



**Urban Land
Institute**

San Francisco
Serving the Greater Bay Area

BRENTWOOD

Priority Area One

TECHNICAL ASSISTANCE PANEL



Brentwood, California
October 21-22, 2019

About ULI

The Urban Land Institute is a global, member-driven organization comprising more than 46,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries, including over 2,300 in the ULI San Francisco district council (sf.uli.org). ULI San Francisco serves the Greater Bay Area with pragmatic land use expertise and education.

About ULI TAPs

The ULI San Francisco Technical Assistance Panel (TAP) Program is an extension of the national ULI Advisory Services program. ULI's Advisory Services panels provide strategic advice to clients (public agencies, nonprofit organizations, or nonprofit developers) on complex land use and real estate development issues. The program links clients to the knowledge and experience of ULI and its membership.

Since 1947, ULI has harnessed the technical expertise of its members to help communities solve difficult land use, development, and redevelopment challenges. More than 700 panels have been conducted in 12 countries. Since 1996, ULI San Francisco has adapted this model for use at the local level, assisting more than 31 Bay Area cities.

TAPs include extensive preliminary briefings followed by a two-day intensive working session in the client's community. A detailed briefing package and guided discussion is provided by the client to each TAP participant before the working sessions. In these sessions, ULI's expert panelists tour the study area either by bus or on foot, interview stakeholders, and address a set of questions proposed by the client about a specific development issue or policy barrier within a defined geographic area. The product of these sessions is a community presentation and final report. This report presents highlights of the panel's responses to the client's questions, as well as a diverse set of ideas and suggestions.

Technical Assistance Panel

Panel Chair

Patrick O’Keeffe, Special Adviser, Management Partners

Panel Members

Ryan Call, Principal, Director of Urban Design, ELS Architects

Nadine Fogarty, Vice President/Principal, Strategic Economics

Kelly Kline, Chief Economic Development/Land Use Officer at Mayor Sam Liccardo’s Office, City of San Jose

Jon Knorpp, Senior Managing Director, San Francisco Giants

Daniel Schaefer, Principal, BKF Engineers

Joel Devalcourt, Independent Consultant (TAP Report Writer)

Acknowledgments

City of Brentwood

Terrence Grindall, Interim City Manager/
Economic Development Officer

Casey McCann, Director of Community Development

Erik Nolthenius, Planning Manager

Peggy Berglund, Senior Analyst –
Economic Development

Joshua Ewen, Senior Analyst –
Economic Development

City Stakeholders

Mark Foley, BART Director, District 2

Ron Enos, PA-1 Property Owner and
Commercial Broker

Ron Nunn, PA-1 Property Owner
and Regional Developer

Amalia Cunningham, Economic Development
Manager–Contra Costa County

Sean McCauley, Brentwood Property Owner, Developer,
Entrepreneur

Natalie Hannum, Los Medanos College Dean of
Work Force and Ec. Dev.

Steven Aubert, Fire Marshal, East Contra Costa Fire
Protection District

Peter Engel, Contra Costa Transportation Authority

Jeanne Krieg, Tri-Delta Transit

Ray Rodda, Local Business Owner

Mark Tekin, Tekin & Associates, PA-1 Developer of
Commercial and Multifamily Residential

Michael Monaldo, Vice President, Facilities & Corporate
Real Estate, John Muir Health

Melrina Houser Maggiora, PA-1 Property Owner

Beth Lee, Airports – Real Estate/Ec. Dev. Contra
Costa County

Members of the City of Brentwood Youth
Commission

ULI San Francisco

ULI Staff

Michelle Malanca Frey, Executive Director

Natalie Sandoval, Senior Director

Adrian Garcia Hernandez, Associate

ULI TAP Committee

Frank Fuller, Co-Chair

Kara Gross, Co-Chair

Jessica von Borck, Vice-Chair

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Executive Summary

The city of Brentwood engaged ULI San Francisco (ULI SF) to convene a technical assistance panel (TAP) composed of multidisciplinary experts from around the Bay Area. The panel was asked to address the following questions provided by the city:

1. Draft a mission statement for Priority Area One (PA-1) based on the Specific Plan and insight from the city and stakeholder interviews. What balance of land uses is needed to create a complete community with an emphasis on job creation and what kinds of regulatory requirements are needed to give the flexibility to achieve this mission?
2. The city intends to construct backbone infrastructure to serve the site. Are there detailed design considerations and innovative concepts that we should pay attention to in developing the infrastructure and guiding the design of the layout and buildings?
3. What incentives are needed to spur this development and what is the most effective form they would take? Are value-capture techniques or infrastructure financing mechanisms likely to be effective and appropriate here?
4. How should the city engage the current property owners and stakeholders to become partners in this process?

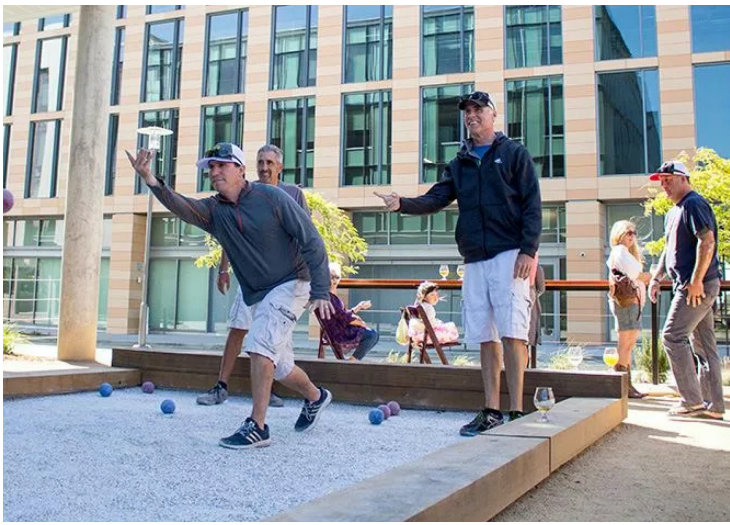
Following several months of preparation and a two-day on-site workshop with walking tours, stakeholder interviews, and panel deliberations, the TAP panelists proposed the following draft mission statement for consideration:

The mission of PA-1 is to enhance and incentivize good-quality local job opportunities while creating a complete community and serving as the premier gateway to Brentwood.

In addition to the mission statement, the panel made the following recommendations to address the city's questions:

- Focus early efforts on placemaking, intermodal connectivity, East Contra Costa BART (eBart) funding and design prioritization, and "rightsizing" infrastructure around the realities of the market and financing mechanisms.
- Balance uses throughout the site plan, remaining flexible to phasing, performance-based metrics, and multiple nodes of amenities and activity.
- Connect and unify by infusing local heritage and agricultural uses into public space and commercial/residential opportunities to create an authentic sense of place that speaks to local residents and the whole region.

