

## MEMORANDUM

**May 18, 2017**

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TO: Priority Area 1 (PA-1) Specific Plan Working Group Members

FROM: Ben Ritchie, De Novo Planning Group

SUBJECT: PA-1 Working Group Meeting #2

DATE: May 18, 2017

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This memo provides an overview and summary of the issues and topics that will be discussed during the 2<sup>nd</sup> Working Group meeting on May 25, 2017.

The topics and issues to be discussed during the May 25<sup>th</sup> Working Group meeting include:

1. Review and discussion of the General Plan's policy guidance with respect to PA-1. This will include, among other things, an overview of BART's 2014 "eBART Next Segment Study."
2. Summary of existing development conditions, and potential development constraints, within PA-1.
3. Summary of existing and planned land uses adjacent to PA-1.

The information included below provides a summary overview of these issues, which will be discussed in greater detail during the meeting. This memo also includes some key issues for each Working Group member to consider, and be prepared to discuss, during the next meeting.

### **GENERAL PLAN GUIDANCE ON PRIORITY AREA 1**

The following provides a summary of the General Plan's guidance regarding Priority Area 1.

#### **Priority Areas**

*Priority Area (PA)* – A Priority Area is an overlay designation that identifies an area of the city that warrants particular attention with respect to the land use mix, jobs/housing balance, and overall design and integration of future development projects. In addition to the parcel-specific land use designations assigned to all parcels within a Priority Area, a Priority Area overlay designation establishes a set of overarching guidance policies that shall be used by the City to ensure quality and integrated development that assists in meeting the economic development goals of this General Plan. Development within a Priority Area shall be consistent with the underlying land use designations. One Priority Area is identified in this General Plan.

**PA-1** – PA-1 is located in the northwest corner of the city, south of Lone Tree Way, west of Shady Willow Lane, generally north of Sand Creek, and east of Heidorn Ranch Road. PA-1 is located

within the Brentwood city limits. State Route 4 traverses PA-1 from north to south and bisects the area nearly in half. PA-1 is depicted as an overlay on the Land Use Map (Figure LU-1). The policy guidance for PA-1 includes the following framework:

1. PA-1 shall be predominantly developed with a mixture of uses that generate jobs, including but not limited to regional commercial, general commercial, professional office, business park, and light industrial. Approximately 80% of the net developable acreage of lands within PA-1 that are designated Mixed Use Pedestrian Transit should be dedicated for these types of uses.
2. The State Route 4 interchange at Lone Tree Way should be utilized to provide an optimal mix of jobs-generating uses.
3. Lands within PA-1 adjacent and in close proximity to SR 4 and the SR 4 interchange shall be reserved exclusively for jobs-generating and commercial uses. Residential uses may be allowed adjacent to and in close proximity to SR 4 if such residential uses are directly incorporated into commercial and/or business park development projects as vertical mixed-use residences (i.e., residential over retail or office space).
4. Land use plans for this area should contemplate a future transit facility that could accommodate a future eBART station and/or park-and-ride facility, but the land use plan should be valid and beneficial to the City and the area if an eBART station does not materialize.
5. Opportunities for mixed-use buildings, including flex live/work space, transit-oriented development, and emerging business flex space should be provided.
6. Exclusive residential uses within PA-1 should not exceed 20% of the net developable acreage of all MUPT parcels within the PA.
7. Commercial, office, and business park projects within PA-1 are encouraged to include and incorporate vertical mixed residential uses. Commercial, office, and business park projects that incorporate residential uses on the second and third stories shall not be counted towards the 20% maximum residential allocation on MUPT parcels within PA-1.
8. Encourage a mix of land uses, including jobs-generating uses and residential uses, to be distributed throughout PA-1, and discourage large concentrations of residential-only uses.
9. The development of a large-scale (i.e., 30-60 acre) regional commercial development within PA-1 is strongly encouraged, and should be considered as development applications within PA-1 are received and processed.
10. Residential uses within PA-1 should be designed to complement the predominant jobs-generating and commercial land uses, and should occur at the medium, high, and very high density levels. Densities should generally increase and transition from the medium density range in the south to the higher-density ranges in the northern area of PA-1.
11. Increases in residential densities within PA-1 may be granted by the City if the developer or project applicant provides the City with significant infrastructure improvements or

other concessions that provide a community benefit (i.e., school sites, park lands in excess of minimum requirements, or utility infrastructure that exceeds the demand of the proposed project).

