well as describe how architectural elements should be incorporated into building designs to create quality architecture throughout the project area. The guidelines also provide direction on street layout, open space and landscaping, parking, and lighting design, and encourage sustainable practices, such as stormwater management and water efficiency measures.

The guidelines shall be interpreted as directed in Section 1.8 (“Interpreting the Specific Plan”).

### COMMUNITY DESIGN

The layout of streets within undeveloped areas shall be based upon a “modified grid” circulation network that incorporates the following principles:

1. Arterial and collector streets should be aligned at or near right angles, extending from the overall grid pattern of the City as illustrated on the Conceptual Street Layout Map in Chapter 5.
2. Local streets shall interconnect with the arterial/collector system and other local streets in a logical and efficient manner. The layout of streets should utilize “X” and “T” intersections aligned at or near right angles wherever possible, but may also incorporate curvilinear alignments and cul-de-sacs, subject to Community Design guideline 4 below.
3. The roadway network shall overlap with and provide connections to on- and off-street pedestrian and bicycle routes that link the transit station, the transit village, employment areas, retail and service areas, neighborhoods, and open spaces together.
4. The use of cul-de-sacs should be limited to addressing unique layout circumstances. Where cul-de-sacs are used, they shall

provide pedestrian and bicycle connections to neighboring developments and/or nearby pedestrian and bicycle routes.

5. The circulation network shall provide safe spaces for pedestrians and bicycle users.

#### SITE LAYOUT



Orient buildings to face major streets, open spaces, and pedestrian pathways. Locate open spaces to face primary building facades and pedestrian areas.



Whenever possible, parking areas should be located within the interior of the lot behind and/or beside buildings.

1. Buildings shall define, connect, and activate the pedestrian-oriented public realm of streets, sidewalks, and active open spaces. Orient buildings so that primary façades, active ground floor spaces, and key pedestrian entries face major streets, open spaces, and pedestrian pathways.
2. Each project shall provide an internal circulation system that provides safe and clear connections for all modes of transportation, both internally and to adjacent streets, pedestrian pathways, and open spaces. The system shall provide safe and convenient access for pedestrians and bicycle users. To facilitate through-block pedestrian and bicycle access, paseos, greenways, and similar facilities are encouraged.
3. Open spaces shall be located adjacent to and oriented to face primary building facades and pedestrian areas, such as sidewalks, pathways, and primary building entries.
4. The location of surface parking lots and driveways in the front and street side yard areas and/or between streets and primary building frontages is discouraged. Whenever possible, parking areas should be located within the interior of the lot behind, beneath, and/or beside buildings. Where parking is located adjacent to a street, it should be screened from view. Screening should maintain a clear visual zone between 32 inches and 5 feet above grade.
5. Loading facilities should only be located at the rear and/or along the sides of buildings internal to the block, limiting their visibility from the adjacent streets and open spaces to the maximum extent possible. Wherever loading facilities are visible, they should be screened from view. Where commercial buildings back up to residential properties, loading and delivery should be planned so that it will occur at the side of the building away from residences.



6. Projects should incorporate landscaping that provides screening and includes additional trees that are consistent with the streetscape. Landscaping should be planned and scaled to complement the existing adjacent landscaping and building forms.
7. Project site designs should incorporate a singular design concept that extends to all buildings, open spaces, parking facilities, the circulation system, and signage. The concept should be clearly formed and identified, allowing all users to easily navigate within the project.
8. Buildings and/or public plazas shall be placed on street corners to acknowledge the prominence of the corner. To accentuate the presence of buildings at corners, incorporate special architectural and building design features, such as taller building elements, architectural detail, and special roof silhouettes. Wherever feasible, locate the main entrance of corner buildings at the corner.
9. Consider natural factors, such as solar orientation, passage of light and airflow, and prevailing wind patterns, when placing buildings, open spaces, parking areas, and the internal circulation system. Building orientation should consider topographic conditions and cardinal direction to contribute environmental quality by minimizing energy use and grading. Open spaces should include areas that provide shade and sunlight during different times of the day, as well as areas protected from the wind, if necessary.



Incorporate landscaping that provides screening and includes trees that are consistent with the streetscape.



Buildings, incorporating special architectural and building design features, shall be placed on street corners to acknowledge the prominence of the corner.

## BUILDING DESIGN

### Building Articulation and Massing

1. Large building mass and bulk shall be broken up by modulating building exteriors. To establish a human scale along project frontages, building façades shall provide features that break up building massing at intervals of 25 to 50 feet. The overall length of individual building volumes shall not exceed 500 feet in length unless the site is designed with a series of smaller buildings separated by pedestrian pathways. Under any circumstance, after 500 feet, developments shall provide either a new connection or a pedestrian route to break apart the buildings into smaller segments.



To establish a human scale along project frontages, building façades shall provide features that break up building massing at intervals of 25 to 50 feet.



In residential buildings, changes in massing and architectural details should be used to differentiate individual units.



Commercial developments should incorporate animating features, such as arcades, display windows, and entry areas, along front facades and side facades that face a public right-of-way.



Upper story street-facing facades above three stories shall be stepped back. Balconies, roof gardens, outdoor dining, and similar outdoor spaces should be used to activate the resulting stepback areas.

2. Blank walls should be avoided, and largescale HVAC ventilation ducts facing sidewalks or primary streets are discouraged.
3. The use of color and a variety of materials, projections, awnings, and canopies should be used to achieve variation and articulation in the building facade.
4. Projects built adjacent to existing lower-scale residential development shall respect the scale and privacy of the adjacent properties. This can be accomplished by varying the massing within a project and varying sizes of elements to transition to smaller-scale buildings.
5. The scale of new infill developments shall complement existing structures, while providing a sense of human scale and proportion.
6. In residential buildings, changes in massing and architectural details should be used to differentiate individual units, such as window bays, balconies, porches, and recessed features.
7. Commercial developments should incorporate animating features, such as arcades, display windows, entry areas, or awnings, along at least 60% of the front facade and 50% of the side facades that face a public right-of-way.
8. Upper levels should be shaped to increase solar access, light, and air to adjacent lower structures, on- and off-site open spaces, and adjoining land uses.
9. Buildings should feature a clear distinction between their base (ground floor), middle, and top.

### Building Height and Stepbacks

1. To create pedestrian scale development within the Specific Plan Area and prevent new development from overwhelming adjacent lower-scale residential development, upper story street-or residential-facing facades above three stories shall be stepped back. Balconies, roof gardens, outdoor dining, and similar outdoor spaces should be used to activate the resulting stepback areas.
2. Building heights shall relate to adjacent sites to allow maximum sun and ventilation, as well as protection from prevailing winds, and to enhance public views and minimize obstruction of views from adjoining structures.

3. Corner towers and turrets and roof forms above fascia may project up to 10-feet above maximum height.
4. To reduce shadows, building heights on north side developments should be minimized.
5. In order to facilitate an appropriate pedestrian-oriented urban scale within the Transit Village-designated area, buildings should be constructed at a minimum of three stories in height.

### Building Setbacks

1. Commercial and mixed-use development should occur at the front edge of the property line unless outdoor dining or a recessed entry is proposed.
2. To provide adequate space for pedestrian movement and activity, building designs should utilize building setbacks and arcaded or galleried spaces as an extension of the sidewalk. This space can be used for outdoor seating, street furniture, landscaping, and public art that can enliven the streetscape.
3. Development occurring nearby existing development, especially in or adjacent to residential areas, should utilize setbacks that are similar in height and massing to the existing development.



Commercial and mixed-use development should occur at the front edge of the property line unless outdoor dining or a recessed entry is proposed.

### Ground Floor Design

1. Transparent windows, storefronts, show windows, building entries, dwelling entries, and other active uses shall be placed along street and public open space frontages.
2. Doors or sliding windows should enable ground floor restaurants and retail to expand into outdoor amenity areas along sidewalks.
3. High-quality materials, detailing, and intensity of color should be utilized adjacent to sidewalks. Particular attention should be given to enhancing building entries and other ground floor openings.
4. Designs should differentiate between the amount of the façade reserved for fenestration (i.e., windows and doors) for street-level storefronts and upper stories. Typically, storefronts include a much greater area for fenestration (70 percent) than upper stories (40 percent).



Transparent windows, storefronts, show windows, building entries, dwelling entries, and other active uses shall be placed along street and public open space frontages. Designs should differentiate between the amount of the façade reserved for fenestration for the street-level and upper stories.





Primary building entrances should include architectural features that give them prominence.



Commercial developments should incorporate animating features, such as arcades, display windows, and entry areas, along front facades and side facades that face a public right-of-way.



To maximize natural lighting on south-facing facades, light shelves should be provided on windows.

## Building Entrances

1. Buildings should be designed so that all entries are easy to find and are visible from public rights-of-way.
2. In mixed-use buildings, residential entries should be differentiated from commercial entries using different scales and architectural design.
3. Primary building entrances should include architectural features that give them prominence, such as recessed entry bays, tower elements, moldings, lighting, overhangs, or awnings.
4. When locating pedestrian seating and bicycle parking, areas near building entrances should be prioritized.
5. Provide multiple entrances into large buildings, such as those that occupy most of a city block. These entrances should be located and arranged to create a rhythm.
6. Along commercial frontages, entries to shops or lobbies should be a maximum of 50 feet apart from one another.

## Windows

1. Upper story windows should be enhanced with architectural details, such as sills, molded surrounds, and lintels, or the use of recessed or projected windows.
2. Windows should be arranged and aligned to establish rhythms across the façade. Recessed or projected windows could create patterns.
3. Street-level glazing should be clear. Transparent glazing at upper levels may be lightly tinted. Reflective glazing is strongly discouraged.
4. Non-reflective coatings, low-emissivity glass, and external shade devices should be used for heat and glare control.
5. South- and southwest-facing windows should be framed with protruding vertical or horizontal shading devices, such as lintels, sills, and awnings, to provide adequate protection from glare.
6. To maximize natural lighting on south-facing facades, light shelves should be provided on windows.
7. Adjustable exterior shades and shade screens should be used on east-, west-, and south-facing windows as flexible methods for blocking glare.

8. Operable windows should be used wherever possible to allow passive ventilation, heating, and cooling.

### Architectural Character

1. Designs should utilize architectural elements to enhance building facades. These include cornices, lintels, sills, balconies, awnings, porches, and stoops.
2. A building's design details should have purpose rather than being applied or strictly decorative.
3. Contemporary and innovative designs are encouraged provided that the design includes human-scaled proportions and engaging, pedestrian-oriented ground-floor features.
4. Franchise retail should adapt to the design character of the Plan Area.

### Roofs

1. A variety of roof forms is encouraged. Roof types that are larger, simpler, visually quiet, and formally cohesive are preferred. Roof forms such as parapets, gable end, mansard, dormers, shed, hip, and barrel vaults are encouraged.
2. All rooftop building systems should be incorporated into the building form in a manner integral to the building architecture.
3. All rooftop-mounted mechanical, electrical, and telecommunication systems shall be screened from view of surrounding streets and structures.
4. Long horizontal rooflines on buildings with flat or low-pitched roofs should be broken up. This can be accomplished through the use of architectural elements, such as parapets, varying cornices, and rooflines.
5. All rooflines, regardless of pitch, should be broken at intervals of no greater than 50 feet. Appropriate approaches to meeting this guideline include varying the roof's height and/or form.
6. Radical roof pitches that create overly prominent or out-of-character buildings, such as A-frames, geodesic domes, or chalet-style buildings, are not allowed.
7. Cornice lines of new buildings (horizontal rhythm element) should be aligned with buildings on adjacent properties to avoid clashes in building height and massing.



Designs should utilize architectural elements to enhance building facades. These include cornices, lintels, sills, and balconies.

8. Incorporate vegetated roofs, where possible, to maintain and help regulate internal temperatures.
9. Consider cool and/or green roofs to reduce the heat island effect and thereby reduce the heat transferred into the building below. Cool roofs consist of materials that effectively reflect the sun's energy. Alternatively, green roofs achieve the same purpose and include vegetation to harvest rainwater for reuse and diminish runoff.

### **Materials**

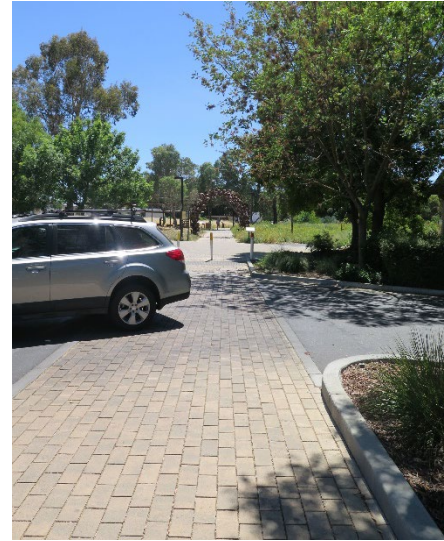
1. All building materials should be selected with the objectives of quality and durability as well as to produce a positive effect on the pedestrian environment through scale, color, and texture.
2. Architectural metals, cast-in-place concrete, brick, concrete masonry units, tile, glass, and glass block systems, among others, are acceptable materials when properly finished and detailed.
3. Building materials should be evaluated and selected based on the following characteristics:
  - ▶ Durability
  - ▶ Reparability
  - ▶ Low toxicity
  - ▶ Recycled content
  - ▶ Local sourcing
  - ▶ Ability to be recycled or reused
  - ▶ Ease of maintenance
4. Material for exterior walls will incorporate two aspects: color and texture. If the building's exterior design is complicated, with many articulations, columns, and design features, the wall texture shall be simple and subdued. If the building design is relatively simple, a finely textured material, such as patterned masonry, shall be used to enrich the building's overall character.