This report provides details and suggested implementation strategies for each recommendation. These range from placemaking alternatives to focused infrastructure financing mechanisms. The purpose of both the recommendations and suggested implementation strategies is to provide the city and stakeholders very specific steps they may take to realize the potential for PA-1.



Credits: ULI panelists and staff (top left), BART (top right), Fieldwork Brewing, Bay Meadows (bottom)

Context¹

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 about 41 miles west of San Francisco, 22 miles east of Stockton, and 46 miles southwest of Sacramento. Brentwood is a 14.9-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. Between 1990 and 2019, Brentwood grew in population from 7,563 to 65,288.

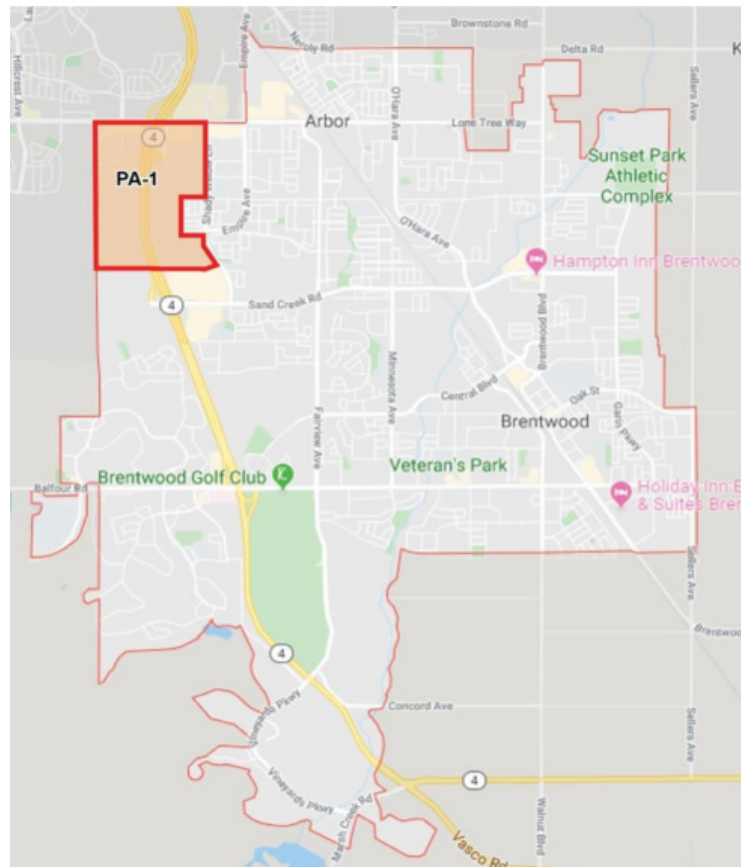
Contributing factors to population growth over the past three decades include the lower cost of housing in Brentwood compared to other San Francisco Bay Area communities and the continued expansion of jobs along the Interstate 580 and 680 corridors, including in the Livermore Tri-Valley and Concord/Walnut Creek areas. Those East Bay job centers, including Bishop Ranch in San Ramon and Hacienda Business Park in Pleasanton, allow East Contra Costa residents access to job opportunities, although many commute elsewhere in the Bay Area.

Over the past several decades, Brentwood has been transitioning from a primarily agriculture-based community to a more commercialized and thriving suburb within the greater San Francisco Bay Area. 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. The PA-1 Specific Plan process began in 2016 and was ultimately adopted by the Brentwood City Council on November 13, 2018, along with a Final Environmental Impact Report (EIR).

The Specific Plan area is about 431 acres in size and located in the northwestern corner of the city. About 63 acres of the Specific Plan area consists of public right-of-way and the

Mokelumne Coast to Crest Trail corridor. The remaining area, about 368 acres, is privately owned. About 75 acres within PA-1 is already developed, and 300 acres is undeveloped and primarily agricultural land that is still irrigated and under cultivation.



PA-1 location within the city of Brentwood.

Credit: ELS Architects



PA-1 land uses
Credit: City of Brentwood

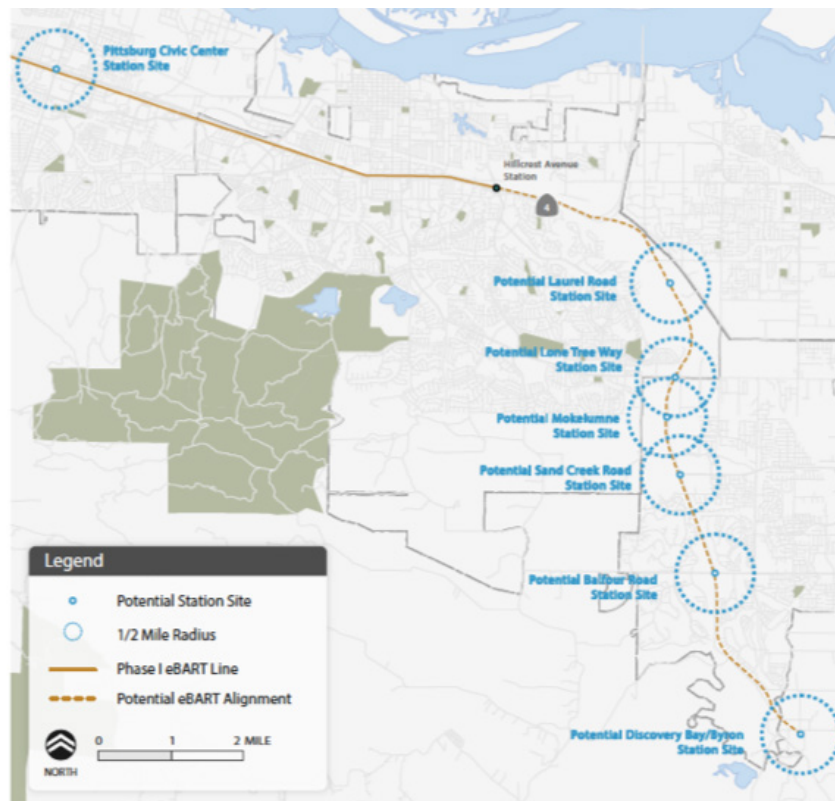
Transportation Access and Planned Expansion

Regional highway access to Brentwood 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 Discovery Bay and Stockton and the central valley to the east. The SR 4 Bypass Project was completed in 2018, expanding the highway to the southern border of the city.

Access to public transit has also significantly increased in East Contra Costa County with the East Contra Costa BART (eBart) extension to Antioch in 2018. In addition, local transit districts have expanded shuttle and bus service from East County to the BART system and other regional job centers to accommodate the commuter workforce population. The Phase I eBART project involved a 10-mile extension of BART service into eastern Contra Costa County. The extension used Diesel Multiple Unit (DMU) rail technology to extend eastward from the existing BART system at the Pittsburg/Bay Point BART Station in the median of SR 4 to Antioch, with a new Antioch Station at Hillcrest Avenue and a new infill station at Railroad Avenue in Pittsburg called Pittsburg Center Station.