12. Residential density bonuses may be granted if commercial and/or office/business park uses are provided on-site within a residential development project.
13. Planning for this PA shall include areas of open space, green space connectivity, optimization and protection of creek corridors, an integrated network of trails and open space connections, and appropriate trails and circulation connectivity with areas surrounding the PA. Residential development that results in isolated or stand-alone neighborhoods from the rest of PA-1 or surrounding Brentwood neighborhoods shall be discouraged.
14. Planning for future development within PA-1 should include a collaborative effort between the City and property owners within PA-1 in order to craft a future development plan that provides for a balanced mix of land uses, infrastructure, and public open space within PA-1.

## **EXISTING DEVELOPMENT STATUS WITHIN PA-1**

While the entire area of PA-1 includes approximately 435 acres, there are approximately 58 acres of right-of-way associated with SR 4, the EBMUD aqueduct/Mokelumne Trail, and existing City roadways within PA-1 that are not considered to be a part of the developable area within PA-1.

As shown on the Development Status of Parcels map on page 6 of this memo, all of the parcels within PA-1 are categorized as either Developed, Underutilized, or Vacant.

### ***Developed Parcels***

There are a few developed parcels that already exist within PA-1. These include the two commercial developments known as Lone Tree Plaza and Brentwood Station, and three existing churches, as described below and as shown on the Development Status of Parcels map.

- Lone Tree Plaza includes parcels 1-15.
- Brentwood Station includes parcels 27-30.
- The Brentwood LDS Church is located on parcel 31.
- The Golden Hills Community Church is located on parcels 32 and 33.
- The Brentwood Lighthouse Baptist Church is located on parcel 37.

Combined, these developed parcels represent approximately 83 acres of already developed land within PA-1. It is assumed that the PA-1 Specific Plan will not call for changes to the existing uses or underlying zoning that applies to these already-developed areas.

### ***Underutilized and Vacant Parcels***

There are seven parcels within PA-1, totaling approximately 64 acres, which are classified as Underutilized. While these parcels have some degree of existing development currently on site (generally in the form of a single residence and/or agricultural support structures), they are considered available for future development and land use intensification as part of the PA-1 Specific Plan.

The majority of the parcels within PA-1 are Vacant. The total acreage of the vacant and underutilized parcels within PA-1 is approximately **294 acres**.