### **VEHICULAR ACCESS AND OFF-STREET PARKING AND LOADING**

1. Access points and driveways for parking areas in new development shall be prohibited from arterial streets and

discouraged from collector streets. Wherever possible, a project should be accessed from a local street and/or alley.

2. To reduce the number of access points and curb cuts to the maximum extent possible, common access driveways are encouraged for adjacent lots.
3. Where a driveway crosses a sidewalk or pathway, clearly demarcate the sidewalk or pathway across the entire width of the driveway by using contrasting colored paving or enhanced materials, such as pavers or stamped concrete.
4. Identify vehicle entrances with special design treatments, such as entry signage or distinctive landscaping.
5. Off-street parking should be located behind, beside, within, or under buildings, or within separate structures. Off-street surface parking areas are not allowed between buildings and streets in the Transit Village designation are discouraged elsewhere within the Specific Plan area. This will contribute to an attractive and active street frontage that is pleasant to walk along.
6. Wherever parking areas are visible from the public right-of-way, they shall be screened.
7. Loading docks and service areas shall be located at the rear of the development or inside parking structures for parcels deeper than 80 feet, separate from parking areas. For smaller parcels, loading docks and service area must be located on the side street, wherever possible. Loading zones should not disrupt the flow of traffic within a given project area.
8. For mixed-use projects, landowners are encouraged to enter into shared parking agreements that allow uses with different peak hours of operation to utilize off-street parking facilities provided by another building or use.
9. Reductions in on-site vehicle parking requirements may be allowed in cases where it can be clearly demonstrated that a reduced number of parking spaces would fully meet the demands of a project. In cases where a parking reduction is requested, the project applicant shall fund the preparation of a parking demand analysis, which must be prepared by a qualified traffic engineer approved by the City Engineer. Approval of reduced parking standards may be granted at the discretion of the Planning Commission, provided a finding can be made that the project would fully meet onsite parking demand generated by the project.



Where a driveway crosses a sidewalk or pathway, clearly demarcate the sidewalk or pathway by using contrasting colored paving or enhanced materials, such as pavers or stamped concrete.



Wherever parking areas are visible from the public right-of-way, they shall be screened.



Loading docks and service areas, and parking, wherever possible, shall be located behind buildings.

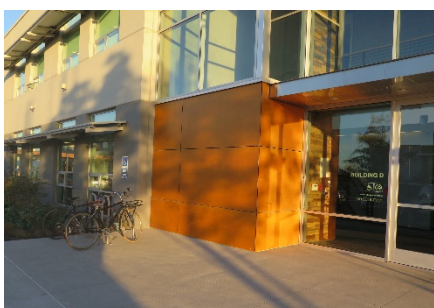




Above-ground parking garages should be designed to complement the overall building design on project sites. They should be wrapped with attractive facades that either include active spaces or screen the garage in an attractive way.



Bicycle parking spaces shall be separated from automobile parking spaces by hedges, curbs, or other comparable means.



Bicycle parking should be located close to building entrances.

## PARKING GARAGES

1. Parking garages shall be lined with active uses or residential entries, or designed with attractive building façades to screen structural elements of the garage. Above-ground parking garages should be designed to complement the overall building design on project sites. They should be wrapped with attractive facades that either include active spaces or screen the garage in an attractive way.
2. Parking garage designs should incorporate open walls, windows, and other design features to allow natural light, and provide lighting so that structures are well lit during evening and nighttime hours. Openings should be designed to resemble well-proportioned windows.
3. The design of entries to parking garages should not be more prominent on the building façade than the primary pedestrian entry. Entries should be placed to minimize pedestrians crossing the structure’s main vehicular flow route.
4. Emphasize stair towers and entries as distinctive architectural elements with open views to and from the structure.
5. Public art, such as wall murals, and landscaping are encouraged in the design of parking structures, especially to mask blank walls.

## BICYCLE FACILITIES

1. Bicycle parking spaces shall be separated from automobile parking spaces by walls, fences, hedges, curbs, protective bollards, clearly demarcated and painted buffers, or other comparable means.
2. Development projects in the vicinity of the transit station shall design a consistent and recognizable wayfinding signage package for bicycles along major wayfinding paths to the transit station.
3. Bicycle parking should be located close to building entrances and bicycle routes to help make bicycling more convenient. Bicycle parking should be designed to accommodate a range of bicycle types, including standard bicycles and bicycles with trailers.

## OPEN SPACE AND LANDSCAPING

### Publicly Accessible Open Space

1. Publicly accessible open spaces shall be made visible and accessible to public streets either by their location or clear and direct signage that leads pedestrians from the street to the open space.
2. Buildings located to the south of a public open space should use step-backs to achieve maximum sunlight exposure.
3. Projects should contribute street-level open spaces where private property meets public rights-of-way, such as plazas, seating areas, courtyards, and landscaped setbacks.
4. Climatic factors, such as sun orientation and prevailing winds, shall be accounted for when locating open spaces.
5. For projects of 10 acres or more in size, developers shall design a comprehensive open space network that includes plazas, parks, and other open space elements to connect different project components.
6. For projects of less than 10 acres in size, small plazas, courtyards, pocket parks, and other small outdoor spaces should create a visual connection to public areas, as well as a physical transition zone between the building and the street.
7. Parks and playgrounds should be in proximity to residential areas with adequate visibility from streets, residences, and sidewalks for safety and security.
8. Open spaces, walkways, and alleys should be used to break up building mass, provide access through developments, and create visual breaks.

### Common Open Space

1. Buildings should provide enclosure for common open spaces, and secondary building facades should be oriented toward the common open spaces.
2. Common open space should be accessible from all surrounding buildings. In multi-family residential developments, dwelling units or amenity areas should be sited adjacent to the common open space areas.
3. Some building windows should be oriented toward the common open space areas for natural surveillance of these areas.



Projects should contribute street-level open spaces where private property meets public rights-of-way.



For larger projects, developers shall design a comprehensive open space network. The resulting open spaces, walkways, and alleys should be used to break up building mass, provide access through developments, and create visual breaks.



In multi-family residential developments, dwelling units or amenity areas should be sited adjacent to the common open space areas that incorporate playgrounds and parkland.



Provide amenities that draw people into the space, such as water features, public art, gathering areas, and shade.

### Open Space Amenities

1. Provide amenities that draw people into the space, such as water features, public art, gathering areas, shade, and drinking fountains.
2. Provide benches and/or other furnishings for sitting or leaning and design amenities, such as planters and walls, at a suitable height and depth to allow for comfortable sitting and leaning.
3. Provide shade trees or shade structures to protect from sun and rain.
4. Plazas should be well lit with pedestrian-scale fixtures.
5. Open spaces should provide both shaded and sunlit areas. Shade can be provided by trees, shading structures, awnings, canopies, or umbrellas.
6. Plaza design should emphasize adequate areas of hardscape and seating to host a variety of activities and events. Landscaped areas should not inhibit the plaza’s ability to serve as a venue for public events.



Landscaping shall be used at the edges of paths to help define the spatial organization of the site.

### LANDSCAPING

1. Landscaping shall be used at the edges of paths, plazas, and seating areas as appropriate to help define the spatial organization of the site.
2. In the Transit Village designation, landscape treatment should reflect an urban character with the strategic use of planting areas, street trees, planters, hanging baskets, and appropriate foundation plantings where practicable. Hardscaped areas should be softened with the use of plants, shrubs, trees, and grassy areas.
3. For multi-family residential development, setback areas shall be landscaped to establish transition zones between the sidewalk and street-level residential units and entries.
4. Landscaped areas shall be regularly maintained to keep them aesthetically pleasing, and to remove dead and dying plants.
5. Gateway or entry points should be emphasized with distinctive trees and plants.
6. Existing trees should be preserved and integrated into site designs to the extent feasible.
7. To reduce water usage, all development shall employ water-efficient irrigation techniques, including micro-irrigation, drip



In the Transit Village designation, landscape treatment should reflect an urban character.



systems, and weather-based irrigation controllers, instead of conventional sprinklers. Provide gray water recycling as an additional source of irrigation water to the extent allowed by the California Plumbing Code (CPC) and other applicable Brentwood Municipal Code standards.

8. Native, drought-tolerant, or well-adapted tree and plant species appropriate for Brentwood’s climate should be used since they generally require less water and maintenance.
9. Seasonal and year-round flowering shrubs and trees should be located where they can be most appreciated by site users and passersby, such as adjacent to walks and open space areas, or as frames for building entrances and stairs.
10. Projects should minimize the amount of paved areas. Where feasible, paved areas should include “green” stormwater collection and treatment and employ Low Impact Development (LID) features that minimize surface water runoff. LID features may include bioretention systems, swales, green roofs, and permeable pavers.
11. Stormwater retention features that minimize runoff into streets, parking lots, landscaped areas, and open spaces should be incorporated, whenever feasible. Stormwater retention features include drainage swales, and rain gardens.
12. Where feasible, use permeable paving and materials for streets, sidewalks, parking lots, and driveways.

### WALLS/FENCING/SCREENING

1. Construct fences and walls of durable materials. Preferred materials for walls are brick, concrete, masonry units, pour-in-place concrete, tile, or stucco. Preferred materials for fencing are steel mesh, tubular steel/wrought iron, pre-cast concrete, and treated wood.
2. Discourage fencing and/or walls from blocking public views to open space and other public use areas. Encourage open fencing with views to adjacent open space and other public areas.
3. Maintain and trim landscaping to maximize visibility.
4. Encourage landscaping or low, well-designed fences for residential uses that can be used to delineate between the public and private realms.



For multi-family residential development, setback areas shall be landscaped to establish transition zones between the sidewalk and street-level residential units and entries.



Seasonal and year-round flowering shrubs and trees should be located where they can be most appreciated by site users.



Walls and fences that face onto a street should be designed to have a landscape planting area between the wall and/or fence and street.



Lighting should also be functional, pedestrian-scale, compatible with the building’s architectural style, and shielded for Dark Sky compliance.



The use of decorative lighting is encouraged.

5. Walls and fences that face onto a street, park, or public area should be designed to have a landscape planting area between the wall and/or fence and street or open space.

## LIGHTING

1. Lighting should be designed to satisfy both functional and decorative needs.
2. All project exterior lighting, with the exception of lighting for public streets, should be consistent with the architectural style of the building. On each project site, all lighting fixtures should be from the same family of fixtures with respect to design, materials, color, fixture, and color of light.
3. Lighting fixtures and poles should be compatible with the building’s architectural style.
4. Designs should include pedestrian-scale lighting.
5. Lighting fixtures must be Dark Sky compliant.
6. Lighting sources should be shielded, diffused, or indirect to avoid glare to pedestrians and motorists. To minimize the total number of freestanding pedestrian-scale lighting fixtures, decorative wall-mounted lights are encouraged.
7. Building entrances should be well lit with appropriately scaled light fixtures that complement the building’s architectural style.
8. Lighting fixtures shall not cast light directly into adjacent residential windows. It is recommended that fixtures employ a translucent or optical lens diffuser globe or shield.
9. Lighting solutions should balance the need to provide illumination and security in the following ways:
  - ▶ General lighting levels should use the minimum brightness for the illumination of large areas. Brighter light may be used to punctuate and accent important areas, such as building entries and special architectural features.
  - ▶ Building-mounted lighting should be used, particularly in pedestrian-oriented and high-visibility areas, and should be designed and placed to accent the building’s architectural details.
10. Architectural lighting should be used to enhance a building during twilight and nighttime hours

11. As a security device, lighting should be adequate, but not overly bright.

## SIGNAGE

1. Signs should reflect a crafted, high-quality detailed design approach.
2. Sign shapes, type styles, and color combinations should complement building styles and reflect the business that they represent.
3. Each letter of text within façade signs should appear as an individual sign component, rather than applied to a single sign.
4. Pole-mounted, monument, and can signs are prohibited in the Transit Village designation.

## OUTDOOR DINING

1. Outdoor dining areas are encouraged in the Transit Village, Regional Commercial, and Employment Center/Light Industrial designations.
2. The design, materials, and colors of all outdoor dining furnishings should complement the building housing the associated restaurant.
3. If umbrellas are used, vinyl or plastic materials should be avoided. Umbrella stands should be cast aluminum, wrought iron, fabricated steel, wood, or similar materials.
4. Table layout is encouraged to be in rows, parallel to the building.
5. Any fencing or walls should be decorative in nature and should not be solid or opaque. Materials such as wrought iron, other metals, or wood are encouraged, except that wood pickets are discouraged. Planter boxes or pots may be used. Solid masonry walls that are outside of the public right-of-way may also be used. Fences/walls should not exceed 42 inches in height, and planter boxes and associated plant heights should not exceed 48 inches in height.
6. Consider providing trash receptacles, with a lid, for outdoor spaces with mobile vending carts.