The original eBART concept envisioned rail service extending into eastern Contra Costa County as far to the southeast as the Byron/Discovery Bay area, nearly 23 miles from the previous end of the line in Pittsburg/Bay Point. In 2014, BART released “The eBART Next Segment Study” that evaluated various station location alternatives to extend the DMU rail system within the median of SR 4 to a new terminus station in East Contra Costa County. Various factors, such as land use, ridership, parking, and cost, were considered about locating four stations within Brentwood city limits. Two of the identified potential station alternatives are located within the PA-1 Specific Plan area: the Lone Tree Way Station and Mokelumne Trail Station. The Mokelumne Station is estimated to add 4,700 total daily trips to the system, with daily trips estimated at 14,000—receiving the highest ridership estimates from any of the alternatives.

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.



“The eBART Next Segment Study,” 2014.

Credit: BART, City of Oakley, City of Antioch, Contra Costa County, Contra Costa County

Panel Assignment and Process

Brentwood requested assistance through the ULI Technical Assistance Panel Program to evaluate and provide recommendations for implementation of the PA-1 Specific Plan area. Brentwood envisions 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 in 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 links to other eastern Contra Costa County communities and the wider Bay Area region beyond.

The panel was asked to address the following questions provided by the city:

1. Draft a mission statement for PA-1 based on the Specific Plan and insight from the city and stakeholder interviews. What balance of land uses is needed to create a complete community with an emphasis on job creation and what kinds of regulatory requirements are needed to give the flexibility to achieve this mission?
2. The city intends to construct backbone infrastructure to serve the site. Are there detailed design considerations and innovative concepts that we should pay attention to in developing the infrastructure and guiding the design of the layout and buildings?
3. What incentives are needed to spur this development and what is the most effective form they would take? Are value-capture techniques or infrastructure financing mechanisms likely to be effective and appropriate here?
4. How should the city engage the current property owners and stakeholders to become partners in this process?

Beginning about a month before the two-day TAP, the panel reviewed the Briefing Book and other documents provided by the city. On day one of the TAP, city staff led the panelists on a tour of PA-1. The panel then met for briefings and interviews with representatives from the city as well as stakeholders

from the community and businesses (a full list of stakeholders and city staff can be found in the Acknowledgments). The afternoon was a closed-door session dedicated to further research and the formulation of recommendations.

On the second day of the TAP, the panel reconvened for further deliberations and to finalize its findings and recommendations, which were presented at a public meeting in City Council chambers. This presentation was attended by local citizens, members of business and community groups, and city government representatives including the City Council and Planning Commission.



TAP panel site tour.
Credit: ULI panelists and staff



TAP panelists at work and public presentation.
Credits: ULI panelists and staff

Panelist Site Tour: What We Saw

The following images from the panel's site tour in Brentwood are representative of what caught the panel's attention and helped spur conversations about placemaking, history, and the strengths and challenges for future development. Most of the images are taken at the edge of the Lone Tree Plaza commercial center, which is at the northern edge of PA-1.



Brentwood TAP site tour of PA-1.
Credits: ULI panelists and staff

Stakeholder Interviews: What We Heard

The panel split into small teams to meet with city stakeholders, including members from a variety of civic and business groups, to better understand a range of perspectives, experiences, and proposals from the various stakeholders.

The questions included inquiries into what the stakeholders felt was the character of Brentwood and opportunities for development and jobs in PA-1. Stakeholders were also asked about what they thought worked well and where opportunities existed for improvement. The panel heard from the following stakeholder groups:

- City of Brentwood staff;
- Contra Costa Transportation Authority;
- County departmental staff;
- Commercial brokers;
- Consultants;
- BART director;
- Business owners;

- East Contra Costa Fire Protection District;
- Local corporations and educational institutions;
- Local developers;
- Property owners; and
- Youth Commission members.

From listening to the stakeholder groups, the panel identified several themes and categorized the feedback as “wants,” “assets,” and “concerns,” as shown in the table. Stakeholders clearly wanted unifying themes in PA-1 that would draw on Brentwood’s agricultural heritage and create new opportunities for housing and commercial diversity in the city. Stakeholders were concerned about the uncertain future of transit and mixed-use development in the area and the negative quality-of-life impacts resulting from long commutes and current development patterns.

Wants	Assets	Concerns
<ul style="list-style-type: none"> • Vision and focus • Jobs for Brentwood residents • Incentives and flexibility for development • More housing and density • Reference to agricultural history • Unifying elements for development 	<ul style="list-style-type: none"> • Potential of eBART • Good relationship among property owners • Limited number of property owners • Brentwood’s agricultural history 	<ul style="list-style-type: none"> • Uncertainty of eBART • Unrealistic PA-1 plan • Disjointed nature of existing development patterns • Lack of office demand • Terrible commute options

SWOT Analysis

Based on the context, the site tour, and stakeholder input, the panel performed a SWOT analysis. SWOT stands for Strengths, Weaknesses, Opportunities, and Threats and is a strategic planning technique that identifies factors that support or get in the way of reaching a goal. Factors may be internal or external.

- Strengths are characteristics that provide an advantage in reaching a goal.
- Weaknesses are characteristics that get in the way of reaching a goal.
- Opportunities are elements that could be exploited for advantage.
- Threats are internal or external factors that may cause trouble and hinder reaching an objective.

Strengths

Brentwood's location has many strengths, particularly with its beautiful California location at the base of Mount Diablo, offering a high-quality local environment with a strong agricultural heritage and identity. PA-1 is located directly adjacent to SR 4 and has good visibility as a gateway to the city of Brentwood. In addition, PA-1 has the following strengths:

- The potential for eBART expansion to arrive in Brentwood;
- Willing landowners (long term and invested) and a local commitment to development; and
- Strong/educated workforce.

Weaknesses

Brentwood suffers from a weak commercial market, including retail vacancies within and surrounding PA-1. In addition, Brentwood has limited demand for commercial/office development and is at a disadvantage compared to other office markets in Contra Costa County, which offer better access to the regional workforce. Although PA-1 plans for higher density, there is currently limited residential diversity and very few existing multifamily developments. And while Brentwood may welcome eBART in the future, currently funding for an extension is very limited and the area lacks public transit. In addition, PA-1 has the following weaknesses:

- PA-1 development is limited by the current Sand Creek Road connectivity and is bisected by utility easements.

- Brentwood is not likely to attract a four-year university or a major health care campus in PA-1, given the location of John Muir outside of PA-1 and competition from other educational and health care institutions in Central and East Contra Costa County.