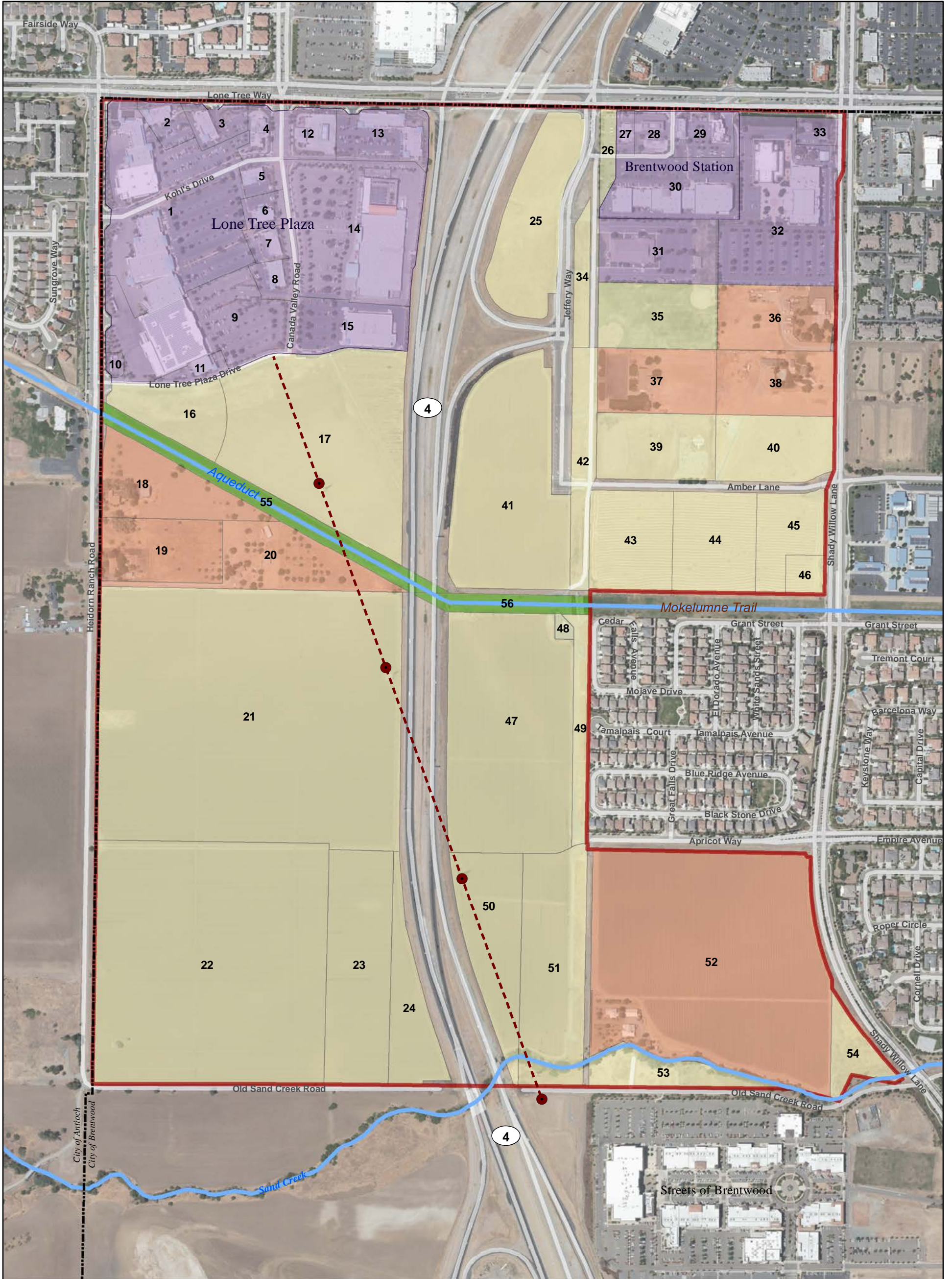
### **POTENTIAL SITE CONSTRAINTS**

There are a few potential constraints to development within PA-1 that should be considered when crafting the Land Use Plan. These include:

- **The EBMUD Aqueduct.** This existing feature may pose a barrier to mobility between the northern and southern portions of the Plan Area. However, this feature also has the potential to provide for enhanced bicycle and pedestrian connectivity, with links to parks and other public spaces, within the Plan Area and other areas of the city east and south of the Plan Area.
- **State Route 4 (SR 4).** SR 4 traverses the Plan Area north-south, essentially bisecting it into a west half and an east half. There is a full interchange at Lone Tree Way, which is the northern boundary of the Plan Area, including on and off-ramps at Jeffery Way for northbound traffic.
- **PG&E Transmission Line/Towers.** PG&E has an electrical transmission line that traverses the Plan Area north-south in a diagonal line. There are three towers located within the Plan Area. Future development located below, and in close proximity to these features, may be moderately constrained in terms of building heights and building footprints.
- **Future Fire Station.** The City owns a one-acre parcel at the northwest corner of Grant Street and Shady Willow Lane (Parcel 46). This parcel is shown on the General Plan Land Use Map as Public Facility. The future construction of Fire Station #53 is a longstanding Capital Improvement Program (CIP) project, and the funding is in place to build the station, but not to staff or operate it.
- **Sand Creek.** Sand Creek traverses the far southeast portion of the project site. Future development adjacent to the creek alignment will be required to incorporate appropriate setbacks and site design features to protect surface water quality and habitat integrity. Parcel 53 and portions of Parcels 50 and 51, would be physically separated from the rest of the Plan Area by Sand Creek.
- **Pioneer Elementary School.** While not located within the Plan Area, Pioneer Elementary School is located immediately east of Parcels 45 and 46, and in close proximity to Parcel 40, at the northeast corner of Grant Street and Shady Willow Lane. While urban land uses are generally

considered to be compatible with elementary schools, the PA-1 Land Use Plan should be sensitive to the proximity of this school.