Signs should reflect a crafted, high-quality detailed design approach. Sign shapes, type styles, and color combinations should complement building styles and reflect the business that they represent. Lettered façade signs are recommended.



Outdoor dining areas are encouraged in the Transit Village, Regional Commercial, and Employment Center/Light Industrial designations.



## STORMWATER MANAGEMENT AND WATER EFFICIENCY



Reduce stormwater runoff by implementing features that promote groundwater infiltration, such as bioswales.



Install naturally drained, landscaped stormwater planters including along sidewalks. Install educational and interpretive signage along the planters.

1. Require Low Impact Development (LID) or sustainable stormwater management techniques to infiltrate, store, detain, evapotranspire, and/or biotreat stormwater runoff close to its source.
2. Encourage that landscaping be irrigated through a drip system and, where appropriate and available, using recycled water when possible.
3. Where feasible, minimize impervious surfaces such as concrete, asphalt, and other hardscaping. Utilize permeable joint or modular pavers, porous concrete and asphalt, reinforced grass pavement (turfcrete or grasscrete), cobblestone block pavement, and other similar materials that allow water to infiltrate.
4. Encourage the use of permeable pavers around tree wells instead of impervious materials to increase infiltration of stormwater runoff.
5. Use shared curb cuts, driveways and alleyways to reduce impervious surfaces. Ensure adequate tree canopies in the front setbacks of private development and in parking lots, greenways, parks, and plazas to slow and reduce the amount of rainfall that falls to the ground.
6. Reduce stormwater runoff by implementing features that promote groundwater infiltration (e.g., bioswales) and reuse of stormwater (e.g., rainwater harvesting with cisterns and rain barrels to capture water from the building for reuse) for non-potable uses to the extent feasible. Landscaping in bioswales can also help in reducing pollutants.
7. Install naturally drained, landscaped stormwater planters (contained vegetated area that collects and treats stormwater by directing it into the planter strips to irrigate landscaping while filtering and reducing runoff) where possible, including along sidewalks and in medians, bulbouts, parks and plazas, and traffic circles. Stormwater planters also provide opportunities for educational and interpretive signage.



## 6.3: PRIVATE REALM DEVELOPMENT GOALS AND POLICIES

### Goal PR-1. Create a Vibrant, Mixed-Use, Transit-Oriented Development and Employment Center.

Policy PR-1.1 – Encourage employment-generating development to incorporate state-of-the-art design techniques that maximize space, flexibility, and functionality. Ensure the associated buildings are oriented towards public streets and/or open space.

Policy PR-1.2 – Require multiple story development, comprising active ground floor uses and upper story residences and/or commercial uses, in the Transit Village designation.

Policy PR-1.3 – Require buildings located in the Transit Village and Regional Commercial designations to be located at or near the corresponding street- and/or public right-of-way-facing property lines, sidewalks, and/or open spaces and be designed to interact with the adjoining sidewalks and open spaces. This site configuration and building orientation approach is also strongly preferred for the Specific Plan's other land use designations.

Policy PR-1.4 – Require that the Transit Station be designed to complement the Specific Plan's character and provide monumental open space connections to the surrounding developments, emphasizing the visual and physical connection to the Transit Village designation.

Policy PR-1.5 – Ensure that new development provides visual interest at the ground floor to provide pedestrian interest. Blank walls and non-transparent street frontages should be minimized.

Policy PR-1.6 – Create gateway features at important intersections within the Specific Plan area to enhance the project area and Brentwood's identity. Important intersections include, but are not necessarily limited to, entrances into the Specific Plan area and the Transit Village-designated area, and intersections adjacent to the Transit Station. Gateway features include special architectural elements like corner towers, unique landscaping treatments, special intersection paving, signage, enhanced lighting, and corner development setbacks for open space. Ensure that new development buildings located at the intersections provide such features.

Policy PR-1.7 – Ensure parking structures are screened from pedestrian views and/or wrapped with active uses. Pay attention

to design of the upper portions of parking structures to ensure attractive architecture.

### **Goal PR-2. Achieve Design Compatibility Between Projects Within the Specific Plan Area and with Development in the Surrounding Areas.**

Policy PR-2.1 – Ensure that new development adjacent to residential neighborhoods provides appropriate transitions and connections that respect the scale, character, circulation patterns of the adjacent residential neighborhoods.

Policy PR-2.2 – Ensure that new development adjacent to Lone Tree Plaza, Brentwood Station, The Streets of Brentwood, and any future commercial centers provides appropriate transitions and connections that respect their scale, character, and circulation patterns.

Policy PR-2.3 – Ensure new buildings that can be seen from SR 4 include a visually pleasing building envelope and signage.

### **Goal PR-3. Open Space Interface with Buildings**

Policy PR-3.1 – Require all projects to incorporate open space in a manner that is consistent with PA-1 Specific Plan and Brentwood Municipal Code requirements.

Policy PR-3.2 – Encourage open space designs that incorporate active and passive zones and include amenities and activities for all users.

Policy PR-3.3 – Require that new buildings orient toward public spaces with entries and frontages.

Policy PR-3.4 – Require all development projects to provide appropriate landscaping between the street and buildings to soften the hardscape and along the edges of open spaces to define the space.

### **Goal PR-4. Create a Pleasant Pedestrian Experience by Providing Amenities and Furnishings in Open Spaces.**

Policy PR-4.1 – Provide pedestrian amenities with a consistent visual appearance within a project's open spaces. To encourage the Specific Plan area's cohesive identity, the amenities should appear similar to those selected for the project area's public right-of-ways.

Policy PR-4.2 – Install streetscape furnishings, as identified in Chapter 7, along all privately-maintained sidewalks, trails, and streets.

Policy PR-4.3 – Provide appropriately scaled and designed lighting for all modes of travel. Privately-maintained pathways, streets and alleys, parking areas, and open spaces should be well-lighted for safety.

Policy PR-4.4 – Encourage the integrate of public art into and along privately-maintained open spaces and pathways and streets, emphasizing the importance of such art within the Transit Station and Transit Village designation.

### **Goal PR-5. Support the Use of High Quality Materials and Incorporation of Sustainable Design Principles.**

Policy PR-5.1 – Ensure that new buildings use high quality materials, visually interesting physical elements, and building modulation.

Policy PR-5.2 – Support the use of green or sustainable building materials, including recycled content materials, that are consistent with the underlying architectural style and character of the building.

Policy PR-5.3 – Promote site and building design that improves energy efficiency by incorporating natural cooling and passive solar heating. This may include extended eaves, window overhangs, awnings, and tree placement for natural cooling, and building and window orientation to take advantage of passive solar heating in the winter and natural cooling in the summer.

Policy PR-5.4 – Encourage green site design by utilizing native and/or drought-tolerant trees and plants where possible, incorporating permeable paving and designing resource-efficient landscapes and gardens.

This page left intentionally blank

## **CHAPTER 7:**

# **Public Realm Development**

This chapter contains street typology standards and design guidelines that govern public realm development in the Specific Plan area. The street typology standards comprise the dimensioned street sections that apply to public and private streets in the Specific Plan area. The design guidelines provide recommendations for how the Specific Plan area's streets, sidewalks, trails, and public parks, open spaces, and parking areas should be designed to create a safe, functional, and attractive public realm for all users and modes of transportation. The standards and guidelines are intended to facilitate a cohesive, desirable identity for the Specific Plan area's public realm that complements and provides suitable access to its transit-oriented development and employment center, as well as existing development within and adjacent to the Specific Plan area. The interpretation of the street typology standards and design guidelines will be at the discretion of the Director of Community Development, the Director of Public Works, and the Planning Commission.

This chapter is organized into the following sections:

7.1. Street Typologies

7.2. Design Guidelines

7.3. Goals and Policies

## **7.1: STREET TYPOLOGY STANDARDS**

This section provides standards for the Specific Plan's street typologies in the form of dimensioned street sections. For a description of the typologies and their respective locations in the Specific Plan area, refer to Chapter 5: Circulation Plan, sections 5.1: Circulation System and 5.2: Street Classifications. The Specific Plan introduces one new typology, the Transit Village Commercial Street. The remainder of the typologies match or make minor deviations from their counterparts adopted for citywide use. All public and private streets in the Specific Plan area must conform to the associated typology's development standards to the satisfaction of the Director of Public Works.

The Specific Plan's street typologies are as follows:

1. Arterial Street
2. Collector Street – Typical
3. Collector Street – A Street
4. Residential Collector Street
5. Transit Village Commercial Street
6. Local Street

Figure 7.1: Arterial Street

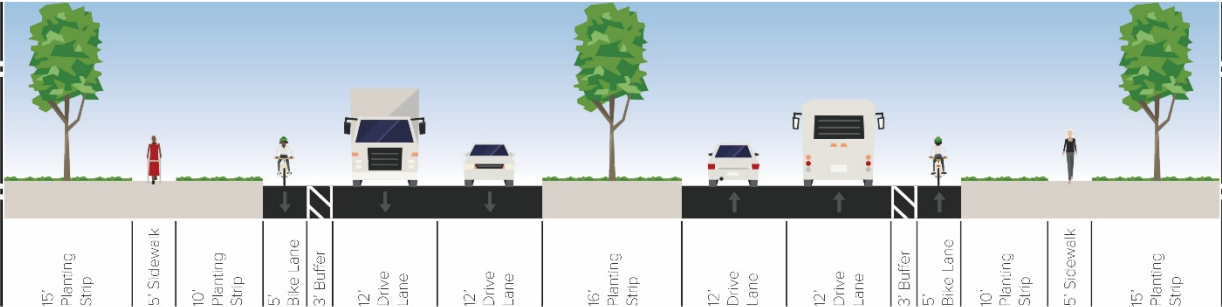


Figure 7.2: Collector Street - Typical

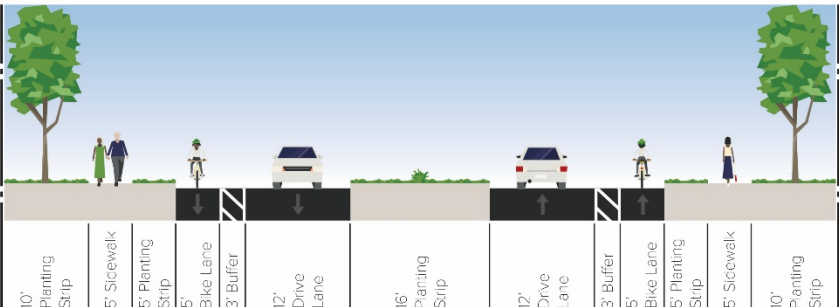


Figure 7.3: Collector Street - A Street

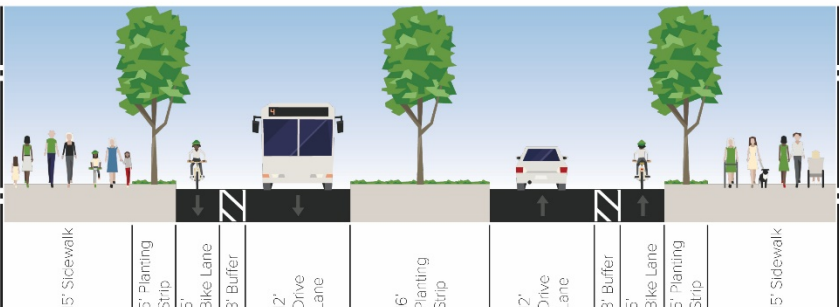
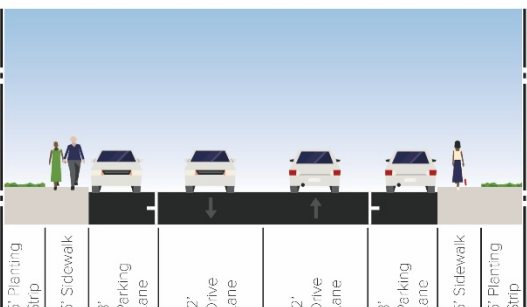
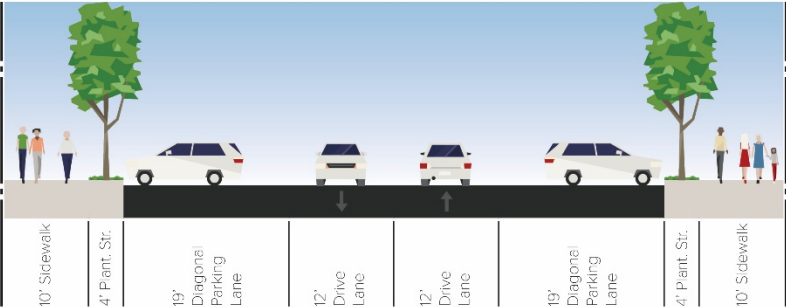


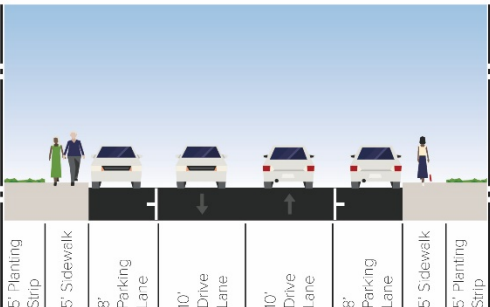
Figure 7.4: Residential Collector Street



**Figure 7.5: Transit Village Commercial Street**



**Figure 7.6: Local Street**





## 7.2: DESIGN GUIDELINES

In conjunction with the street typology standards listed in section 6.1, the following design guidelines are intended to support the development of a safe, functional, and attractive public realm for all users and modes of transportation. The guidelines apply to all portions of the public realm located in the public right-of-way, private streets, and other portions of privately-owned parcels that provide access to and/or interface with the adjoining public right-of-way(s). The guidelines are organized by the elements that comprise the public realm – roadways, crosswalks and bulbouts, sidewalks, parks and open space, parking, and pedestrian and bicycle facilities – and the elements that occupy streetscapes and open spaces and parks – street trees and landscaping, street furnishings and lighting, and public signage and wayfinding features.