Opportunities

Brentwood has significant opportunities to build on its agricultural heritage to create a sense of place that provides a gateway to the city and the surrounding farms. With "ag-oriented" placemaking and tourism, PA-1 can build on existing land uses and job sectors as the commercial and residential markets evolve in the area. By coordinating land use and transportation with other East Contra Costa jurisdictions, Brentwood has the potential to leverage significant assets for a future multimodal transit village. Other opportunities include

- Improving feasibility for multifamily housing;
- City commitment to road and utility infrastructure;
- Existing utility easements that offer public space amenities; and
- New fiber-tech expansion through eBART.

Threats

Brentwood faces a variety of threats to the success of PA-1 as a regional job center. The potential for eBART expansion is contingent on layering multiple local funding sources and the fate of a potential 2020 transportation measure, which includes \$100 million for transit extension. The previous transportation Measure X-2016 failed to reach a two-thirds vote required for passage so there is no guarantee that voters will support a significant portion of the funding necessary for another extension of eBART. Significant regional competition also exists from other major commercial/office centers such as Bishop Ranch and future mega-development projects like the Concord Naval Weapons Station that will not reach buildout for decades. This is compounded by limitations on current county fire services and uncertain funding for expanded fire protection in the context of growing concerns about the potential for catastrophic damage from wildfires. Other threats include the following:

- Lack of public ownership of major parcels in PA-1 to assist with implementation;
- Limited office market demand and weakening suburban

retail economy;

- Lack of circulation/access for southern portion of PA-1 from Sand Creek Road;
- Quality-of-life challenges (commute times, etc.); and
- Competing uses with agricultural land in and around the city.

Panel Assessment and Recommendations

Based on the questions provided by the city of Brentwood, the panel organized its recommendations around the following categories:

1. Mission Statement;
2. Design and Infrastructure;
3. Incentives and Financing; and
4. Partnerships.

1. Mission Statement

Synthesizing all of the information gathered along with follow-on analysis and discussion, the panel developed the following proposed **mission statement** for consideration:

The mission of PA-1 is to enhance and incentivize good-quality local job opportunities while creating a complete community and serving as the premier gateway to Brentwood.

The panel fleshed out this mission statement with the following **recommendation framework** to guide specific actions Brentwood should consider for future planning and development activities in PA-1:

- PA-1 will focus early efforts on placemaking, intermodal connectivity, eBART funding and design prioritization, and “rightsizing” infrastructure around the realities of the market and financing mechanisms.
- PA-1 will balance uses throughout the site plan, remaining flexible to phasing, performance-based metrics, and multiple nodes of amenities and activity.

- PA-1 will connect and unify, infusing local heritage and agricultural uses into public space and commercial/residential opportunities to create an authentic sense of place that speaks to local residents and the whole region.

2. Design and infrastructure

Recommendation 2a: Brentwood should “rightsize” investments and provide “just in time” infrastructure to create as much flexibility as possible to attract the employers of tomorrow.

Office parks are a model in transition. National trends—compounded by regional competition within Contra Costa County alone—pose challenges for Brentwood’s current plans to attract large employers to East Contra Costa. PA-1 has the potential to draw commercial office development over the next few decades, but plans to capture this market will require updated infrastructure tailored to the needs of specific users that will emerge over time. Regional and national trends in office development are transitioning to walkable lifestyle communities that combine recreation, housing, entertainment, shopping, and dining amenities all within a short walk of the workplace. These designs aim for a sense of place and several nodes of activity to draw residents, employees, and the broader public. A local example is the redevelopment of Bishop Ranch’s expansive surface parking to accommodate significant residential development and downtown attractions.



Office parks, then: Dominated by parking lots and lacking activity, walkability, and a sense of place.
Credit: Mark Hogan/Flickr (left); Google Earth Pro (right)



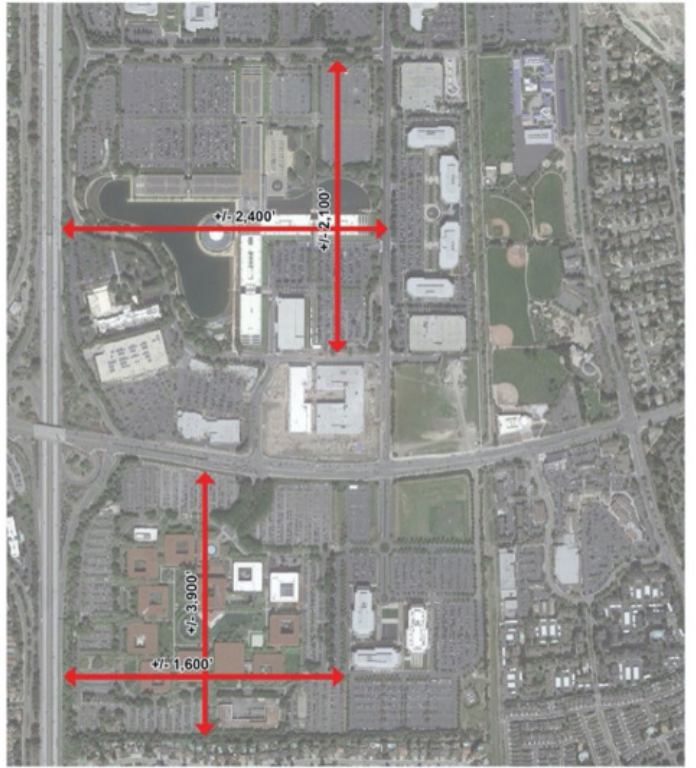
Office parks, now: Large employers are investing in active, complete communities that offer a variety of amenities.
Credit: Fieldwork Brewing-Bay Meadows (top); Natalia Nazarova (bottom); Lake Flato Architects (right)

By comparison, PA-1 is similar in size to all of the phases of Bishop Ranch, which continues to develop and evolve even after five decades of growth (as shown in the City Center Master Plan on the following page), with new retail and residential uses supplementing office uses. Investment in infrastructure should be phased over the long term to serve development as it occurs, as opposed to being provided up

front to “set the table” for uncertain development. Roadways and underground utilities should not be built early in the process, but rather “just in time” to serve new employment and/or other uses. These infrastructure investments and upgrades will need to be “rightsized” to organically evolve from master-planning activities that may take decades to develop.



**PA-1 STUDY AREA
BRENTWOOD, CALIFORNIA**



**BISHOP RANCH
SAN RAMON, CALIFORNIA**

A size comparison of PA-1 to Bishop Ranch in San Ramon, California.
Credit: ELS Architecture



Bishop Ranch Master Plan, San Ramon, California.
 Credit: City Center Mixed Use Master Plan, City of San Ramon

Recommendation 2b: The city of Brentwood should conduct a targeted market and workforce analysis that will detail employment sectors that match Brentwood residents and whether there are opportunities to attract employers to create a local jobs-housing balance.

