

This section contains a description of actions the City intends to take in order to catalyze and complement private investment, and to support the continued growth and development of the Downtown. City actions fall into four categories: Community Facilities, Capital Improvements, Planning Tactics, and Implementation.

3.1. ORIENTATION

The City intends to play a significant role in transforming Downtown to achieve the community’s long term goals. Implementation of this Plan’s goals, objectives, and strategies is a multifaceted and complex process requiring effort on many fronts simultaneously. The responsibility for making this happen does not fall solely on the shoulders of the private development community. The City will do its part to work collaboratively with landowners, business owners, entrepreneurs, shopkeepers and community members in order to assist and where possible, take the lead on enabling the types of new development necessary to secure Downtown’s long term economic viability.

3.2. COMMUNITY FACILITIES

3.2.1. Civic Buildings

The City will take steps to ensure that civic buildings in the Downtown District exude a high degree of quality and craft. The character of new public and quasi-public buildings will set the tone for new private investment and communicate the City’s commitment to revitalizing, enhancing and preserving the Downtown.

The City is currently finalizing the design for a new City Hall building to be located on the east side of City Park. In addition to this new building, the City will look to add new public buildings in and around the Civic Core in order to strengthen Downtown’s role as the civic heart of the city.

As plans for new civic buildings develop, the City will require areas within the Civic Core to be considered as “first candidate” sites.

3.2.2. Citizens Advisory Committee on Community Facilities

On May 25, 2004 the City Council authorized staff to begin advertising and accepting applications from the community to serve on a newly created Citizen’s Advisory Committee to work with staff in determining the Community Facilities needs, priorities and opportunities.

On August 24, 2004 the City Council appointed nine members to the Citizen’s Advisory Committee regarding Community Facilities. These nine members represented a number of the active community groups in the City. The Committee was formed to make recommendations to the City Council on short and long term community facility opportunities for Brentwood. The Advisory Committee was charged with developing two phases of recommendations.

a) Phase I was to include the following:

- 1) Inventory of existing facilities and opportunities related to community facilities
- 2) Visioning and assessment of current needs regarding types of facilities and services and the needs of Brentwood at General Plan build-out
- 3) Opportunities for collaboration with other providers/agencies
- 4) Fiscally responsible consideration of costs and funding opportunities
- 5) Report to City Council on completion of Phase I

b) Phase II, as a result of report to City Council from Phase I, will include:

- 1) Prioritize recommended services
- 2) Recommendation of phasing
- 3) Recommendation of financing for construction and on-going maintenance options
- 4) Report to City Council on completion of Phase II

On May 24, 2005, the Advisory Committee presented its Phase I report to the City Council. The Council accepted the report and made no changes. The Council directed the Advisory Committee to continue its work on its Phase II report, expected to be complete in early 2006. Phase II will focus on priorities, phasing and funding issues.

The Phase I report includes the Advisory Committee’s recommendations for the type of community facilities to be located in the Downtown, as well as recommended adjacencies of those facilities. The recommendations include, but are not listed in priority, a library, senior center/nutrition site, community/event center, art center for gallery, exhibits and classrooms, inter-modal transportation center, city hall and council chambers, and parking structure to support a retail or entertainment anchor.

A copy of the Citizen’s Advisory Committee’s Phase I report is attached in the plan’s Appendix.