- **Brighton Station.** While not located within the Plan Area, Brighton Station is a completed subdivision consisting of approximately 200 single-family homes. It is bounded by Grant Street and the EBMUD Aqueduct on the north, Shady Willow Lane on the east, Apricot Way and Parcel 52 on the south, and Parcels 47-49 on the west.



**Development Status**

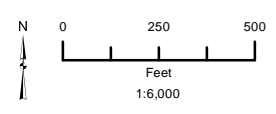
- D = Developed
- U = Underutilized
- V = Vacant
- Bike Trail

**PGE Features**

- Tower
- Transmission Line

Map ID	Acres	Map ID	Acres	Map ID	Acres	Map ID	Acres	Map ID	Acres	Map ID	Acres
1	14.54	11	0.84	21	50.08	31	5.04	41	15.12	51	9.89
2	1.14	12	1.80	22	36.49	32	10.95	42	3.54	52	32.63
3	1.36	13	3.09	23	9.82	33	0.84	43	5.41	53	3.14
4	1.22	14	11.90	24	4.28	34	1.42	44	5.42	54	2.17
5	0.90	15	3.76	25	7.52	35	5.04	45	3.56	55	4.64
6	0.92	16	4.02	26	0.89	36	4.89	46	0.99	56	1.98
7	0.92	17	19.05	27	0.54	37	4.99	47	19.18		
8	0.98	18	5.50	28	1.10	38	4.98	48	0.24		
9	8.68	19	5.01	29	1.80	39	5.13	49	2.37		
10	0.26	20	5.87	30	5.37	40	5.01	50	6.72		