Any strategy for the city of Brentwood to focus local economic development on balancing the jobs and housing imbalance needs to begin with analysis of the local workforce and

near- and long-term real estate market potential. This will help determine the likelihood of attracting employers that could provide the desired employment opportunities. A comprehensive market analysis and evaluation of the broader workforce will help identify employment trends and target specific industries and sectors. In particular, the analysis might explore the possibilities to attract finance, insurance, real estate (FIRE) employers, which represent Brentwood’s largest employment sector.

Recommendation 2c: The city of Brentwood should pursue commercial and multifamily residential opportunities that connect residents to an authentic agricultural experience.

The Brentwood brand is infused with a unique agricultural history. Current uses in PA-1 include a significant amount of productive, irrigated agriculture. Future residential and commercial development should be enhanced with continued agricultural land uses, drawing both local

and regional residents, tourists, and employees with the authenticity of the local agricultural heritage. Examples of this type of agriculture-oriented residential development include the Cannery (Davis) and Agrihood in Santa Clara, California. Opening in 2014, the Cannery has won the Pacific Coast Builders Conference Gold Nugget Grand Award for Best on the Boards Site Plan (2014) and for Residential Housing Community of the Year – Masterplan (2016).



The Cannery, Davis.
Credit: David Lloyd, SWA Group



Agrihood, Santa Clara.
Credit: Steinberg Hart Architects

Recommendation 2d: The city should study the feasibility of an “Ag-Experience Center,” drawing on local ideas, agricultural heritage, and Brentwood products to generate both agricultural tourism and clustering to support the local agricultural sector.

Previous economic development analysis for the city of Brentwood recommended enhancing agricultural tourism based on local history and current fresh and processed agricultural products. According to the City of Brentwood’s Economic Development Strategy (2018), “Brentwood has a strong agricultural heritage that is still active. The city is bordered on the south and east by the county’s agricultural core, which consists of 11,000 acres of prime agriculture land that is actively farmed. Family-owned farms in the Brentwood area attract approximately 180,000 visitors annually from around the Bay Area and throughout Northern California to pick fresh produce, including peaches, cherries, figs, corn, and other specialty crops, during the u-pick season.”²

Stakeholders provided the panel with ample ideas to generate opportunities building upon this heritage, including innovative ways to capture and promote Brentwood’s existing agricultural assets. The idea for an “Ag-Experience Center” that would showcase the “Best of Brentwood” and build off existing proposals for agricultural distribution and processing hubs to include event centers, retail and direct sales for local farms and artisans, light manufacturing, and spaces for additional cluster industries resonated with the panel. A launching point for the retail experience is Cornerstone in Sonoma County, which presents itself as “a wine country marketplace featuring a collection of world-class shopping, boutique wineries and tasting rooms, artisanal foods, art-inspired gardens, live music, and home to Sunset’s Gardens + Outdoor Test Kitchen.”



Cornerstone, Sonoma.
Credit: www.cornerstonesonoma.com/gardens



Recommendation 2e: Create “agri-scapes” throughout PA-1 as placemaking landscape features to connect neighborhoods to agricultural heritage.

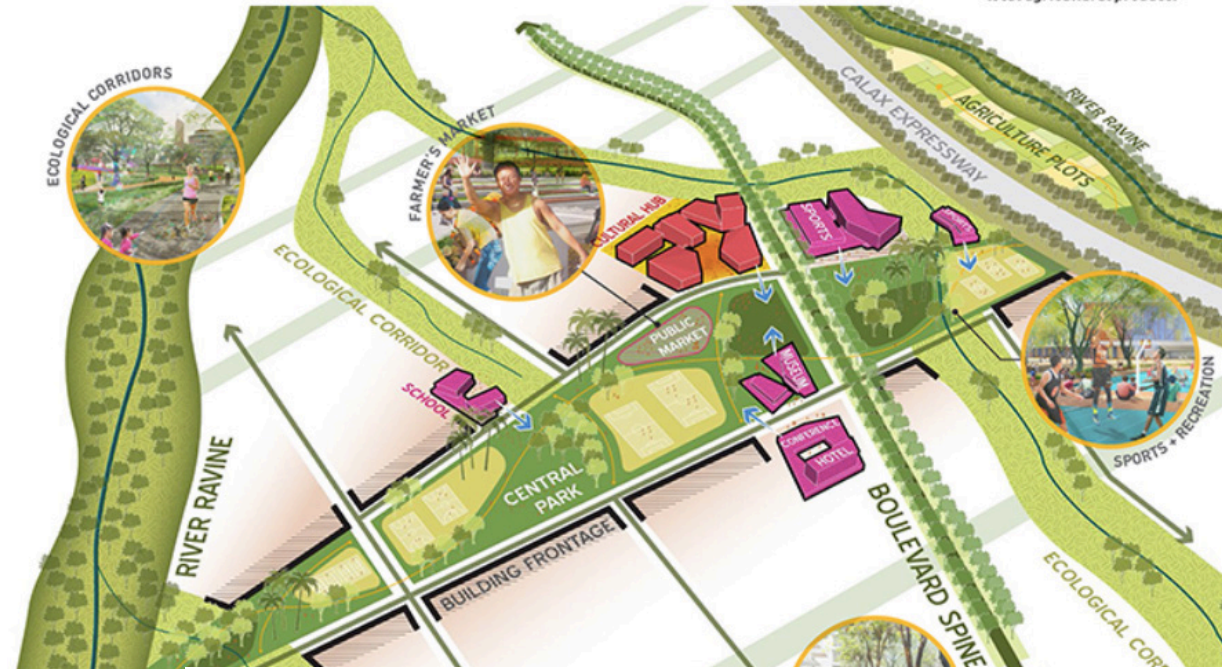
Maintaining productive, irrigated agriculture along key corridors throughout PA-1 will enhance the visual gateway to Brentwood and provide important connective fabric for PA-1’s unique sense of place and brand. This may also serve as an important interim land use while development moves along at different paces. While urban farming and agrihoods are moving forward at the neighborhood level, agri-scapes can activate larger areas to link communities and add unique visual and productive elements that would otherwise disappear from an area with generations of agricultural cultivation.

Brentwood could work with landowners, local farmers, and landscape architects to advance this idea. One such firm, Sasaki Associates, provided a master plan for large-scale agri-scapes in the Philippines. Its design featured agricultural areas along expressways and connected to local markets and open spaces for community recreation. Designs even created walkable streetscapes that tied into mentoring programs and employment opportunities for the next generation of farmers.³

INTERCONNECTED LANDSCAPE SYSTEMS

PUBLIC REALM STRATEGY

Preserves and integrates natural river and ravine corridors with active, community driven spaces and markets where farmers can sell local agricultural produce.