3.3. STREETS AND PUBLIC SPACES

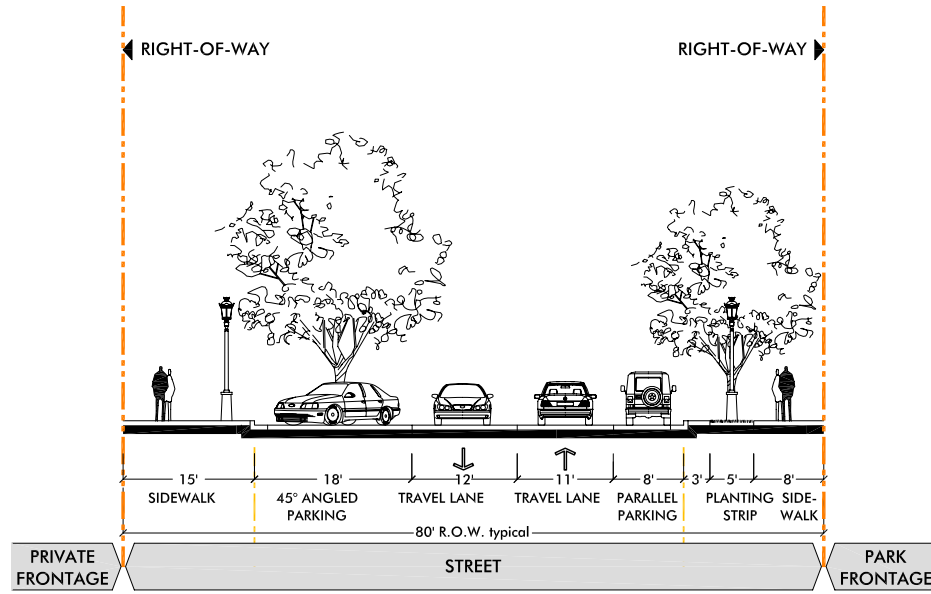
3.3.1. Streetscape Improvements

The City will invest in capital improvements or will work jointly with the private sector to create streetscape conditions that are supportive of envisioned development, enhance pedestrian safety, and create a beautiful setting for the City’s most civic and most vibrant district. The following “Downtown Street Types” map, illustrates the variety of street types located within the Downtown District. Following this map, a series of street type sections provides typical streetscape conditions, including dimensions pertaining to sidewalks, parking, and travel lanes, for each desirable street type as follows:



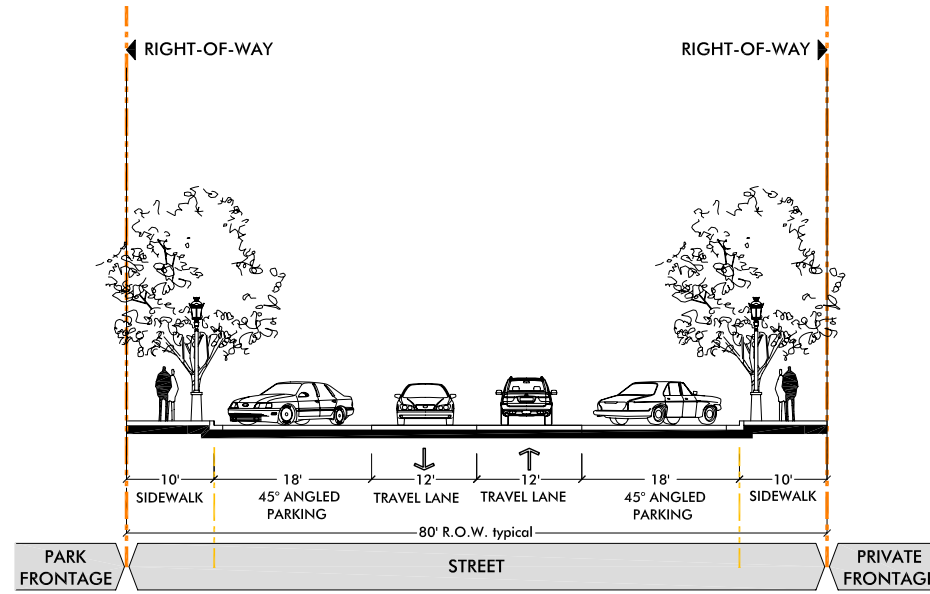
CIVIC CORE STREET - A

In Front of Park - Second Street



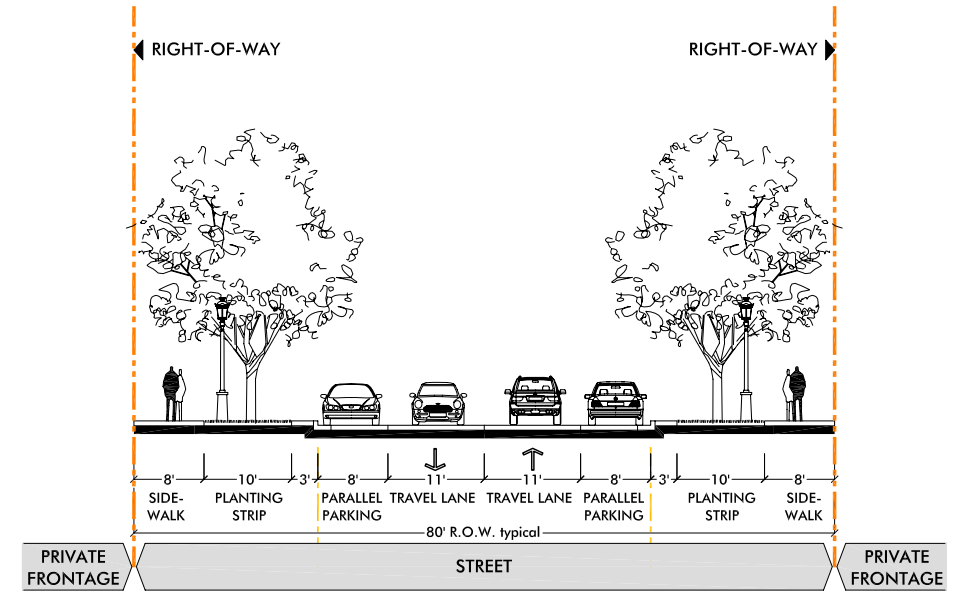
CIVIC CORE STREET - B

Along Park - Oak, Maple and Third Streets



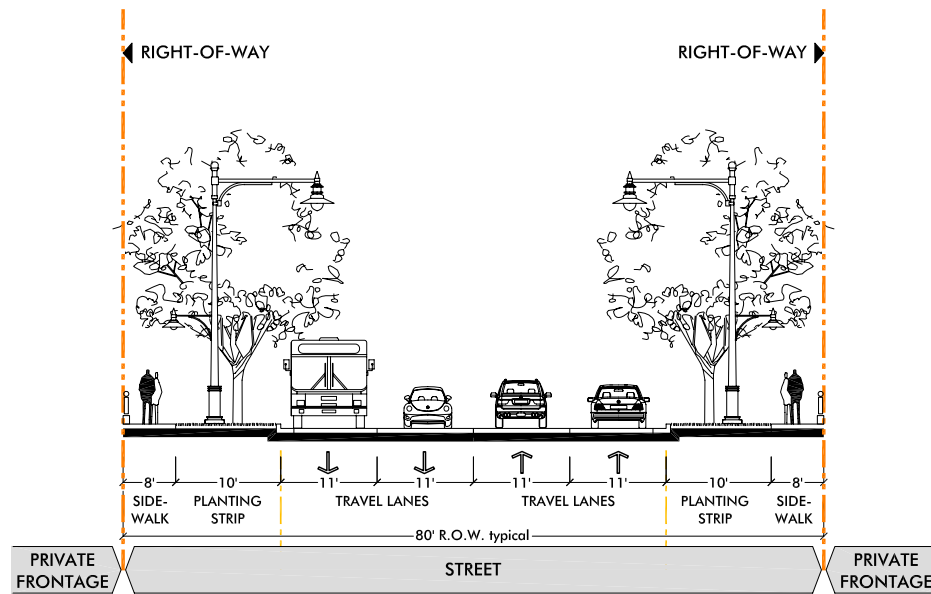
NEIGHBORHOOD STREET

Parallel Parking



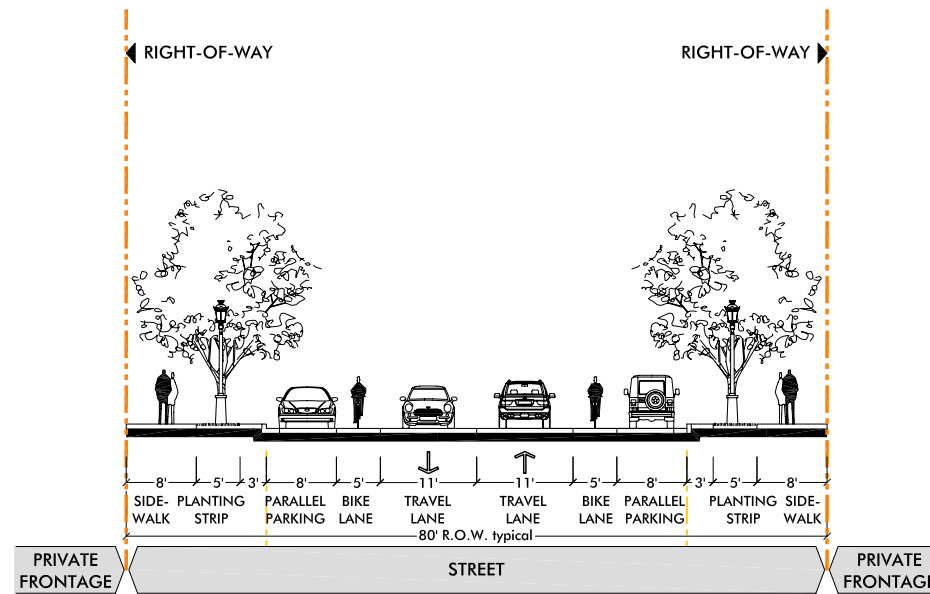
DOWNTOWN BOULEVARD

No Parking



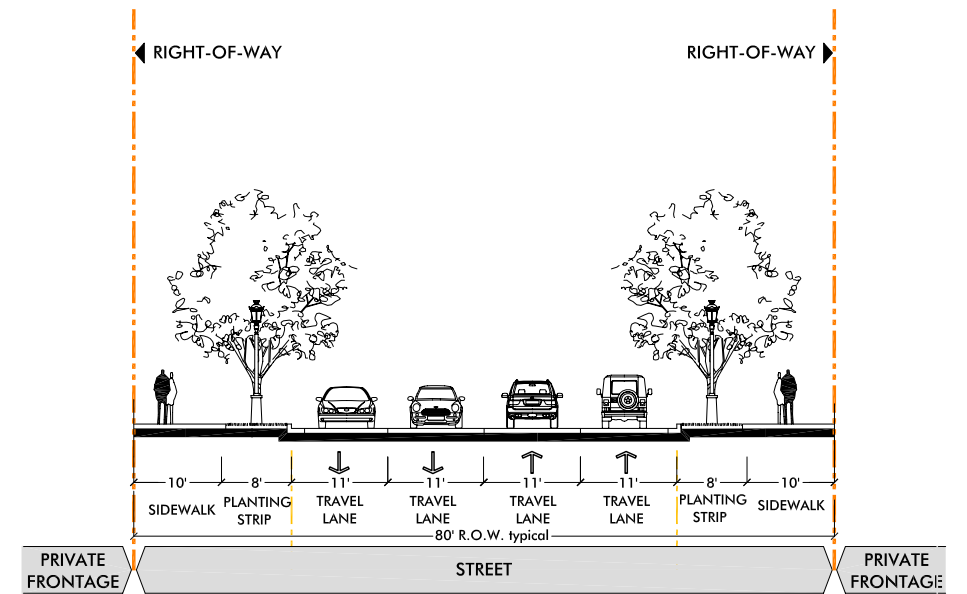
EASTERN GATEWAY

Median and Parallel Parking



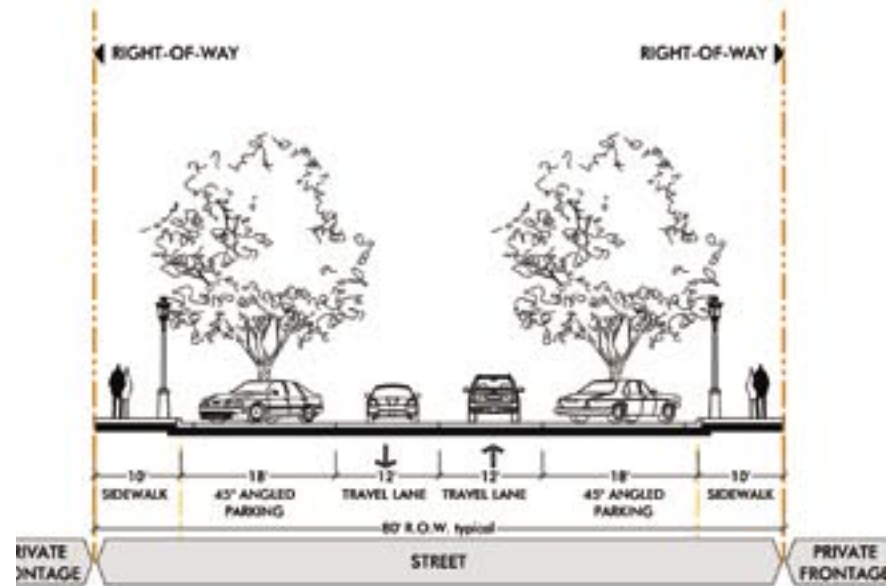
OAK STREET EXTENSION

Between Brentwood and Walnut Boulevards



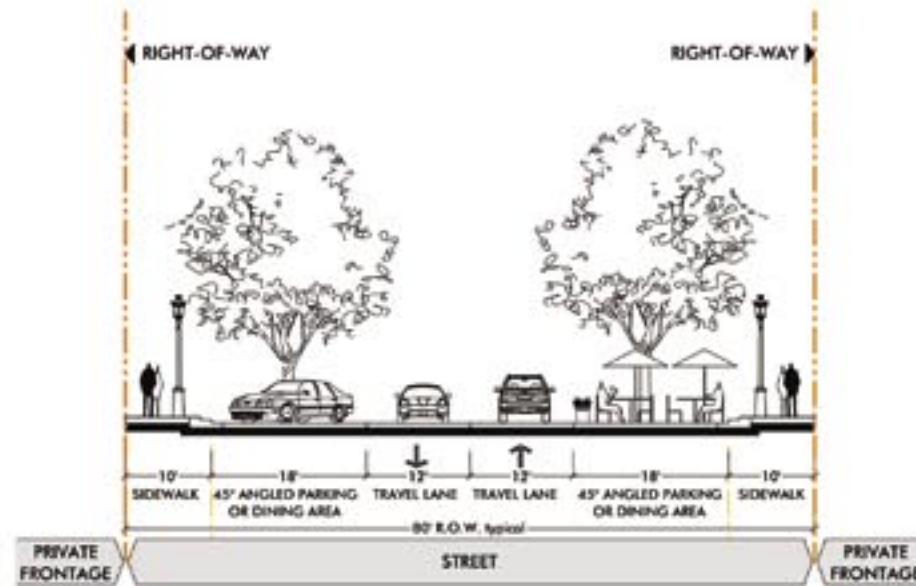
DOWNTOWN CORE STREET - ALT-A

Trees in Angled Parking Lane



DOWNTOWN CORE STREET - ALT-B

Flexible Zone - Section



Downtown Core Street Alt B: Flexible Zone:

Within a “Flexible Zone”, the curbside parking lane is specially graded and paved to convert its functional and visual character from parking-only to optional parking or merchant/ pedestrian use. Merchants may then elect to use the Flexible Zone for either parking, outdoor dining or other merchant activity.

Key elements of the design of the street section include:

- a) Two through lanes.
- b) Flexible zone widths range from 11’ minimum (at parallel parking, to support a minimum of two rows of small café tables with protective planters) to 18’ or larger (at angled parking at 45 degrees).