**PRIORITY AREA 1 SPECIFIC PLAN  
Development Status of Parcels**

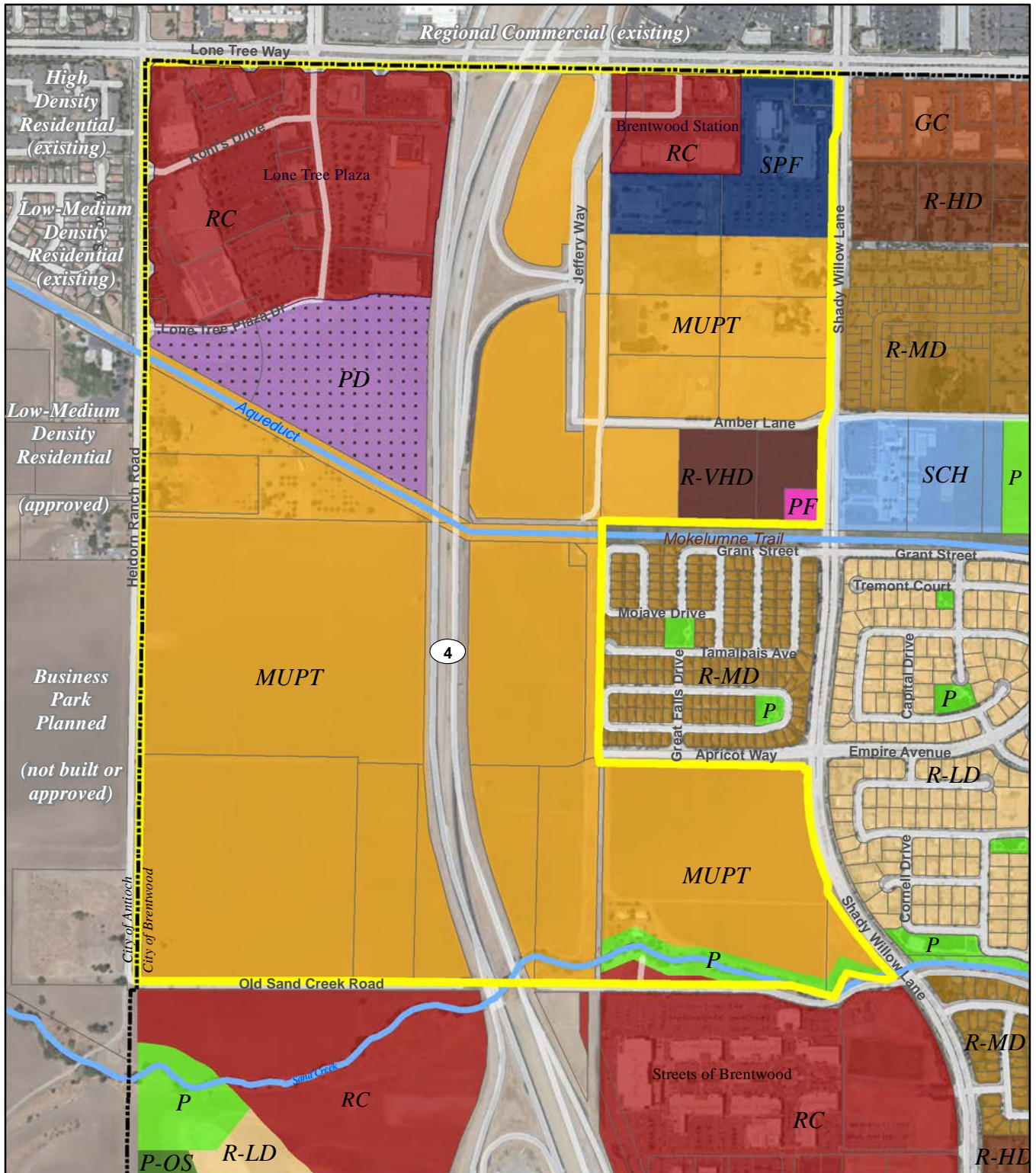


Sources: City of Brentwood parcels, 11/9/2016;  
DMS parcel version 170425; Contra Costa County;  
OpenStreets. Map date: May 18, 2017.

## **EXISTING AND PLANNED LAND USES ADJACENT TO PA-1**

The PA-1 General Plan Land Use Designations Map on the following page identifies the General Plan Land Use designations for parcels within the city, adjacent to PA-1. The figure also identifies land uses directly west of PA-1 (both existing and planned) designated by the City of Antioch's General Plan.

- **North:** Lands to the north of PA-1 are within the East Lone Tree Focus Area of the Antioch General Plan. This area is currently developed with commercial/retail uses and high-density residential uses.
- **West:** Lands to the west of PA-1 are within the Sand Creek Focus Area of the Antioch General Plan. There are existing low-medium density residential uses west of Lone Tree Plaza. South of the EBMUD Aqueduct there are approved, but not yet constructed, low-medium density residential uses. Further to the south, along the western boundary of PA-1, the Antioch General Plan identifies Business Park uses as part of the Sand Creek Focus Area.
- **South:** The Streets of Brentwood is located along the southern border of PA-1, east of SR 4. Lands to the west of SR 4 in this area are designated Regional Commercial by the General Plan, based on a tentative subdivision map approved in 2006. That approval expired; however, so there are no existing entitlements, although an application is currently under review for development of this area. The application includes multi-family development immediately south of PA-1, future Regional Commercial development between Sand Creek and Sand Creek Road, and single-family development south of Sand Creek Road.
- **East:** Lands to the east of PA-1, also within Brentwood, are largely built-out, and include low, medium, and high density residential, Pioneer Elementary School, and general commercial uses.