NEW FORMS OF LIVING

POLLINATOR PATHS



Ananas New Community, Philippines.

Credit: Sasaki Associates.

Recommendation 2f: The city of Brentwood should reengage the broader community to define a “public space framework” for PA-1 that will guide early public infrastructure investments, placemaking, and future master-planning activities.

Creating a public space framework is a critical next step. One of the main concerns the panel heard from stakeholders was the lack of a sense of place in Brentwood. The PA-1 Specific Plan paints with a broad land use brush, appearing to separate land uses in ways that may hinder flexible development and provoked some landowners to publicly claim their land would remain as agricultural in perpetuity. To build public and private support for this area’s distinct development opportunities, the city of Brentwood should reengage the community in generating ideas for a public space framework. This will excite residents about the future of Brentwood, define a sense of place, and encourage creative uses that will bring activity, visibility, and investment to propel the plan forward. This continued effort will help generate public support as development arrives in PA-1.

Recommendation 2g: PA-1 needs to create “front doors” to the site to enhance multi-modal regional connectivity.

PA-1 is situated between two freeway access points, but it is not ideally situated to take advantage of either. Featuring public investments near Lone Tree and Sand Creek will help draw activity to the area. In particular, the city needs to plan for additional connectivity from the southern end of PA-1 to Sand Creek Road (located outside of PA-1). This will allow better circulation throughout the planning area and contribute to the quality of the commercial opportunities in PA-1.

Another way to open the northern “front door” of PA-1 would be to consider the possibility of a second-generation redevelopment of the existing Lone Tree Plaza into commercial office/retail/residential flex uses as we recommend throughout PA-1. A significant portion of the Lone Tree Plaza shopping center is dedicated to surface parking. This blocks future activity through to PA-1, especially since connectivity to PA-1 is limited from the north by private street access. With redevelopment of the Lone Tree Plaza, PA-1 would benefit from compatible surrounding land uses, as well as opportunities for better public access via Canada Valley Road.

Recommendation 2h: Consolidate the BART parking to open more opportunities for placemaking on the east and west sides of SR 4.

Locating the transit center and parking on the east side of SR 4 will give Brentwood residents (located primarily east of the freeway) better access to transit. In addition, this will improve opportunities to create a seamless mix of land uses on the west side of the freeway that are not disrupted by surface parking. Pedestrian access to the BART platform could be through an elevated platform from both sides of SR 4 similar to the West Dublin/Pleasanton Station.

Recommendation 2i: Focus placemaking opportunities around the Mokelumne Trail and enhance connectivity and public activity to the southern end of PA-1.

One of the first public investments in PA-1 will be the Mokelumne Trail and bridge project. This investment should continue to be a focal point for community activity and placemaking. As an example, the Iron Horse Trail has become a part of the Hacienda Business Park in Pleasanton, California, offering community recreation and multimodal commuter opportunities.



Hacienda Business Park connects with the Iron Horse Trail, which stretches 32 miles between Contra Costa and Alameda counties. Credit: Hacienda Business Park

Recommendation 2j: Land uses should be flexible and create complete communities that will activate PA-1 for residents, employees, and visitors.

While there are countless potential alternative public space frameworks to design, the panel chose to focus on two potential alternatives to illustrate the importance of flexibility and placemaking. Additionally, the panel provided two correlating land use examples to serve as a starting point for future master-planning activities that could define decades of infrastructure improvements and residential/commercial growth in the area.

To illustrate these recommendations, the panel provides two initial ideas (**Alternative 1** and **Alternative 2**) that could frame future community engagement to detail placemaking and mixing land uses.

Alternative 1: Diagonal Public Space Orientation

Signature open space is angled to visually and physically connect the northern project gateway at Canada Valley Road to the Mokelumne Trail with sight lines to a southern entry at Heidorn Ranch Road. The Ag Experience Center could be located at the northern end of the public framework to enjoy sight lines and gateway presence from all directions, including freeway exposure.

The central gravity of this alternative focuses on parcels in the center of the study area with recreational and residential uses connecting directly to the Mokelumne Trail. The parcels closer to the northern and southern entries, which are the primary access points from SR 4, will tend toward commercial development and jobs-focused land uses.

Alternative 2: Vertical Public Space Orientation

In this alternative, the public space framework still provides the core element to the residential uses, but it also allows more diversity of housing types and increased density. The primary large parcels with commercial land use are oriented toward SR 4 for maximum exposure to the freeway from north to south.

The freeway orientation of the commercial uses gives space for enhanced agri-scape features to celebrate the Brentwood brand. The Ag Experience Center would be located in the southern portion of PA-1 next to the Sand Creek freeway exit, which would benefit from close proximity to a proposed hospitality site.



Alternative 1: Diagonal Public Space Orientation



Alternative 2: Vertical Public Space Orientation

In both diagrams, the red arrows show the different ways of accessing the project area from the freeway. The blue arrows indicate freeway exposure for adjacent land uses. The green arrows show areas with pedestrian-friendly connectivity to the Mokelumne Trail. The gray color indicates each individual block area. And the green color shows signature open spaces.

POTENTIAL LAND USE MIX



Alternative 1: Diagonal Public Space Orientation



Alternative 2: Vertical Public Space Orientation

In both diagrams, the potential land use mixes are intentionally simplified to allow more development flexibility. The orange areas could be *flex residential* with other uses allowed. The purple areas could be *flex workforce* with other uses allowed. And the gold areas could be oriented towards *hospitality* and *tourism*.

3. Incentives and Financing

Recommendation 3a: The city of Brentwood should investigate the feasibility of value-capture financing mechanisms to assist in funding for public open spaces and hard infrastructure.

Community facilities districts (CFDs) are special taxing districts commonly used in California to fund a variety of infrastructure projects that serve new development. Indeed, the city of Brentwood has four active CFDs, spanning as far back as 2002.⁴ The city should explore the potential feasibility of a CFD in all or part of PA-1; however, this strategy could more likely be implemented once development proposals are moving forward.

The relatively recent creation of enhanced infrastructure financing districts (EIFDs) has led to great interest from local

jurisdictions, but few examples of their implementation exist to date. This mechanism would capture incremental growth in property tax revenues generated within the district over time, which the city could use to reinvest in needed public infrastructure to enable development. Because it is not an additional tax (and therefore does not require a vote of property owners), an EIFD provides greater flexibility and broader authority for funding a wide array of infrastructure and transportation projects. The city of Brentwood should explore the option to use an EIFD as a way to show commitment to encourage development in the area and to incentivize property owners to agree to use of the EIFD mechanism. An EIFD could also be considered as one way to help contribute, potentially along with the county, to funding transit improvements such as the future eBART extension.