- c) Flexible zone trees are set in flush wells and protected by tree guards. Each tree is uplit from the roadway side.
- d) The sidewalk and flexible zone are pedestrian areas separated by a two or three step “stair curb” (or are flush with bollards to control vehicles).

DOWNTOWN CORE STREET - ALT-B

Flexible Zone - Plan



More specifically, within the Downtown District, the City intends to take the following actions:

- a) Installation of streetscape improvements to Second Street between Brentwood Boulevard and Oak Street
 - 1) The City will restructure this entry to the Downtown Core; Between Maple Street and Brentwood Boulevard, strategic use of street trees, planting strips and ornamental streetlights will create a ‘gateway’ environment. Between Maple and Oak Streets, providing a gracious setting by installing planting strips, and reconfiguring the roadway section to provide convenience parking on the west side of Second Street will slow vehicular traffic, and provide parking for City Park and for retail shops and services located nearby.
- b) Installation of streetscape improvement to Oak Street between Diablo Way and Brentwood Boulevard
 - 1) The City will repair this entry corridor by investing in a streetscape design that marks the entry into a unique, special and quaint district by adding decorative street lights, new street trees, tree lights, clock towers, street furniture and planters in order to slow vehicular speeds, and create a comfortable pedestrian environment-supportive of envisioned development.
- c) Installation of streetscape improvement to Oak Street between Brentwood Boulevard and Walnut Boulevard
 - 1) The City will ‘bridge the gap’ between the Downtown Core and areas of the downtown district west of the Union Pacific Railroad through investing in streetscape design that creates a well-lit pedestrian friendly connection between Brentwood Boulevard and Walnut Boulevard.
- d) Installation of streetscape improvements to Brentwood Boulevard between Second Street and Oak Street
 - 1) The City will restructure Brentwood Boulevard to provide a gracious setting that is supportive of residential and residentially compatible development. To buffer new development from the automobile thoroughfare, the City will add planting strips and invest in a streetscape design appropriate for downtown boulevard.
- e) Gateway Intersections
 - 1) The City will repair the ‘gateway’ intersections where Brentwood Boulevard crosses Second Street and Oak Street. Through the use of decorative street lights, way finding signage, and ornamental street trees, the City will ‘announce’ the Downtown Core to passers by. As funds become available, the City will further investigate opportunities to locate gateway monuments to formally demarcate these vital entrances to the city center.