Conformance with the guidelines is encouraged, but not necessarily required. Alternative design solutions are permitted if the approving authority, the Planning Commission, the Community Development Director, or the Public Works Director determine that they meet the overall objectives of this document.

### Street Design

1. To help ensure that the needs of all users are met, roadway improvements should incorporate “complete streets” principles. Designs should make adequate provision for walking, biking, driving, and parking.
2. Pedestrian crossings should be designed and built to enhance pedestrian safety. This can be accomplished by constructing bulbouts to shorten the crossing distance and distinguishing the crossing area from the surrounding pavement. For specific guidelines pertaining to pedestrian crossings, please see the Crosswalks, and Bulbouts subsection.
3. The construction of well-designed traffic calming devices, consistent with City standards, is encouraged. These include, but are not limited to, traffic circles, bollards, and landscaped chicanes. This will help pedestrian and automobile traffic to better coexist with one another and provide space to introduce additional landscaping into the streetscape.
4. To ensure safe and appealing pedestrian environments, a landscaped buffer and/or curbside parking should be provided between pedestrian zones and vehicle driving zones



Incorporate “complete streets” design principles to provide for all modes of transportation.



The construction of traffic calming devices, including traffic circles, bollards, and landscaped chicanes, is desired.

as shown in the applicable street typologies. For specific guidelines pertaining to the landscaped buffer, please refer to the Sidewalks subsection.

### Crosswalks and Bulbouts



To make pedestrian crossings as safe as possible, construct bulbouts and distinguish the crossing area with differentiated pavement.

1. Major intersections (e.g., controlled intersections or the intersection of key streets) shall feature clearly marked crosswalks that measure at least 10 feet wide.
2. All crosswalks shall employ ramps and warning strips that comply with ADA standards.
3. Design heavily used pedestrian areas, such as urban plazas, paseos, and private street crosswalks, to incorporate special paving materials (e.g., stamped asphalt), colors, and/or patterns to make pedestrian crossings appear more visible and to help foster a unique, desirable identity.
4. The use of bulbouts is strongly encouraged at intersections and where pedestrian crossings exist or are planned, unless they conflict with existing or planned bicycle facilities.
5. Bulbouts should maintain a cohesive appearance with the adjoining sidewalk by matching materials, colors, and patterns.
6. Design bulbouts to serve as additional public space and resemble “pocket plazas” to the extent determined to be appropriate by the City, complete with seating, trash receptacles, and bike racks, and/or contain landscaping.

### Sidewalks



Utilize café seating wherever sidewalks are wide enough to support the spaces.

1. The sidewalk network on the periphery of and internal to the Specific Plan area should be continuous, with sidewalks provided on both sides of the streets.
2. A 4-foot-wide pedestrian zone, free of any and all obstructions, must be maintained at all times.
3. Café seating is encouraged wherever sidewalks are wide enough to support these spaces. Seating areas should be located adjacent to the street where an appropriate buffer is provided, or in spaces created by building setbacks (e.g., maintain compliance with ADA requirements).

4. Consider creating a cohesive series of public art pieces either by theme, artist, style, or materials, and install throughout the plan area in medians, bulbouts, pocket plazas, and wide sidewalk spaces.
5. Parklets are encouraged where sidewalks are too narrow to provide gathering spaces.

### Street Trees and Landscaping

1. Preserve existing trees if possible and protect in place. Refer to street tree maintenance requirements in the City's Urban Forest Guidelines.
2. Implement the street tree list provided in the Urban Forest Guidelines.
3. Place trees and landscaping in a manner that does not block access to and views of building entrances, signage, motorists, ADA access, or pedestrian or bicycle circulation.
4. Incorporate drought-tolerant and native landscaping and tree species suitable for the Brentwood climate that require little irrigation and low maintenance.
5. Design street tree grates with a high aesthetic quality.
6. Encourage the use of planters to provide a flexible, inexpensive method to increase landscaping along the streetscape. They are strongly encouraged along streets that lack and/or cannot accommodate street trees to delineate space. Planters and associated plant heights should not exceed 48 inches in height.
7. Mature trees shall maintain a minimum canopy clearance, consistent with the Brentwood Municipal Code. This height will accommodate emergency and service access, not obstruct light penetration from pedestrian-scaled street lamps, and allow for visual connections between buildings, the sidewalk, signage, and the roadway.
8. Site street trees for ease of maintenance, to reduce sidewalk damage, and to provide a sufficiently large, wide canopy to shade the sidewalks.
9. Allow tree grates, wells, and planters to be used instead of planter strips in cases where parking or bicycle lanes are located next to sidewalks. Ensure that planters and tree wells are at least 4 feet wide to allow for healthy street trees.
10. Landscape planter strips with shade-providing trees and



Utilize parklets where sidewalks are too narrow to provide gathering spaces.



Incorporate drought tolerant and native landscaping.



Use aesthetically appealing tree grates.





All street furnishings and lighting fixtures shall share a common aesthetic.



Provide pedestrian-friendly streetscape amenities, including public art, at key nodes along major corridors.



Identify major entryways into the project area with special gateway treatments, such as archways.

shrubs. For sidewalks, select tree species that do not obstruct pedestrian circulation.

### Street Furnishings and Lighting

1. To provide the public realm with a cohesive identity, all street furnishings and lighting fixtures shall share a common aesthetic.
2. Provide pedestrian-friendly streetscape amenities—including seating, recycling, waste, and dog waste receptacles, and public art—at key nodes along major corridors. Site furnishings so that the public right-of-way remains uncluttered and safe for pedestrian access maintaining a 4-foot-wide pedestrian zone at all times.
3. Design bicycle racks and sidewalk furnishings that are both functional and visually interesting.
4. Pedestrian- and automobile-oriented street lighting must have the following characteristics:
  - ▶ Design lighting sources to be Dark-Sky compliant and to shield, diff use, and avoid glare to pedestrians and motorists.
  - ▶ Light parking lots, pedestrian walkways, bicycle paths, plazas, and paseos adequately.
  - ▶ High-efficiency light fixtures are required. Incorporate timers and sensors to prevent unnecessary lighting conditions.

### Public Signage and Gateway Features

1. Identify major entryways into the project area with special gateway treatments such as public art, architectural elements such as towers, archways, and signage, or enhanced landscaping to announce arrival into the project area.
2. Develop consistent thematically branded wayfinding and signage to maximize visual recognition and contribute to the character of the Specific Plan area.
3. Employ signage for vehicular, pedestrian, and bicyclist wayfinding to the Transit Village designated-area, Brentwood Station, Lone Tree Plaza, The Streets of Brentwood, the transit station, major bus stops, and key community amenities such as Sand Creek and the Mokelumne Trail.

4. Scale and place directional signage to be visible from both the roadway and along sidewalks/pedestrian areas. Ensure that letters and numbers are no less than 4 inches tall.
5. Explore opportunities for educational and interpretive signage along the Sand Creek corridor and other areas with important historic significance or unique design features.
6. Provide visually attractive, easy-to-read, and well-located signage to direct vehicles to parking areas.
7. Explore opportunities for artistic design of kiosks and other informational amenities.
8. Place route and wayfinding signage along bike routes and pathways to provide bicyclists with safe passage.
9. Place signs in a manner that does not impact visibility at corners and driveways.

### Parks and Open Space

1. New parks and open spaces shall be sited in compliance with the Parks, Trails and Recreation Master Plan.
2. Café seating, pocket parks, and parklets are encouraged along streetscapes. Café seating and pocket parks shall be located on sidewalks and/or within bulbouts.
3. Plazas should be constructed from special paving materials, such as pavers, scored concrete, stone, or other accent materials.
4. To ensure that plazas exhibit character and relate to the human scale, designs shall maintain a balance between hardscaped and landscaped areas.
5. Trees and landscaping should be planted throughout hardscaped spaces to provide shade and visual relief.
6. Parks and open spaces should include a variety of seating options, thus accommodating large groups who wish to socialize and individuals who are seeking out a place for quiet contemplation.
7. To ensure safety, all new and existing public spaces shall be designed and maintained to be highly visible from the surrounding streets and private properties.



Develop consistent thematically branded wayfinding and signage to maximize visual recognition and contribute to the character of the Specific Plan area.



Plazas should be constructed from special paving materials and maintain a balance between hardscaped and landscaped areas.

## Sand Creek and Mokelumne Trail Interface



Orient buildings to positively define the Sand Creek and Mokelumne Trail corridors.



Encourage mid-block breaks between buildings along the Sand Creek and Mokelumne Trail corridors that are occupied by pedestrian-oriented spaces.



Include a wide variety of design elements and amenities to activate development along the Sand Creek and Mokelumne Trail corridors.

1. Orient buildings where practical to positively define the Sand Creek and Mokelumne Trail corridors – including adjacent public streets, and the surrounding open space network – with articulated façades aligned parallel to adjoining corridor, street and open space frontages.
2. Development along Sand Creek and the Mokelumne Trail shall incorporate materials that are complementary or similar to those along the corridors.
3. Step down building heights as they approach Sand Creek and the Mokelumne Coast to Crest Trail, or integrate setbacks into drainage channel-fronting development to create a human scale, to prevent “walling in” the corridors, and to protect solar access.
4. Define the boundaries of the Sand Creek and Mokelumne Trail corridors with buildings rather than parking areas.
5. Encourage mid-block breaks between buildings along the Sand Creek and Mokelumne Trail corridors. These breaks should be occupied by pedestrian-oriented spaces such as plazas, paseos, or courtyards.
6. Encourage buildings and/or shops to provide direct pedestrian access to paths along the Sand Creek and Mokelumne Trail corridors where applicable.
7. Orient service areas so that they are not along the Sand Creek or Mokelumne Trail corridors.
8. Ensure uninterrupted access along Sand Creek that is inviting and clearly open to the public.
9. Include a wide variety of design elements and amenities to activate development along the Sand Creek and Mokelumne Trail corridors, such as parks and plazas, outdoor dining and a variety of other types of seating, and access to water and play areas. These elements and amenities should complement and where appropriate be integrated with the surrounding development (e.g., locate a plaza along the Mokelumne Trail where it bisects the Transit Village-designated area). These improvements shall comply with the environmental protection standards and objectives contained in the General Plan, particularly the policies and actions in support of Goal COS 4.

## Parking

1. All parking facilities shall provide safe pedestrian access. Components of such access include clearly delineated walkways through surface lots, convenient connections with the adjacent sidewalk network, visual access into lots, and ample lighting in and around lots.
2. Parking shall be as unobtrusive as possible and not detract from the project area's pedestrian orientation.
3. Public parking should be strategically located where the demand is highest.
4. Parking areas should be easy to locate and access.
5. Landscaping should be planted along the perimeter of surface lots to buffer the adjoining public right-of-ways from the sight of parked cars and the parking areas.
6. Wherever possible, locate driveways along alleys or side streets instead of along primary streets.
7. Parking lots shall be located to the side or rear of buildings. Lots may not be constructed within the front yard setback area.
8. Use shared curb cuts, driveways, and alleyways to reduce impervious surfaces.



Provide safe pedestrian access to and through parking facilities.

## Alleys and Service Access

1. Encourage shared alleys and service access for multiple properties to minimize curb cuts and space used for service and provide better flow and safety for pedestrian, bicycle, and automobile traffic.
2. Design private alleys to provide access for service and parking.
3. Incorporate loading areas within the building, where possible, to minimize adverse traffic impacts and street activities.
4. Ensure safety in alleys and service areas through adequate lighting.
5. Use special paving materials or patterns for alleys to indicate a shared-use zone that serves as both auto access and pedestrian connections.
6. Include tree plantings and landscaped buffers along alleys to





Provide pedestrians and bicyclists with a clear path of travel through open spaces.



Provide secure and sheltered parking throughout the Specific Plan area, including at entrances to the transit station.

screen and mitigate the impact of multi-story buildings.