CASE STUDY: MISSION ROCK, SAN FRANCISCO



Credit: Port of San Francisco

Community facilities districts are keeping up with the times, providing flexible funding for infrastructure needs. The city and county of San Francisco established the Mission CFD in 2018. It will provide a funding mechanism for resiliency infrastructure to help adapt to sea-level rise along the waterfront. Infrastructure would primarily protect against major flood events that could threaten the area well into the next century.⁵

CASE STUDY: LA VERNE, LOS ANGELES COUNTY



Credit: https://foothillgoldline.org/cities_stations/la-verne/

The city of La Verne recently adopted an EIFD near its future Metro Gold Line light-rail station. The EIFD is intended to help pay for upfront infrastructure improvements—estimated at \$33 million—in order to stimulate transit-oriented development around the station. Fourteen projects would be funded, including utility upgrades, undergrounding of overhead utilities, street improvements, pedestrian connectivity, and aesthetic improvements such as landscaping and lighting upgrades.⁶ The city is in discussion with Los Angeles County, which may also contribute tax revenues to the district.

Recommendation 3b: Use all impact fees generated from commercial and residential development within PA-1 to fund additional PA-1 infrastructure, particularly for multimodal transportation and connectivity.

All new development in PA-1 will pay impact fees. We recommend that the City of Brentwood update the Development Fee Program to utilize the impact fees generated from residential development in PA-1 to pay for infrastructure for future commercial and residential development within the boundaries of the planning area. Those fees should be earmarked for future infrastructure investments in PA-1 so that they maximize returns for the city and developers who will benefit from having public improvements and better circulation. As an example, we recommend looking to the City of Fremont's use of transportation impact fees in the Warm Springs/South Fremont Community Plan.

In addition, Brentwood may consider using future master plans generated in coordination with private landowners and developers to address further infrastructure needs and mechanisms for generating and obligating impact fees in PA-1.

Recommendation 3c: Seek additional state and federal grants to close the funding gap for the Mokelumne Trail bridge.

Although a significant portion of the trail funding is secured, the city of Brentwood should pursue every possible funding opportunity from the state and federal governments to close the remaining gap. This strategy will pay dividends because the trail will serve as a community connector and focal point for placemaking and the public space framework.

Recommendation 3d: Coordinate local and regional advocacy to secure the city of Brentwood’s current Priority Development Area (PDA) application.

The city of Brentwood has already submitted its application to make PA-1 a PDA. To leverage regional and state resources for transit and infill development, elected leaders and the city of Brentwood should ensure that the PDA is approved by the Metropolitan Transportation Commission and Association of Bay Area Governments. Following approval, the city of Brentwood should maximize infill resources and grants from the Strategic Growth Council, Infill Infrastructure Grants,⁷ and other regional/state sources.

Recommendation 3e: Leverage existing RM3 funds and prioritize CCTA sales tax funds for East County Transit extension.

The extension of transit beyond the Antioch Hillcrest station has already secured \$15 million from the voter-approved Regional Measure 3 (RM3). The city of Brentwood should work to maximize this initial public investment and build support within the subregional transportation agency, TRANSPLAN. In addition, the city should educate local residents and stakeholders about the potential 2020 Contra Costa Transportation Authority (CCTA) sales tax measure in Contra Costa County, which would provide \$100 million for transit in East County.

4. Partnerships

Recommendation 4a: The city of Brentwood should take a leadership position to secure future transit extension to the city and lobby aggressively for funding, particularly for eBART to PA-1.

The eBART extension to Antioch was funded by 10 different sources of public financing (listed below), including three voter-approved transportation measures (RM1, RM2, and Measure J). The aggressive push for the extension took decades of political negotiations and effective partnerships with local, county, and regional stakeholders. Brentwood now needs to lead the charge to promote public transit if there is a chance to secure the nearly \$300 million required to pay for another eBART extension beyond Antioch Hillcrest Station.

eBART funding for current extension to Antioch Hillcrest⁸

The total cost of the project was \$525 million. Funding came from the following sources:

\$140,600,000 - Contra Costa's 2004 transportation sales tax Measure J.

\$111,500,000 - AB 1171 Bay Area bridge toll funds

\$96,000,000 - Regional Measure 2

\$63,800,000 - Regional Measure 1

\$51,000,000 - Proposition 1B

\$35,000,000 - East Contra Costa Regional Fee and Finance Authority (ECCRFFA)

\$5,250,000 - State Traffic Congestion Relief Program (TCRP)

\$5,200,000 - BART

\$4,800,000 - City of Pittsburg

\$11,691,000 - Other

Recommendation 4b: Revise the PA-1 implementation plan with ongoing landowner participation.

This process should engage landowners in the best ways to collaboratively realize the potential for a mix of land uses in PA-1. Brentwood should regularly convene development stakeholders to refine plans for implementation and phasing. This process should engage landowners in creative exercises to realize the potential for a mix of land uses, particularly on parcels west of SR 4. The city should be committed to realizing the buildout of PA-1 through a flexible and iterative master-planning process.

Implementation Recommendation Timeline

The panel recommends the following short-term, medium-term, and long-term implementation steps to advance opportunities in PA-1.

Short term (12 months)	Medium term (1–5 years)	Long term (5+ years)
<ul style="list-style-type: none"> • Market and workforce analysis • Build eBART partnerships • Identify and prioritize available transportation funds • Landowner stakeholder meetings • Public space framework • Conduct feasibility analysis for “Ag Experience Center” • Planning for connectivity to Sand Creek Road 	<ul style="list-style-type: none"> • Master Plan and development agreements • Conceptualization of infrastructure finance district • Jeffrey Road and Mokelumne Trail completion • First phase residential development to support commercial/office 	<ul style="list-style-type: none"> • Public space improvements • “Ag Experience Center” construction, if feasible • Recalibrate plans based on market conditions • Commercial, office, and residential development • eBART extension

Focus public efforts in short-term on ongoing stakeholder engagement and shaping the public space framework for PA-1.

As mentioned throughout this report, it is imperative that the City of Brentwood shape the public space framework for PA-1. This will help to brand the unique location and shape investment potential for residential and commercial development. Engaging a broad set of stakeholders frequently will help to build a shared vision for the area and enhance the public’s opportunity to shape the identity of Brentwood well into the future.

Incorporate recommendations from the Design and Infrastructure section of this report into individual master plans with interested landowners/developers.

As interest from landowners and developers grows in PA-1, it will be important to maintain a clear path for implementing the public space framework through individual master plans within the planning area. This will provide incremental steps towards realizing the vision for the area, as well as illuminate the jobs-housing balance for PA-1 at a more granular level. As we recommend throughout this report, the goal of development in PA-1 should aim for the realization of a complete community with strong opportunities for job generating uses. We hope that the City of Brentwood will achieve long-term success by creating a vibrant place that incentivizes future transit expansion, rather than prescribing development programs for each parcel that may or may not ever become fully realized.