3.3.2. Downtown City Park

The City will transform the structure of the Civic Core, changing it from an ‘edge’ to a ‘center’. In its current form, Maple Street and Third Street effectively ‘dead end’ near City Hall, removing the community’s most precious buildings and open spaces from the natural flows of pedestrians and vehicles moving through the downtown. Dependent on City actions related to the placement of various community facilities in the Civic Core, one option may be as follows:

- a) Extend Third Street north to Maple Street. The City will relocate the parking lot currently separating City Hall from City Park to a location beside or behind the City Hall building and ensure pedestrian and vehicular connectivity along Third Street between Oak and Maple Streets. The City will remove all impediments between City Park and the new City Hall building.

- b) Create a continuous network of beautiful and gracious sidewalks along the entire perimeter of the park and throughout the Civic Core.

As Downtown Brentwood develops and grows, City Park will continue to be a pleasant multiuse outdoor experience. The park is ideally located within walking distance from the civic core as well as the Downtown Core. As more people live, work and visit Downtown, City Park will require upgrading to accommodate the additional people that will flow through and use the park. In generating the Concept Plan, pedestrian access from the surrounding buildings into the park through the four intersection corners of the site is encouraged. A central turf meadow is ringed by an informal pathway, allowing pedestrians to use areas around the perimeter of the meadow, as well as creating a pleasant route for casual walking. The open plan allows for both specific day to day use, such as having lunch outdoors or visiting the play area, as well as a location for large events such as concepts in the park or the annual Cornfest.

Proposed improvements to the park include: Group picnic area, event plaza next to the gazebo, entry plazas along Second Street, rose garden, performance stage, park history interpretive area and a historical agriculture interpretive area. The interpretive areas will recall key elements of Brentwood’s agricultural past and would be installed incrementally over time. The children’s play area was recently completed as the first phase of implementing the Concept Plan. Any future work will incorporate the numerous large existing trees into the design. Funding for the described proposed improvements will be sought through various grants including the Proposition 40, 2002 Resources Bond Act, Per Capita Program and the Roberti-Z’Berg-Harris Program. The park fees, currently paid by developers when pulling building permits, cannot be used for the redevelopment of City Park. These Quimby Fees can only be used for new park development.

An illustration of proposed modifications to City Park as supplied by the City’s Landscape Architecture consultant appears in the Plan’s Appendix.

3.4. PUBLIC PARKING FACILITIES

Downtown Brentwood Parking Study, dated February 2005, prepared by the City’s parking consultant is bound under separate cover. The purpose of the Parking Study was to evaluate the existing and future conditions within the Downtown Area with respect to parking supply and demand. The study addresses both on-street and off-street parking.

The report concluded that most parking problems for Downtown are due to poor parking utilization and infrequent turnover. Most of the Downtown attractions are located in the “Downtown Core”, which consequently has a high parking demand. Blocks that are not adjacent to the Core attractions have available parking supply, but drivers opt not to park at those locations and walk to their destinations.

With the planned future development in Downtown, parking supply will become a critical issue, with a deficit of approximately 276 parking spaces. The Fehr & Peers report presents short-term and long-term strategies to address existing and future parking needs. These strategies are incorporated into this Specific Plan as future City actions. The City recognizes that investing in the Downtown is an essential component of proving to the private sector, businesses and residents how serious the community is about revitalizing and strengthening its historic town center.