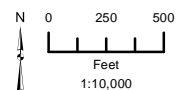
**Legend**

- Priority Area 1 Boundary
- P - Park
- P-OS - Permanent Open Space
- GC - General Commercial
- RC - Regional Commercial
- PD - Planned Development
- PF - Public Facility
- SPF - Semi-Public Facility
- R-LD - Residential-Low Density
- R-MD - Residential-Medium Density
- R-HD - Residential-High Density
- R-VHD - Residential-Very High Density
- MUPT - Mixed Use Pedestrian Transit
- SCH - School

General Plan Designation	Acres within the BPA-1
MUPT	256.58
P	5.23
PD	23.07
PF	0.99
R-VHD	8.98
RC	63.24
SPF	16.83
<b>TOTAL</b>	<b>374.92</b>

**PRIORITY AREA 1 SPECIFIC PLAN**

**General Plan Land Use Designations**



Sources: City of Brentwood parcels, 11/9/2016; DMS parcel version 170425; Brentwood General Plan 2014; OpenStreets. Map date: May 18, 2017.



## **OVERVIEW OF BART'S 2014 eBART NEXT SEGMENT STUDY**

The *Next Segment Study* prepared by BART explored the options for an extension of the eBART project beyond the Phase I terminus of the Antioch Station at Hillcrest Avenue. The goal of the study was to identify the most suitable alignment for the extension and the location of the next terminus or end of the line station. The options were evaluated with the purpose of selecting a single station option for recommendation.

The Study identified four potential eBART station locations in Brentwood. The Mokelumne Trail location and the Sand Creek location were found to have the highest potential for station location, based on adopted land use plans. The Lone Tree station was identified at the northern edge of PA-1, but was found to have a lower potential based on existing and planned land uses in the vicinity. A fourth station, located at Balfour Road and SR 4 in the south end of Brentwood, was also determined to have a lower potential for feasibility.

The Mokelumne Trail location is located in the approximate center of PA-1.

## **REQUIRED READING**

*Working Group members are requested to read and review the following prior to the next meeting:*

**2014 eBART Next Segment Study.** *Suggested reading includes:*

- *Chapter 1, Introduction and Summary*
- *Chapter 2 (Site Evaluations for Lone Tree Way and Mokelumne Trail Potential Station Locations), pages 23-34*
- *Chapter 4, Design Concepts (for Lone Tree and Mokelumne Stations), pages 56-58*

## **PA-1 Existing Conditions Report**

- *Executive Summary*

## KEY QUESTIONS TO CONSIDER PRIOR TO THE NEXT MEETING

The primary purpose of the May 25<sup>th</sup> Working Group meeting is to establish a baseline framework from which to craft the Land Use Plan for PA-1. To this end, it is important for the Working Group to consider and discuss the key issues and questions listed below, so that a land plan can be crafted from an agreed-upon conceptual framework.

1. In reviewing the existing 14 General Plan policy priorities identified for PA-1, which ones are the most critical in terms of forming the basis of the Specific Plan, and are there any that should be revised or added?
  - a. For example, is it still appropriate to plan for a 30 to 60-acre regional commercial development in PA-1, given that the area is surrounded by existing regional commercial development projects, and there are still vacant pads and units available within these developments, as well as citywide? (Priority #9)
  - b. Is the 80/20 split between jobs-generating uses and residential-only uses still appropriate? (Priorities #1 and #6)
2. Based on feedback from the Working Group during meeting #1, the Group's consensus was that the PA-1 Specific Plan should include a transit center. In reading the *eBART Next Segment Study*, which station location within PA-1 is most desirable? (Mokelumne Trail or Lone Tree Way)
  - a. If the Working Group feels that the Mokelumne Trail/SR 4 location is preferred, which of the two design options shown in the *eBART Next Segment Study* is preferred? (i.e., inside the SR 4 median, or outside of the SR median)
3. Should the City consider establishing a target for the number of new housing units that should be built within PA-1?
  - a. If yes, what considerations should go into establishing this target?
  - b. Should housing be mandated either as stand-alone projects or as part of future development projects that generate jobs? Or should housing be allowed and/or encouraged?
4. What types of jobs should the City try to attract to PA-1? Please come to the meeting prepared to share ideas regarding the types of industries the City should attempt to attract to PA-1, and what types of land uses, mix of uses, building types, etc. would be most suited to attracting these types of industries.
5. How might the existing development patterns (both inside and outside of PA-1) and constraints identified in this memo impact the land plan for PA-1? Are there any other considerations to keep in mind as the land plan is being developed?