About the Panel

Patrick O’Keeffe
Special Adviser, Management Partners

O’Keeffe facilitates goal setting and establishing procedural norms for various cities including San Leandro, Foster City, Santa Cruz, Half Moon Bay, El Cerrito, and Tulare. In addition, he provides organizational assessment, redevelopment property disposition, and economic development services for the cities of South San Francisco, Redwood City, and El Cerrito. Before this, O’Keeffe was city manager for Emeryville and executive director of the Emeryville Redevelopment Agency. He oversaw a staff of 185 and a \$64.4 million annual operating budget, including a \$34.4 million annual Redevelopment Agency budget that funds Economic Development and Capital Improvement Programs. He was responsible for the oversight of eight departments including Police, Fire, Public Works, Community Services, Economic Development & Housing, Administrative Services, Planning & Building, and City Clerk. Before the 2006 appointment as city manager, he served as the director of the Emeryville Economic Development and Housing Department since 1995.

Ryan Call
Principal, Director of Urban Design, ELS Architects

Call, AIA, principal and director of urban design, directs ELS’s Urban Design portfolio, which includes significant work throughout the United States, including the Mueller Town Center in Austin, Hillsdale Shopping Center Redevelopment in San Mateo, Stonestown Galleria Redevelopment in San Francisco, Sunnyvale Urban Design Plan, and the Fort Collins Mid Town Bus Rapid Transit Corridor Study. Since joining ELS in 2001, Call has developed expertise in the master planning of mixed-use urban communities with a focus on vibrant retail districts and public spaces. He was awarded the ULI Apgar Award for cowriting “New Suburbanism: Reinventing Inner-Ring Suburbs,” and his most recent article, “Creating Streets People Can Identify With,” was published by ULI in November 2017. Call volunteers his time locally with Berkeley Design Advocates, Downtown Berkeley Association, ULI’s UrbanPlan Program, and Richmond Yacht Club Foundation. He earned his bachelor of architecture degree from Washington State University.

Nadine Fogarty
Vice President/Principal, Strategic Economics

Fogarty leads a wide range of consulting assignments, providing expertise in market analysis, real estate development feasibility, housing policy analysis, infrastructure financing strategies, and transit-oriented development (TOD). She specializes in evaluating the implications of planning policies and public investments on development potential and creating strategies to support infill development and neighborhood revitalization. Fogarty’s work ranges from site-specific development strategies to corridor- and regional-level planning efforts. Recent projects include analysis supporting the recently adopted inclusionary housing requirement in Honolulu, an exploration of the potential for value-capture strategies to help pay for transit and TOD in Massachusetts, and an evaluation of the property value impacts of current and future Caltrain service on the San Francisco Peninsula. Fogarty has a master’s in city planning and a master’s of science in real estate development from the Massachusetts Institute of Technology.

Kelly Kline
Chief Economic Development/Land Use Officer at Mayor Sam Liccardo’s Office, City of San Jose

Kline has worked in municipal government in Silicon Valley for over 25 years, focusing much of her career on business development, urban revitalization, and public/private partnerships. Her background in redevelopment, economic development, and smart city innovation has allowed her to play pivotal roles in San Jose, Cupertino, and Fremont as each of these communities has boosted its employment profile, developed key industry sectors, and enhanced amenities for residents. Kline is a graduate of the Senior Executives in State and Local Government program at Harvard’s Kennedy School.

Jon Knorpp
Senior Managing Director, San Francisco Giants

Knorpp is the senior managing director of the San Francisco Giants, where he oversees the development of Mission Rock—a 27-acre mixed-use community at the northern end of Mission Bay. Knorpp has over 35 years of real estate investment and development experience with urban residential, mixed-use, and master-planned properties nationwide. Before joining the Giants, he was a founding/senior partner with Wilson Meany Sullivan where he oversaw design, development, and construction for several of the firm’s signature assets as well as third-party asset repositioning for some of the nation’s foremost banking institutions and private equity clients. A full member of the Urban Land Institute, SPUR, Lambda Alpha, and active board member for SFMade, Place Made, Sugar Bowl Ski Team & Academy, and Larkspur Heritage Preservation Board, Knorpp contributes much time to bettering the San Francisco and Larkspur communities. Knorpp attended the University of Nevada, Reno.

Daniel Schaefer
Principal, BKF Engineers

Schaefer, a professional civil engineer with 30 years of experience, serves as the managing principal of BKF Engineers’ Walnut Creek office. Since joining BKF after graduating from Cal Poly, San Luis Obispo, in 1989, Schaefer’s early focus was geared toward designing infrastructure and development projects. He currently works with clients early during a project’s feasibility and planning stages to ensure its viability. He then

serves in an advisory role throughout project implementation. Schaefer’s blend of public and private project experience provides a unique perspective. With a responsibility to community and public funds, public infrastructure projects require a fiduciary focus. Conversely, cost and timing are key drivers to implementing private development projects. This contemplated focus maximizes value for all his clients and enables him to provide practical solutions with clear intent.

Joel Devalcourt
Independent Consultant

Devalcourt is a freelance consultant active in the San Francisco Bay Area and Central Coast. A collaborator by trade and passion, he crafts projects and policies that meet the tremendous need for homes, serving his clients as a project manager, strategic planner, and fund developer. Previously, as a regional director with Greenbelt Alliance, Devalcourt oversaw all of the advocacy and public education campaigns across the 1,625 square miles of the East Bay, working to improve the quality of life for the area’s 2.8 million residents. In addition, he managed Greenbelt Alliance’s Development Endorsement Program, organizing public support for TOD around the San Francisco Bay Area Region. Devalcourt earned his master of urban and regional planning from the University of New Orleans.

Notes

¹ This section is taken from: “City of Brentwood ULI Technical Assistance Panel Priority Area One Briefing Book,” October 2019.
² City of Brentwood, Economic Development Strategy (2018), pp. 6–7.
³ <http://www.sasaki.com/project/389/ananas-new-community/>.
⁴ <https://www.brentwoodca.gov/gov/finance/docs/cfd.asp>.
⁵ <https://bcdc.ca.gov/cm/2018/0621MissionRock2017-004-00.pdf>.
⁶ <https://www.cityoflaverne.org/index.php/home/bulletins/287-socialgas-requests-regulatory-approval-to-replenish-natural-gas-supply-at-aliso-canyon-storage-facility>.
⁷ <https://www.hcd.ca.gov/grants-funding/active-funding/iigp.shtml#eligible>.
⁸ <https://www.bart.gov/about/projects/ecc/faq>.

ULI San Francisco
1 California Street, Suite 2500
San Francisco, CA 94111
(628) 231-2197
ULISanFrancisco@uli.org
www.sf.uli.org
www.uli.org