Recommended short-term strategies for maximizing the utilization of parking include better signage, parking education program, employer parking permits, increased parking fines, installation of angled parking in strategic areas, a new surface parking lot at the old police station site, and designation of more timed parking spaces.

Recommended long-term strategies to address significant parking needs required by an entertainment or large-scale retail anchor include advance technologies for parking enforcement and constructing a multi-storied parking structure on Brentwood Boulevard between Maple and Oak Streets or between Chestnut and Birch Streets.

In cooperation with the Community Development Department, Gruen Gruen + Associates (GG+A) studied the parking regulation constraints faced by owners and developers who are considering business growth in the Downtown. The analysis and conclusion are contained in the April 2003 “*Strategies and Programs for a vital Town Center*”, bound under separate cover. Specifically, the current “parking impact overlay zone” that is applied to the Central Business zone is less onerous than the off-street parking regulations imposed on development outside the Downtown. The primary purpose of the parking impact overlay zone is to encourage, rather than discourage, business growth in the Downtown are where the availability of off-street parking is very limited.

The task assigned to GG+A was to determine the amount of an in-lieu parking fee that is feasible when imposing the parking impact policy while still attracting new and expanded business growth. Based on prototype buildings, GG+A analyzed the number of parking spaces required under various conditions as imposed by the parking impact overlay zone. Then, current space rents and sales per square foot were studied to determine a supportable in-lieu parking fee.

Setting an in-lieu parking fee is based on real estate economics in the Downtown area. Imposing a fee based on the cost of constructing a single parking stall in a parking structure is not only insupportable, it would act as a significant hindrance to growth in the Downtown. GG+A recommends imposing an in-lieu fee at an initial level of \$2,500 for each unfulfilled parking stall. GG+A has further recommended that in order to encourage near-term business growth in the Downtown, the City should set a course to increase the in-lieu parking fee in a few years, and then again a few years thereafter. This strategy should prompt property owners and developers in the Downtown to take advantage of a window of opportunity that exists while the fee is still minimal.

City took action to adopt a resolution on October 14, 2003, that imposed a \$2,500 in-lieu parking fee for each unfilled parking stall in the Downtown area.

The provision of adequate parking involves many different elements including ordinance requirements, development of in-lieu parking fees, location, timing, pricing and enforcement, which all need to be coordinated in a comprehensive parking strategy and action plan.

An illustration depicting a conceptual massing study for a future parking structure as supplied by the City’s Parking Structure consultant and is included in the plan’s Appendix.

3.5. TRAFFIC CIRCULATION

The *Downtown Brentwood Specific Plan Traffic Impact Analysis* (Fehr & Peers, 2005; separated bound) prepared as part of the Specific Plan EIR assesses the potential traffic impacts of the growth in downtown development permitted in the Specific Plan. Under all plan build-out scenarios tested, the level of growth permitted in the Specific Plan area was not found to cause any significant impacts at any of the plan area intersections during either the AM or PM peak hours. The analysis also assesses potential impacts on traffic circulation for major construction projects envisioned in the Specific Plan such as the public parking structure and a downtown retail and entertainment anchor use, and makes recommendations to mitigate construction phase impacts on circulation. The potential impacts of a possible e-BART station in the Downtown District were also assessed and are summarized in section 3.6, below.

In the event of construction, the City shall post truck routes to provide efficient movement of goods and restrict trucks from entering the Downtown via Neighborhood Streets (as defined in Specific Plan).

3.6. PUBLIC TRANSIT FACILITIES

The City of Brentwood, in cooperation with BART, has embarked on an e-BART site study, and anticipates a report and recommendation of a preferred site to be available in mid-2006. This site study shall include ridership projections, transit-oriented development opportunities, parking needs, property assemblage costs, and advantages and disadvantages of different station site locations. The City acknowledges that positioning a transit station in or near our Downtown district is critical to the success of our historical Downtown and for the future of potential transit-oriented development within the City. One potential site to be studied is within the Downtown Specific Plan Area: the current BART park and ride lot served by Tri-Delta Transit and the adjacent property at 1000 Central Boulevard. A second potential site that will be included in the study is situated just outside and north of the Downtown Specific Plan Area in Special Planning Area B located west of O'Hara Avenue and south of Sand Creek Road.