7. Install traffic-calming devices, where necessary, in alleys and service areas to reduce vehicular travel speed.
8. Provide transparent windows and balconies looking over alleys and service areas to provide visual connections from the building to the street to enhance visibility and safety.
9. Screen loading, waste storage, and other service areas from adjacent uses with vegetation, landscaping, and well-designed screening structures. The design of screening structures should complement the architectural design/character of the corresponding development and be designed from a solid material.
10. To minimize views of service areas from above, the areas should be screened by roofs or trellises.
11. Locate garbage service as far away as possible from pedestrian pathways and public gathering places. Views of, and offensive odors associated with, these services should be minimized.
12. Design alleys and other service access areas to provide recycling and garbage disposal providers and other service providers with sufficient access for safe maneuvering.
13. To minimize the traffic impacts and street activities associated with loading areas, locate these areas within the building footprint or within the associated private parcel.

### Bicycle and Pedestrian Facilities

1. Provide pedestrians and bicyclists with a clear path of travel through parking lots and open spaces.
2. All transit station and parking structure entrances shall connect directly to a sidewalk, eliminating the need for pedestrians to walk through a parking area or a bus loading zone. Station and parking structure access points shall be located to shorten walking distances.
3. Secure and sheltered bicycle parking shall be provided throughout the Specific Plan area to provide reassurance that bicycles will not be stolen, vandalized, or exposed to the elements. Bicycle parking should comply with the following guidelines:



- a. Class I bicycle lockers and Class II bicycle racks should be provided at entrances to the transit station to accommodate long-term commuter parking and short-term trip parking.
- b. All new developments in the Specific Plan area are encouraged to construct bicycle lockers or storage rooms at convenient locations within the building for residents and/or employees.
- c. Outdoor bicycle racks shall be provided near all building entrances in compliance with CalGreen requirements.

## **7.3 PUBLIC REALM DEVELOPMENT GOALS AND POLICIES**

### **Goal Pur-1. Incorporate an Ample Amount and Variety of Parks and Open Space into The Specific Plan Area.**

Policy PUR-1.1 – Provide a variety of public parks and open spaces, pedestrian-oriented streetscapes, and gathering spaces to meet the needs of all users and consistent with the requirements of the Parks, Trails, & Recreation Master Plan.

Policy PUR-1.2 – Enhance the Sand Creek Corridor as a linear open space that supports various active and passive recreational uses and provides connectivity within the City and the region.

Policy PUR-1.3 – Incorporate a variety of open spaces along the Mokelumne Trail that complement the adjacent development.

Policy PUR-1.4 – Streetscape improvements should incorporate open spaces, such as pocket parks in bulbouts and parklets, to the extent feasible.

Policy PUR-1.5 – Require open spaces and parks to incorporate sustainability measures, such as including native plant species, drought tolerant plants that require minimal irrigation, permeable paving, solar-powered lighting, and other similar features.

### **Goal Pur-2. Utilize Trees and Landscaping, Street Furnishings, And Lighting to Enhance the Identity and Safety of The Public Realm.**

Policy PUR-2.1 – Design all streets to provide an attractive

pedestrian and visual environment, including by adding street trees and landscaping, street furnishings, and pedestrian and automobile-scale lighting.

Policy PUR-2.2 – Design multiuse pathways to include trees, landscaping, and sufficient pedestrian and bicycle-scale lighting along the length of each pathway. Benches, bicycle racks, and recycling, waste, and dog waste receptacles should be placed along pathways at key locations and intermittent nodes, where appropriate.

Policy PUR-2.3 – Design parks and open spaces to incorporate sufficient pedestrian-scale lighting to illuminate all sidewalks and pathways and activity areas. Benches, bicycle racks, and recycling, waste, and dog waste receptacles shall be placed in each activity area and intermittently along sidewalks and pathways.

Policy PUR-2.4 – Design parking facilities to incorporate sufficient pedestrian and automobile-scale lighting to illuminate the entire facility for security, while avoiding the spillover of light onto the surrounding properties.

### **Goal Pur-3. Provide Wayfinding Signage to Support the Specific Plan Area's Navigation by All Modes of Transportation.**

Policy PUR-3.1 – Require the development of new public streets, parks and open spaces, and parking facilities to incorporate wayfinding signage.

Policy PUR-3.2 – Require development projects to provide wayfinding signage along streets and sidewalks, multiuse pathways, and designated bicycle routes, and at major intersections.

Policy PUR-3.3 – Install gateway features at the key entrances into the Specific Plan area, the Transit Village-designated area, and the transit station.

## **CHAPTER 8:**

# **Infrastructure and Public Services**

This chapter describes the infrastructure systems and public services that will support the private development and public improvements described in the previous chapters, and how the systems and services will be provided. The infrastructure systems include water, wastewater, stormwater, gas, electricity, and telecommunications. The public services include recreation and parks, police and fire, and public educational facilities.

This chapter is organized into the following sections:

- 8.1. Utilities
- 8.2. Recreation and Parks
- 8.3. Public Safety
- 8.4. Public Educational Facilities
- 8.5. Infrastructure and Public Services Goals and Policies

## 8.1: UTILITIES

### Water and Wastewater Supply

The City of Brentwood provides potable and non-potable water supplies and distribution to customers within the Specific Plan area. The City also provides wastewater collection, treatment, and disposal services for residents and businesses located in the Specific Plan area.

Water demands for the Specific Plan will be served using the City's existing and future portfolio of water supplies. The analysis of water demands generated by the Specific Plan is contained in the Water Supply Assessment prepared for this project, which is attached as Appendix C.

Wastewater generated by future development within the Specific Plan area would be conveyed to the City of Brentwood Wastewater Treatment Plant.

There is currently limited water and wastewater infrastructure located within the interior portions of the Specific Plan area. As such, water supply and wastewater conveyance infrastructure will need to be extended throughout the currently unserved portions of the Specific Plan area. The majority of the primary water supply and wastewater conveyance infrastructure will be constructed in conjunction with the Primary and Conceptual Circulation Networks, as shown on Figures 5.1 and 5.2, respectively. Water supply and wastewater conveyance infrastructure will be located underground, within the right-of-way footprint of future roadways in the Specific Plan area, and must be constructed to meet the requirements contained in the City of Brentwood Standard Plans and Specifications.

The majority of the water supply infrastructure will consist of 12" water mains and 8" non-potable water lines. The majority of the wastewater conveyance infrastructure will consist of 12" and 10" sewer mains. Additional details regarding the water and wastewater infrastructure needed within each Primary Circulation Network, as well as cost estimates, are provided in Appendix D: PA-1 Roadway and Utility Engineer's Estimate.

### Stormwater Conveyance

The City provides storm drainage collection within the Specific Plan area, and is responsible for maintenance of the collection system. The Contra Costa County Flood Control and Water Conservation District is responsible for constructing and

maintaining regional flood control basins, channels, and creeks throughout the county, including the City of Brentwood.

All municipalities within Contra Costa County (and the County itself) are required to develop and implement restrictive surface water control standards for new development projects as part of the renewal of the Countywide NPDES permit. Known as the “C.3 Standards,” new development and redevelopment projects that create or replace a specified amount of impervious surface area must contain and treat stormwater runoff from the site. Future development projects within the Specific Plan area would be C.3 regulated projects, and are required to include appropriate site design measures, source controls, and hydraulically-sized stormwater treatment measures.

### **Solid Waste**

The Solid Waste Division of the City of Brentwood Public Works Department provides municipal solid waste (MSW) collection services, including garbage, yard waste, and recycling, to residents and businesses within the Specific Plan area. All of the MSW is hauled to the City’s Solid Waste Transfer Station, located at 2300 Elkins Way, approximately 3 miles east of the Specific Plan area. At the transfer station, the MSW is checked for potentially hazardous waste material, and transferred onto larger trucks for ultimate disposal at a sanitary landfill or processed elsewhere. The City currently disposes and/or processes MSW (garbage, recycling, and green waste) at the Keller Canyon County Landfill, operated by Allied Waste Systems Republic Services and located within the unincorporated area of Contra Costa County, near the City of Pittsburg.

The City maintains contractual agreements with the Delta Diablo Sanitary District to provide household hazardous waste collection and disposal services in the Specific Plan area. Household hazardous waste can be taken to the Delta Household Hazardous Waste Collection Facility, located at 2550 Pittsburg-Antioch Hwy, in Pittsburg, or dropped off at one of several community collection events that take place in various locations in the City and throughout eastern Contra Costa County throughout the year.

The Specific Plan anticipates that the City’s solid waste collection, disposal, and processing services can accommodate the increased waste associated with buildout of the Specific Plan area.

## Cable, Phone, Gas, and Electric

AT&T, Comcast, and Sonic currently provide telecommunication, cable television, and Internet services. This includes Sonic's symmetric Gigabit Fiber Internet service that transfers data at the rate of 1000 megabits per second. Utility infrastructure in the project area is located both aboveground on utility poles and belowground in public utility easements.

The Pacific Gas and Electric Company (PG&E) provides electric services in the project area. Electrical infrastructure in the project area is located aboveground on utility poles as well as belowground. PG&E also provides natural gas services in the project area. Natural gas pipelines are located belowground.

Infrastructure improvements will be required to adequately accommodate development projects in the Specific Plan area. These improvements will be determined on a project-specific basis and required to be constructed by the applicant or utility provider. As such, no cost should be borne by the City.

In conjunction with development, existing overhead facilities should be undergrounded to improve the aesthetics and the reliability of the utilities. Where feasible, undergrounding of utilities shall be coordinated with any improvements to the right-of-way to save time and resources.

## 8.2: PARKS & RECREATION

The Specific Plan area is not currently served by any parks or open space, but is located within close proximity to several parks and other open spaces in the surrounding areas. This includes Appaloosa Park and Palomino Park in the Brighton Station neighborhood to the east and Heidorn Park in the neighborhood to the west (Antioch).

To accommodate the Specific Plan area's residents, employees, and visitors' recreation needs, new development will be required to provide parks and recreation facilities consistent with the Specific Plan's open space requirements and the Parks and Recreation Department's standards. As part of these improvements, the City encourages enhancements to existing corridors, such as the Mokelumne Trail and Sand Creek corridors, and other potential corridors not currently identified, and the integration of these corridors into the Specific Plan's open space network.

### **8.3: PUBLIC SAFETY**

Public safety consists of police, fire protection, and emergency services. In the Specific Plan area, police services are provided by the Brentwood Police Department, and fire protection and emergency services are provided by the East Contra Costa Fire Protection District (ECCFPD). The Brentwood Police Department is located at 9100 Brentwood Boulevard, approximately 3 miles southeast of the Specific Plan area. The ECCFPD station primarily responsible for serving the Specific Plan area, Station 52, is located at 201 John Muir Parkway, approximately 2 miles south of the Specific Plan area.

New development associated with the implementation of the Specific Plan, particularly the influx of additional residents and employees, will result in the increased demand for police, fire protection, and emergency services staff. The actual need for additional staff will be evaluated by the service providers as development occurs.

The Specific Plan envisions that police staffing increases will be accommodated by stations located outside of the Specific Plan area. To accommodate the ECCFPD's expanded service in the area, the Specific Plan includes a 1-acre parcel designated Public Facilities, located at the northwest corner of Shady Willow Lane and the Mokelumne Trail, which may accommodate a future fire station.

The future construction of an eBART station would also involve the introduction of BART Police services within the transit station area. The BART Police Department is funded through ridership fares and sales tax, which ensures adequate police services are provided to accommodate additional ridership.

### **8.4: PUBLIC EDUCATIONAL FACILITIES**

The Specific Plan area is served by the Brentwood Union School District for kindergarten and grades 1 through 8 and the Liberty Union High School District for grades 9 through 12. New development associated with the implementation of the Specific Plan will result in an increased number of students residing in the Specific Plan area, and the associated demand for public school services. The actual need for additional services will be evaluated by the school districts as the student population increases, and the Specific Plan anticipates that this demand will be met by schools located outside of the Specific Plan area.



## **8.5: INFRASTRUCTURE AND PUBLIC SERVICES GOALS AND POLICIES**

**Goal IF-1: Provide adequate infrastructure to support the anticipated level of development intensity and protect health and safety.**

Policy IF-1.1: Provide utility upgrades as needed to support increased density and intensity in the Specific Plan area.

Policy IF-1.2: Require development and infrastructure projects to be consistent with all applicable City infrastructure plans, including the Water Master Plan, the Wastewater Master Plan, the Brentwood Standard Plans and Specifications, and the Capital Improvement Program.

**Goal IF-2: Ensure adequate water supply is available to serve existing and new development in the Specific Plan area.**

Policy IF-2.1: Ensure that water system infrastructure is in place prior to occupancy of new development in the Specific Plan area.

Policy IF-2.2: Use recycled water for landscaping irrigation within roadways, parks, and facilities to the greatest extent feasible.

Policy IF-2.3: Reduce water consumption through a program of water conservation measures.

Policy IF-2.4: Include construction of needed water system improvements in the City's Capital Improvement Program as timing or conditions warrant.

**Goal IF-3: Ensure adequate wastewater service capacity is available to serve existing and new development in the Specific Plan area.**

Policy IF-3.1: Maintain existing levels of wastewater service and provide for new development by preserving and improving infrastructure in the Specific Plan area.

Policy IF-3.2: Ensure that wastewater system infrastructure is in place prior to occupancy of new development in the Specific Plan area.

Policy IF-3.3: Include construction of needed wastewater system improvements in the City's Capital Improvement Program as timing or conditions warrant.

**Goal IF-4: Ensure that solid waste disposal needs for existing and new development are met, while providing opportunities for reduction, reuse, and recycling.**

Policy IF-4.1: Expand recycling efforts in the Specific Plan area, and encourage recycling by all residents and employees.

Policy IF-4.2: Comply with the City's construction and demolition debris ordinance (Brentwood Municipal Code Chapter 8.40).

Policy IF-4.3: Encourage the use of recycled content building materials.

**Goal IF-5: The City shall work with utility providers to ensure that the needs of existing and new development in the Specific Plan area are adequately met.**

Policy IF-5.1: Provide adequate electrical and gas to support new development.

Policy IF-5.2: Incorporate energy conserving design and equipment into new development in order to promote energy conservation.

Policy IF-5.3: Allow co-generation systems utilizing all methods of alternative energy production where feasible.

Policy IF-5.4: Develop a plan to expand current fiber optic networks throughout the Plan Area to attract new high-tech businesses and provide new hotel development with a significant amenity to business travelers.

Policy IF-5.5: Require all new development projects to incorporate broadband infrastructure in their planning and construction. All development projects shall install telecommunications conduits in all streets that are affected by the development.

Policy IF-5.6: Ensure street improvement projects incorporate the laying of fiber and conduit.

**Goals IF-6: Manage, maintain, and improve stormwater drainage and capacity in the Specific Plan area.**

Policy IF-6.1: Require all development projects to demonstrate how stormwater runoff will be detained or retained on-site and/or conveyed to the nearest drainage facility as part of the development review process and as required by the City's NPDES Municipal Regional Permit. Project applicants shall address any drainage impacts as necessary.

Policy IF-6.2: Maintain drainage channels in a naturalized condition to the greatest extent feasible, subject to health and safety requirements and as otherwise described in the Conservation and Open Space Element of the General Plan.

Policy IF-6.3: Incorporate sustainable stormwater management features in new development and public improvements, including low impact development (LID) features and swales, permeable pavers, and other similar features to manage stormwater runoff from public streets.

Policy IF-6.4: Incorporate recreational trails and parkway vegetation design in channel improvements, and explore utilizing detention basins for parks, ball fields, and equestrian areas.

Policy IF-6.5: Include construction of needed stormwater system improvements in the City's Capital Improvement Program as timing or conditions warrant.

**Goal IF-7: Provide police services, and work collaboratively with fire and emergency service providers, to ensure the safety of the Specific Plan area.**

Policy IF-7.1: Coordinate with the East Contra Costa Fire Protection District in planning for adequate fire and emergency service.

Policy IF-7.2: Require new development to comply with the Brentwood Police Department and the East Contra Costa Fire Protection District's regulations pertaining to site and building design.

Policy IF-7.3: Design roundabouts in the Specific Plan area to ensure that all fire service vehicles can safely and efficiently navigate through the intersection without rolling over any curb.

**Goal IF-8: Coordinate with public education providers on the planning of educational facilities to meet the needs of students residing in the Specific Plan area.**

Policy IF-8.1: Work with the Brentwood Union School District and the Liberty Union High School District in planning for adequate public school facilities. Coordinate with affected school districts to consider the impacts of residential development on school facilities and services. Help facilitate the school districts and developers in determining school related needs that result from development, and in addressing increased need through the imposition of development fees and other measures to the extent permitted by law.

This page left intentionally blank

## **CHAPTER 9:**

# **Economic Development**

This chapter provides economic development strategies, goals, and polices for the Priority Area 1 Specific Plan area (Specific Plan area). The strategies describe how development in the Specific Plan area can help Brentwood realize its broader economic development goals, what the development may entail, and the impact that light rail service may have on strengthening the Specific Plan area and the city's economic connections within the region. The goals and policies describe the various approaches that the City may take to encourage economic development within the Specific Plan area.

This chapter is organized into the following sections:

- 9.1. Economic Development Strategies
- 9.2. Economic Development Goals and Policies

## 9.1: ECONOMIC DEVELOPMENT STRATEGIES

The mission statement for economic development in the City of Brentwood's Strategic Plan is to "maintain and enhance Brentwood's quality of life while developing an economy that is vibrant and diverse." To fulfill that mission, the City must take steps to balance the significant residential growth it has experienced in recent years with economic growth. Ideally, this will include attracting, and in some cases expanding, a diverse set of businesses that will increase the variety and quality of local employment opportunities and grow the tax base. The Strategic Plan identifies the Specific Plan area, which includes a sizeable portion of the remaining overall developable land supply in Brentwood, as a focus area for economic growth as it presents an opportunity to develop the mix of uses that will be attractive to a wide range of businesses that can create job opportunities available to those with a range of skills.

A primary goal for citywide economic development, as outlined in the Strategic Plan, includes implementing an economic development action plan. Much of what will be included in that action plan will be focused on the Specific Plan area, because the area contains the majority of remaining developable land, primarily in the form of concentrated greenfield sites, that will allow for sustainable economic development. This is especially true if BART, or another transit agency, ultimately builds a light rail station in the Specific Plan area. Even if the area being studied for a light rail station is ultimately developed as a transit center that does not include light rail, there will be significant opportunity for business development.

In the Specific Plan area, approximately 80 percent of the net developable acreage of land is available for regional commercial, general commercial, professional office, business park, and light industrial uses. The current consideration of locating a transit station in the Specific Plan area indicates long-term potential for regional transit connectivity. The area also has good highway access and is commuting distance to/from East Bay suburbs, the greater Bay Area regional market area, and Central Valley locations, including Stockton and Tracy. Convenient highway access to the area is provided via the I-680, I-580, and I-205 corridors. In addition, local population growth is translating into the need for additional retail and restaurants, both regional- and neighborhood-serving, as well as other services, such as education, medical, social services, and personal and household services.



## 9.2: ECONOMIC DEVELOPMENT GOALS AND POLICIES

The economic development goals and policies presented below are intended to serve as a guiding framework for decision-making regarding the Specific Plan area, relating to economic development issues, and will assist the City in ensuring quality development that generates additional local employment opportunities.

To maximize the potential of the Specific Plan area to strengthen the Brentwood economy through new business activity that will generate jobs in the area and expand the City's tax base, the City intends to take specific actions. These actions are included under the associated policy description. As appropriate, actions are recommended for the short-term (0-5 years), medium-term (6-10 years), long-term (11 plus years), or ongoing.

### **Goal ED-1: Preserve the Specific Plan Area as a Primary Employment Opportunity Area Within the City of Brentwood.**

This goal recognizes the area's unique qualities that include freeway visibility and access; potential light rail station and/or transit center; and large tracts of developable land that can accommodate a range of business needs.

#### **Policy ED-1.1: Focus high intensity employment and mixed-use residential development in the Transit Village designated area. (Ongoing)**

The City should direct higher intensity employment, such as offices, and higher density residential uses supportive of mixed-use development, such as apartments and condominiums, to the Transit Village area, so that these uses can support and benefit from the future transit station and potential light rail station. These uses are most likely to generate pedestrian traffic and transit ridership, and thus will benefit the most from being located near the future transit facilities.

#### **Policy ED-1.2: Direct lower-intensity employment to Employment Center Light Industrial designated areas. (Ongoing)**

The Employment Center Light Industrial designation is most appropriate for lower intensity employment uses, such as businesses that occupy light industrial and flex spaces. These uses are typically more auto dependent (and also need access for

trucks and equipment). These uses may also be those most likely to generate demand for space in the Specific Plan area in the short to medium-term, while demand from higher intensity employment generators may not materialize until later in the Specific Plan area’s development process.

**Policy ED-1.3: Direct moderate and higher density residential to the High Density Residential and Multiple-Family Very High Density Residential designated areas. (Ongoing)**

Moderate-density residential and stand-alone high density residential development should be directed to the High Density Residential and Multiple-Family Very High Density Residential-designated areas within the Specific Plan area. The City has imposed and will enforce minimum density development standards in these areas, best ensuring that the City can achieve the 2,000 residential units within the Specific Plan area that the MTC TOD policy threshold requires within a future station area.

**Goal ED-2: Develop the Specific Plan Area as a High Quality, Dynamic, Mixed-Use Environment for Businesses.**

While recognizing the employment focus of the Specific Plan area, the City will encourage mixed-use development. Housing and retail/services development will be ancillary to, and supportive of, the primary job-generating land uses. The Specific Plan includes land set aside for residential uses, with the intent of providing housing at residential densities high enough to help increase the supply of housing as job growth in Brentwood occurs, and diversify the City’s housing stock to provide increased alternatives to single-family housing oriented to homeowners. The City will not re-designate land in the Specific Plan area for low-density residential development, as these opportunities are provided elsewhere in the city.

**Policy ED-2.1: Establish a next generation business park. (Medium-Term)**

With locational assets including good highway access and improving transit access, Brentwood, and particularly the Specific Plan area, is a good location for a flexible space business park. This type of business park is sometimes called “next generation” because it can accommodate flexible uses from office to light industrial, and is not strictly a corporate or industrial park. Due to the city’s relative affordability for office and industrial space and for housing in the greater Bay Area, the city has the potential to

attract new and expanding smaller companies to locate from within the region. The likely focus will be businesses focused on the east Contra Costa County market area. The Specific Plan could accommodate the development of a “next-generation” business park, specifically in the areas designated for Employment Center Light Industrial adjacent to the future transit station. The park could be a privately-owned development or involve limited City participation as a sponsor or investor to spur economic activity.

**Policy ED-2.2: Expand neighborhood-serving retail and restaurants. (Short- to Medium-Term)**

With projected residential growth in the Specific Plan area, there will be additional demand for neighborhood-serving retail and restaurants. This will likely encompass convenience retail uses, such as small groceries, dry cleaners, specialty retail, and cafes and restaurants. These neighborhood-serving uses will be developed alongside the Transit Village high density residential development, but also be easily accessible via foot, bike, transit, and auto from other parts of the Specific Plan area. This area is anticipated to primarily serve the new residents and employees locating in the Specific Plan area with convenience retail and food and beverage outlets. If demand for housing continues, the need for this neighborhood-serving retail could occur in the near future.

**Goal ED-3: Prioritize Specific Plan Infrastructure to Develop Shovel Ready Employment Sites.**

Brentwood can establish a competitive advantage to accommodate growing local businesses and other businesses needing to relocate from other areas if the Specific Plan area can offer sites that are readily buildable and offer available infrastructure. This, along with the environmental clearance provided by an adopted Specific Plan and certified Environmental Impact Report, will position the City and its development partners to rapidly respond to businesses looking for a site in Brentwood. The City will undertake infrastructure planning and prioritize use of available funds to stimulate infrastructure development in the employment-designated areas of the Specific Plan area. This will include roadways, and bicycle and pedestrian infrastructure, to provide for convenient and safe internal circulation, as well as connectivity to other parts of the City of Brentwood, in addition to regional transportation infrastructure.

**Policy ED-3.1: Establish an infrastructure financing program for the Specific Plan area. (Short-Term)**

The City, in collaboration with landowners and developers, may develop and implement an infrastructure financing program for the Specific Plan area. As appropriate, the City could utilize tools such as formation of a Mello-Roos Community Facilities District to help finance installation of circulation and infrastructure systems, formation of an enhanced financing district, and/or establishment of a plan area fee program to collect funds for various public improvements of area-wide benefit. When selecting and developing a financing program, the City should strive to ensure that the program does not disproportionately place financial burdens on property owners prior to development of their property.

**Goal ED-4: Implement Economic Development Programs to Stimulate Economic Growth in the Specific Plan Area.**

In addition to providing development sites, infrastructure, and a high-quality mixed-use environment in the Specific Plan area that will be attractive to businesses and their employees, the City will implement economic development programs to market available sites in the Specific Plan area and provide assistance to existing and new businesses.

**Policy ED-4.1: Establish a City-wide Business Development Program. (Short-Term)**

This program will be responsible for implementing the city-wide economic development action plan being developed for the City. The business development program, operating as the City's economic development office, should include a business attraction and a business retention program. The business attraction program, which will involve marketing and outreach, should be developed in conjunction with the Contra Costa Economic Partnership and the California Office of Business and Economic Development. These agencies can help craft Brentwood's economic development message and target its resources, including matching City resources with resources from other agencies and organizations. Once Priority Area 1 targets are set, the new office should make promoting the Specific Plan area to business prospects a primary activity.

**Policy ED-4.2: Identify health care services as a targeted employment growth sector. (Short- and Long-Term)**

**Short-Term:** Brentwood is a growing community with increasing healthcare needs. The healthcare sector is the fourth largest industry sector in the city by number of jobs and there is a need for additional health care services in the short-term as the community continues to grow. The John Muir Health Outpatient Center is the largest healthcare facility in Brentwood, offering a range of services, including medical imaging, internal and family medicine, pediatric medicine, lab services, and urgent care. It is not a fully equipped hospital; however, and it does not have emergency services. One goal for the healthcare sector is the facilitation of continued expansion of health services in Brentwood as a whole, and the Specific Plan area in particular. This could involve attracting new healthcare facilities to the Specific Plan area, in addition to a small expansion of the John Muir Health Outpatient Center at its existing Balfour Road site that is now being considered.

**Long-Term:** If population growth occurs at the projected level, it is reasonable to assume there would be demand for a full-service hospital within a few years. Projected population growth in the Specific Plan area could be a significant part of new demand for healthcare services, along with growing demand from continuing residential development elsewhere in the city and surrounding communities. The Specific Plan area, with available land, good highway access, and improved transit access for employees, would be an ideal location for a new hospital and should be considered for a potential full-service hospital site that serves the community, whether developed by John Muir Health or another regional healthcare organization.

**Policy ED-4.3: Establish a business development center with co-working space. (Medium-Term)**

To support new, small businesses, the City of Brentwood should establish a business development center with co-working space to enable start-up businesses to share costs and services with other similar businesses. There are options for program models, including incubators, accelerators, or hybrid facilities, but this facility should provide relatively low-cost space, shared services, and access to business assistance available in the city and Contra Costa County. This could include the local Small Business Development Center (a program of the U.S. Small Business Administration) or a college or university-affiliated program. The

center could be part of the aforementioned next generation business park.

## **CHAPTER 10:**

# **Implementation and Administration**

This chapter describes the Specific Plan's implementation action plan, funding and financing strategy, and administration. The Specific Plan provides an exceptional opportunity for Brentwood to significantly expand its local job base and move towards a more balanced growth pattern that emphasizes local employment opportunities. In order to optimize and maximize the jobs-generating potential of the Specific Plan area, the City will need to work collaboratively with property owners and developers to foster the type of development envisioned by the Specific Plan.

New development will require a variety of improvements including those typically associated with site development, including infrastructure improvements needed to create sufficient capacity for the new development anticipated in the area as well as amenities that benefit the entire city. In order to achieve these improvements, a strategic, collaborative public/private approach to development will be required which builds on development opportunities to create value and enhance the potential for additional development and public investment. The City will undertake a number of programs and actions to implement the vision described in this Specific Plan.



This chapter is organized into the following sections:

- 10.1. Infrastructure Implementation Overview
- 10.2. Implementation Action Plan
- 10.3. Funding and Financing Strategies
- 10.4. Plan Administration

## 10.1: INFRASTRUCTURE IMPLEMENTATION OVERVIEW

Implementation of the Specific Plan will be a long-term project that will require collaboration between the City of Brentwood, property owners, and developers. Funding for required infrastructure improvements will represent a key challenge.

There are three broad categories of infrastructure improvements that will need to be implemented within the Specific Plan area in order to support future development.

- ▶ The **Primary Circulation and Infrastructure Network**, which comprise the streets identified on Figure 5.1: Primary Circulation Network and the associated utility improvements constructed within the street rights-of-way. These improvements will be included in the City's Capital Improvement Program, and the City will assume the lead on construction of these improvements, once funding and right-of-way are secured, in collaboration with stakeholders. Funding for these improvements is discussed later in this chapter.
- ▶ The **Conceptual Circulation and Infrastructure Network**, which comprises the streets identified on Figure 5.2: Conceptual Circulation Network and the associated utility improvements constructed within the street rights-of-way. These improvements include critical internal connections that will assist in ensuring that the entire plan area is developed as a cohesive and interconnected network of streets and utilities that facilitate multimodal transportation and utility services throughout the plan area. These improvements will be the responsibility of individual property owners and developers to construct, and the City will work collaboratively to assist with funding and financing tools.
- ▶ **Project-specific infrastructure improvements** will also be required in order to provide access, internal circulation, and utility connections to individual development projects as they are constructed. These improvements

will be the responsibility of individual property owners and developers and will not be constructed with City assistance.

The City will play a key role in the development of infrastructure to support buildout of the Specific Plan, by planning and designing infrastructure systems, providing a framework to allocate the burden for public improvements among various parties, leveraging private investments with available public funds, and providing tools to finance the necessary improvements.

### **Planned Public Improvements**

The Specific Plan area currently consists of mostly vacant, undeveloped land. Buildout of the residential, commercial, and industrial uses planned for the area will require the development of a full complement of public improvements, including roadways and other traffic infrastructure, utilities, landscaping, bicycle and pedestrian facilities, parks, and a fire station.

The City of Brentwood has developed estimates of the primary circulation and infrastructure network components required to support buildout of the Specific Plan area, as shown on Figure 5.1: Primary Circulation Network. The components comprise the public improvements that create benefits for the whole specific plan area, and which will not be the responsibility of any individual property owner and/or developer. This includes arterial street improvements (Heidorn Ranch Road and Jeffery Way), collector streets within the Specific Plan area (Lone Tree Plaza Drive, “A” Street, “B” Street, “C” Street, and Amber Lane), and associated curbs, gutters, and sidewalks; water and sewer lines, street lights, traffic signals, bicycle and pedestrian facilities, and roadway landscaping and irrigation. The current cost estimate for these improvements is approximately \$29 million. The improvements and their costs associated with their construction are described in Appendix C. The primary circulation and infrastructure network improvements and associated cost estimates are also included in Table 10.1: Implementation Action Plan.

In the future, as implementation proceeds, the City may make modifications to the public improvement program, to best support the successful buildout of the Specific Plan area.

## **10.2: IMPLEMENTATION ACTION PLAN**

This section comprises the Implementation Action Plan table, which summarizes the actions, improvements, and projects needed to achieve the Specific Plan’s goals and policies. The

timeframe in which each improvement should be addressed includes short-term (0-5 years), mid-term (6-10 years), long-term (11 plus years), and ongoing. The plan includes the following components:

- ▶ Identification of recommended actions, improvements, projects, policies, and programs
- ▶ Cost estimates for the improvements associated with the primary circulation and infrastructure network
- ▶ Prioritization and recommended timing of action items
- ▶ Designation of lead City departments and outside agencies for implementation of action items. The departments and agencies are abbreviated as follows:
  - City of Brentwood Departments
    - CD – Community Development
    - ED – Economic Development
    - P - Police
    - PW – Public Works
    - PR – Parks & Recreation
  - Outside Agencies
    - BART – Bay Area Rapid Transit
    - TDT – Tri Delta Transit
    - EBRPD – East Bay Regional Park District
    - ECCFPD – East Contra Costa Fire Protection District
    - CCTA – Contra Costa Transportation Authority

**Table 10.1: Implementation Action Plan**

Implementation Action		Cost Estimate	Priority	Responsibility	
				Lead	Support
<b>Land Use Regulation or Policy (LU)</b>					
LU-1	Update General Plan for consistency with the Specific Plan.	-	Short-term	CD	
LU-2	Update Zoning Code for consistency with the Specific Plan.	-	Short-term	CD	
LU-3	Utilize Specific Plan design guidelines.	-	Ongoing	CD	PW
LU-4	Outreach to business and property owners about how to use the Specific Plan.	-	Ongoing	ED	CD
<b>Circulation (C)</b>					
C-1	Coordinate with Tri Delta Transit on the initial construction of the transit center, a bus hub transit station and commuter parking and park and ride facility.	-	Short- to Mid-term	CD, PW	TDT
C-2	Coordinate with BART and Tri Delta Transit on the expansion of the transit center to include an eBART light rail platform, pedestrian facilities to access the platform, and additional commuter parking and park and ride facilities.	-	Long-term	CD, PW	BART, TDT
C-3	Update City street standards with new street classifications identified in Chapters 5 and 7.	-	Short-term	PW	
C-4	Construct Heidorn Ranch Road extension roadway improvements.	\$4,819,000	Short-term	PW	
C-5	Construct Jeffery Way extension roadway improvements.	\$4,094,600	Short-term	PW	
C-6	Construct Amber Lane roadway improvements.	\$1,842,500	Short-term	PW	
C-7	Construct Lone Tree Plaza Drive roadway improvements.	\$1,069,500	Short-term	PW	
C-8	Construct A Street roadway improvements.	\$1,212,000	Short- to Mid-term	PW	
C-9	Construct B Street roadway improvements.	\$4,568,840	Short- to Mid-term	PW	
C-10	Construct C Street roadway improvements.	\$2,540,000	Short- to Mid-term	PW	
C-11	Coordinate with property owners on the construction of streets that stub out from the Primary Circulation Network	-	Ongoing	PW	
C-12	Establish an enhanced pedestrian crossing on Jeffery Way at the Mokelumne Trail.	-	Short-term	PW	EBRPD
C-13	Coordinate with EBRPD on the improvement of the Mokelumne Trail between State Route 4 and Heidorn Ranch Road.	-	Short-term	PW	EBRPD

Implementation Action		Cost Estimate	Priority	Responsibility	
				Lead	Support
C-14	Coordinate with EBRPD on the construction of the Mokelumne Trail overcrossing of State Route 4	-	Mid-term	CCTA	EBRPD, PW
C-15	Complete on-street pedestrian and bicycle facility improvements associated with the primary circulation network	\$1,262,000	Short- to Mid-term, Ongoing	PW	
C-16	Coordinate with property owners on the construction of new off-street pedestrian and bicycle path and trails	-	Short- to Mid-term, Ongoing	PW	
C-17	Coordinate with property and business owners on the provision of adequate bicycle parking facilities	-	Ongoing	CD	
C-18	Develop and implement a wayfinding program for all modes of transportation.	-	Short-term, Ongoing	CD	PW
<b>Open Space (OS)</b>					
OS-1	Coordinate with property owners on the enhancement of Sand Creek as a linear open space.	-	Short- to Mid-term	CD	PR
OS-2	Coordinate with property owners on the adequate provision of open space throughout the Specific Plan area.	-	Ongoing	CD	PR
OS-3	Explore public/private partnerships for park maintenance.	-	Ongoing	PR	
<b>Infrastructure (I)</b>					
I-1	Complete water supply system improvements associated with the primary circulation network.	\$3,668,212	Short-term	PW	
I-2	Complete wastewater supply system improvements associated with the primary circulation network.	\$881,169	Short-term	PW	
I-3	Complete stormwater drainage system improvements associated with the primary infrastructure system.	\$2,192,079	Short-term	PW	
I-4	Monitor and make upgrades to the water and wastewater supply and stormwater drainage systems to ensure adequate service.	-	Ongoing	PW	
I-5	Coordinate with AT&T, Comcast, PG&E, and other utility providers on the adequate provision of service.	-	Ongoing	Developers and Property Owners	PW
<b>Public Services</b>					
PS-1	Construct a fire station in the Specific Plan area	-	Mid-term	PW	CD
PS-2	Ensure the adequate provision of solid waste service.	-	Ongoing	PW	
PS-3	Ensure the adequate provision of police, fire protection, and safety services.	-	Ongoing	ECCFPD, P	CD

Implementation Action		Cost Estimate	Priority	Responsibility	
				Lead	Support
<b>Economic Development (ED)</b>					
ED-1	Incorporate the Specific Plan's economic development goals and policies into the forthcoming City-wide Economic Development Action Plan.	-	Short-term	ED	
ED-2	Establish a City-wide Business Development Program.	-	Short-term	ED	
ED-3	Establish a business development center with co-working space.	-	Mid-term	ED	CD
ED-4	Establish a next generation business park.	-	Short-term, Ongoing	ED	CD
ED-5	Identify target businesses to attract to the Specific Plan area.	-	Short-term, Ongoing	ED	
<b>Funding (F)</b>					
F-1	Establish an infrastructure financing program for the Specific Plan area.	-	Short-term	PW	ED
F-2	Investigate feasibility of benefit assessment district, community facility district, enhanced infrastructure financing district, and other funding mechanisms.	-	Short-term	PW	ED
F-3	Apply for grants and secure funding to implement projects	-	Ongoing	CD, PW	ED
F-4	Include Specific Plan projects in the City's Capital Improvement Program	-	Ongoing	PW	CD

### 10.3: FUNDING AND FINANCING STRATEGIES

Various funding sources will contribute towards the cost of public improvements in the Specific Plan area. For the types of primary network infrastructure improvements mentioned above, which provide general or areawide benefit, it is necessary for the City to identify funding sources and financing mechanisms. For other types of infrastructure that more narrowly benefit specific properties, such as in-tract subdivision improvements, the property owner will be expected to directly fund and provide the necessary improvements.

Funding for primary network infrastructure can accrue on either a one-time basis (e.g., grants and payments from developers) or an ongoing basis (e.g., annual property assessments). This Specific Plan recognizes that there may be a mismatch between the timing for availability of funds from certain revenue sources and when it will be necessary to pay certain costs, so that public improvements can be developed and ready when needed to serve

new development. Often, it is necessary to “front load” development of public improvements, meaning that the improvements must be built in advance of the development that will ultimately benefit from them and generate the revenues that will help to pay for them. To address this, municipalities employ various debt financing tools to obtain necessary funds early in the development process, with the debt to be paid off over time by the development that is served. The following sub-sections outline various funding sources and financing mechanisms that may be utilized within the Specific Plan area. Ultimately, the necessary funding and financing for these improvements will be determined in a way that assures the most responsible and efficient use of resources. The final financing program will most likely be a combination of various financing methods and funding sources, and determined through negotiations with the property owners and developers of affected properties.

The following is a detailed discussion regarding the types of funding sources and financing mechanisms needed to finance the Specific Plan area public improvements.

## **Funding Sources**

### **Private Funding**

The ultimate improvements for the planned new primary circulation network roadways and infrastructure within the Specific Plan area may be partially installed and funded through developer payments or by them directly constructing and then dedicating the completed improvements. In the case of developer improvements that provide area-wide benefits, they may be partially reimbursable or fee creditable to some extent through the City’s Development Fee Program (see Development Fee Program) and Brentwood Municipal Code Section 16.130.040. For example, if developers are required to build a portion of an arterial or collector street, the portion of the cost associated with general benefits for the area could be eligible for reimbursement. When it is determined that such reimbursement is due, a development reimbursement agreement may be executed between the City and the developer. This agreement must be approved by the City Council before it goes into effect. Infrastructure that is the developer’s responsibility, as dictated by the project’s conditions of approval, is not eligible for reimbursement.

Priorities for exclusively privately funded improvements have not been established. When private property owners and developers



must construct improvements to support their projects, the City will encourage them to complete these improvements as soon as practical by tying milestones (e.g., grading permit issuance and building permit issuance) to completion of certain improvements.

### **Development Fee Program (also known as Facility Fees)**

The City of Brentwood established a Development Fee Program in 1989. The program sets forth the relationship between contemplated new development, facilities needed to serve new development (including, among other facilities, parks and trails), and the estimated costs of those improvements. The purpose of the fees, referred to as AB 1600 fees, is to finance municipal public facilities to mitigate the impacts caused by new development. These capital improvement “facility fees” are adopted pursuant to California Government Code Section 66000, et. seq. The Development Fee Program implements policies of the City’s General Plan, including the policy that “new development shall contribute its fair share of the cost of on-site and off-site public infrastructure and services. This shall include installation of public facilities, payment of impact fees, and participation in a Capital Improvement Financing Program (CIFP).”

The Development Fee Program is updated periodically and reviewed annually in conjunction with the development of the Capital Improvement Program (CIP) to ensure that required facilities are adequately funded and costs are apportioned to the various types of new development. The updated Development Fee Program information is used to determine the amount of fees available for the funding of proposed CIP projects, and will be amended to include some of the primary network infrastructure improvements identified for the Specific Plan area (as shown on Figure 5.1).

Brentwood Municipal Code Section 16.130.040(A) sets forth the parameters for reimbursing developers for constructing facilities determined by the City to have supplemental size, length, or capacity over that needed for the impacts of the private development.

### **Enterprise Fees**

The funding for all rehabilitation and replacement of existing facilities will come from various sources, such as enterprise fees. Enterprise fees represent those charges for the cost of providing self-supporting services such as water, wastewater and solid waste collection. These rates are established in conformity with Proposition 218 and other applicable laws and generally cannot

exceed the cost of providing the service. Rate studies are performed routinely to adjust the enterprise fees to accurately reflect the true cost of delivery of services and the ultimate planned infrastructure to serve the customers. These collected enterprise fees are reserved and restricted to only the service for which the fees are collected.

### **Development Agreements**

Structured negotiations between cities and developers are often conducted to obtain desired improvements in exchange for development rights. The extent to which a new project can contribute to the provision of infrastructure depends on the project's specific economics, including the relationship between development costs and the revenues that the developer would collect from either leasing or selling the completed development; the amount of funding to be provided through development agreements will have to be negotiated.

### **Grants and Other Funds**

Grants are available from a variety of public agencies and private foundations. However, issues such as authorization of funds, eligibility, and requirements for matching contributions are highly variable and require ongoing research to determine applicability and availability. Grant programs addressing pedestrian/bicycle transportation, recreational trails, roadway construction, infrastructure, and livable communities will be monitored as a source of funding for the Specific Plan area. Community Development Block Grant ("CDBG") funds may become available, either through application to the County or as Brentwood becomes an eligible entitlement city, and may be used for such expenses as infrastructure, acquisition of right-of-way, demolition, and clearance under certain circumstances.

Various federal, state, and regional grant programs distribute funds for public improvement projects. Because grant programs are typically competitive, grant funds are an unpredictable funding source. Grants and other potential sources include those described below.

#### **► Metropolitan Transportation Commission**

The Metropolitan Transportation Commission (MTC) is the transportation planning and financing agency for the Bay Area region. MTC updates the Bay Area's Regional Transportation Plan (RTP) every five years. Inclusion in the RTP is the way for transportation projects to be

eligible for state and federal transportation dollars, including One Bay Area grants; however, this is typically for projects of regional significance and benefit.

► **State and Federal Funds**

The City may pursue state and federal funding opportunities as they become available. Grant programs are typically very competitive, and this means that future grant funds are not a reliable funding source for Specific Plan implementation.

## **Financing Tools**

Typically, financing involves borrowing against a stream of future revenues by issuing bonds or other forms of debt. When financing public improvements, the bonds are most often repaid by the proceeds from a dedicated, recurring annual stream of assessment revenues or special taxes that are collected from property owners in the area that benefits from the new improvements. The bonds are most often secured through liens placed on the properties within the district; hence, the terms land-based, or land-secured financing are often used when describing these types of financing tools. As described below, these revenues can come from either a portion of the basic one percent ad-valorem property taxes paid by all non-exempt property owners, or through establishment of new assessments or special taxes that property owners must pay in addition to their ad valorem property taxes. This section provides an overview of several commonly-used financing tools that could be considered for implementation in the Specific Plan area.

### **Benefit Assessment Districts**

Property owners and/or businesses within a benefit assessment district agree to pay an additional property levy to fund improvements or services that specially benefit the property or business in the district. There is a range of authority for creating different types of benefit assessments, such as the Improvement Act of 1911, the Landscaping and Lighting Act of 1972, the Vehicle Parking District Law, Geological Hazard Abatement District, law and others. Depending on the authority used to establish the benefit assessment district, they may be able to fund such expenditures as property acquisition, development, and operation and maintenance costs for a wide range of facilities, such as streets, storm drains, sewers, streetlights, parks, open space, and landscaping. Assessment district formation is generally initiated either by petition signed by owners of the

property proposed to be assessed or by passage of a resolution of the City Council. After initiation, an engineer must study the proposed improvements, estimate costs, diagram the proposed district boundaries, and calculate a fair allocation of the benefit assessments among the benefitted parcels in direct proportion to the amount of special benefit each receives. The city must use other sources of revenue to pay for the general benefit, meaning the overall benefit to society from the infrastructure and services to be provided. After the engineer's report is prepared, a public meeting occurs and thereafter ballots are mailed to all affected property owners. Ballots are weighted by the amount each property owner must pay. If the ballots cast determine that the weighted majority of the voting property owners are in favor of the assessment then it may be imposed. Assessments are levied annually and appear on a property owner's property tax bill. Local officials can repay bonds with benefit assessments. Accordingly, cities can pay for up-front construction of costly improvements using bond proceeds, which can be secured by assessments on property within the district and repaid by property owners over time.

In Brentwood, the Capital Improvement Financing Program (CIFP) utilizes benefit assessment districts as a mechanism to cooperate with the development community to fund and finance construction community improvements including roads, and water, wastewater, and regional drainage facilities. Projects are typically financed using bonds backed by the annual assessments. Unpaid assessments are secured by liens against the participating properties.

### **Community Facility Districts**

State law (Mello-Roos Community Facility Act of 1982) enables local governments to establish community facilities districts in which a special tax is levied to generate money to pay for public improvements and services provided within the district. The district can also borrow money by issuing bonds or incurring other debt, which is secured with the annual special tax proceeds. Mello-Roos Community Facility District (CFD) formation may be initiated by the City Council or by property owner petition. Because CFD levies are considered a special tax, district formation requires approval of either two-thirds of the qualified electors. If there are at least 12 registered voters living in the area, then the qualified electors are the registered voters (except in circumstances where the special tax will never be levied on residential property). Otherwise, the qualified electors are the

owners of land within the district. As opposed to a special benefit assessment district, a special tax district does not have to allocate the burden of the levy among property owners strictly on the basis of proportional benefit, meaning there is greater flexibility to structure the levy to meet project funding needs.

### **Enhanced Infrastructure Financing Districts**

The Enhanced Infrastructure Financing District (EIFD) is a funding mechanism that was signed into law to serve as a post-Redevelopment tool, in September 2014. An EIFD is a separate governmental entity and its main purpose is to finance a wide array of public infrastructure projects and private facilities with “communitywide significance,” from parks and brownfield remediation to transit improvements and affordable housing. Unlike a Community Revitalization and Investment Area (CRIA), another relatively new funding/financing tool approved by State law, an area designated for an EIFD does not have to meet stringent qualifying criteria. An EIFD can be created by a city, county, or Joint Powers Authority to fund specific infrastructure and economic development projects as outlined in the Financing Plan. EIFDs can also leverage multiple funding streams to achieve these goals — including tax increment, assessment revenues, increases in Property Tax In-Lieu of Vehicle License Fees (ILVLF), fees, and other sources such as state and federal grants. An EIFD can be established without voter approval, and does not require an affordable housing set-aside. EIFDs can issue bonds, but they may not issue debt without a 55 percent vote of the District’s registered voters, nor can revenues be used to fund ongoing maintenance and operations.

An important consideration in the formation of an EIFD is how much revenue could be generated, based on the portion of the property tax increment that the City controls, and how much of that increment could be dedicated to infrastructure funding versus the amount that is needed to fund increases in ongoing General Fund operations and maintenance costs for various City services that the Specific Plan area will also need.

### **Financing the Specific Plan Preparation**

The cost to prepare the Specific Plan will be recovered by requiring new development to pay a General Plan Maintenance Fee, as outlined in the City’s Cost Allocation Plan and Schedule of City Fees. This fee will be paid upon application submittal.

### **Summary**

The discussion above identifies improvements, costs, funding sources, and financing tools that could be utilized to develop primary network infrastructure to support buildout of the Specific Plan area. Implementation of the Specific Plan will also require on-site improvements to be developed or constructed by developers or builders in conjunction with the improvements necessary to support their projects. Several funding mechanisms and tools have been identified that will assist in developing financing plans for the future improvements.

Factors that the City shall consider when prioritizing funding and selecting the techniques to fund and finance, and matching funding sources with individual improvements, include:

- ▶ Potential for improvements to serve as catalysts and facilitate development of a range of properties versus improvement projects that have more limited benefits.
- ▶ Required timing of improvements compared to location and anticipated rate of development and absorption of completed products.
- ▶ The beneficiaries of the planned improvements and the targeted sources of funding, including available grants.
- ▶ Feasibility of constructing improvements on a “pay as you go” basis versus the need for up-front funding and construction of certain improvements.
- ▶ Consistency with applicable standards and best practices for bond financing, including lien to value ratios, debt service coverage ratios, limitations on overall property owner tax burden, and diversification of the ownership base of participating properties.
- ▶ Integration of projects requiring public funding with overall citywide priorities.
- ▶ Preferences of a developer or individual landowners will be balanced with the overall requirements for efficient and equitable implementation of the Specific Plan.

#### **10.4: PLAN ADMINISTRATION**

The City of Brentwood Community Development Department is primarily responsible for the administration, implementation, and enforcement of this Specific Plan. This Specific Plan shall be reviewed, maintained, and implemented in a systematic and consistent manner.

## Project Review

Future development projects proposed within Priority Area 1 shall be reviewed for consistency with the design and policy standards established by this Specific Plan. Future projects shall also be reviewed for consistency with the adopted Brentwood General Plan, as the General Plan includes numerous policies and actions to ensure that future development within Brentwood minimizes potential environmental impacts and contributes to the quality of life envisioned by the General Plan.

## Environmental Review

A project-level environmental impact report (EIR) has been prepared to analyze the potential impacts associated with full buildout of the Specific Plan. The EIR identifies a range of performance-based mitigation measures, presented in the form of adopted General Plan policies and actions (and/or proposed Specific Plan policies and actions), that must be implemented by future development projects in order to reduce potential environmental impacts to the greatest degree feasible.

When future development applications within the Specific Plan area are received by the City, these projects will be reviewed for consistency with this Specific Plan, and shall be subject to conditions of approval in order to ensure that all relevant General Plan and Specific Plan policies and actions are incorporated into the project or otherwise properly implemented. For projects that are found to be consistent with scope of activities analyzed in the EIR prepared for the Specific Plan, and which properly implement all relevant policies and actions contained in the General Plan, additional project-specific CEQA analysis is intended to be streamlined. Future projects within the Specific Plan area would be subject to other City procedures such as those related to design and site development review, and conditional use permits.



This page left intentionally blank