The Plan's Long Term and End State Envisioned Town Patterns are illustrations depicting the potential site area within the Downtown District.

In consideration of the possibility of locating an e-BART station within the Downtown District, the City's transportation consultant reviewed and analyzed possible associated impacts. A summary of their findings is listed below. The full report is published within the traffic and circulation component of the Environmental Impact Report and is bound under separate cover.

Intersection Operation Analysis

Under all analysis scenarios, the proposed project would not cause any significant impacts at any of the study intersections during either the AM or PM peak hours. All of the intersections in the study area continue to operate at acceptable levels with the proposed development in the study area, including the eBART station.

Analysis of Cumulative Peak Hour Intersection Operations

The Cumulative Without and With Project intersection analysis results are provided in Table 7 of the Traffic Analysis plan. The analysis results indicated that all of the study intersections will operate at acceptable levels of service

during both peak hours of the Cumulative (Year 2025) scenarios, even with the addition of traffic from the proposed eBART station. During the Cumulative (Year 2025) No Project scenario, operations improve at intersections on Brentwood Boulevard from the Existing scenario due to the opening of the SR 4 Bypass, which will become the primary route for through traffic.

3.7. UTILITIES AND INFRASTRUCTURE

In order for the Downtown area to develop and continue to thrive as prescribed in this Specific Plan, it is necessary to design and install public improvements to provide infrastructure service to support future projects. Adequate water and sewer lines, including a lift station, roadway repair including pavement, striping, lighting and the addition of decorative features such as crosswalks, benches and landscape to support future development has been identified in the 2005/06-2009/10 Capital Improvement Program in the amount of \$3.0M. Funding sources for Downtown infrastructure improvements have been identified as existing and future Brentwood Redevelopment Agency tax increment bond proceeds, Sewer Enterprise Fund, and Water Enterprise Fund.

The Capital Improvement Program also includes a project to widen Brentwood Boulevard from Chestnut Street to Fir Street to improve traffic flow and provide smooth progression along Brentwood Boulevard. The project will continue the widening of Brentwood Boulevard to 140 feet of right-of-way, with two travel lanes in each direction, for a distance of approximately 1,500 linear feet. The project will also include introduction of new bike lanes, curb and gutters, medians, sidewalks, streetlights and landscaping. The anticipated cost for this project is over \$3.8M, and shall be primarily funded through a future Redevelopment Agency tax increment bond.

3.8. IMPLEMENTATION

3.8.1. Overview

Realizing the goal of growing, strengthening and revitalizing Brentwood's Downtown so that it is able to adapt to the unique needs and vision of the community will require a comprehensive strategy for implementing the Brentwood Downtown Specific Plan. This means that a variety of planning efforts must be coordinated and directed toward similar objectives. Each planning tool that applies to land regulation, permitting, construction and financing must be utilized as it is most appropriate for the Downtown. Only through this approach can the Downtown attract and enable new investment that ensures a vibrant, attractive and appropriately scaled development in support of the community's vision for its historic and beloved Downtown.

The City of Brentwood's implementation strategy is action oriented, collaborative, and looks for private sector investments and public funding leverage. Implementation will be a collaborative effort of the private sector, the City and the general public. Collaboration will include proceeding at times in supportive but independent actions, and at other times in direct partnership to emphasize the benefits to our Downtown. To maximize the results, the City shall leverage and support actions that will attract private investment and energy.

The three major elements for regulating development are the Specific Plan, the Redevelopment Plan and the Capital Improvement Program. Each of them has strengths in different steps of the implementation process. Adoption of the Specific Plan provides a set of guidelines for development and design. The Redevelopment Plan authorized the City to acquire and assemble land parcels for development, as well as collect an increment of tax revenues to provide funds for development assistance and for capital improvements. The Capital Improvement Program provides the mechanism and planning tool to identify infrastructure needs in the Downtown to support development with the financing and timing of those needs in a way that assures the most responsible and efficient uses of resources. Coordination of the three plans is essential to implementing the Specific Plan.

The Specific Plan should also be coordinated with the City's Zoning code and permitting process. While Government Code 65455 allows Specific Plans to supersede zoning codes, making sure that these plans are consistent will eliminate unnecessary confusion among applicants and costly project delays.

3.8.2. Environmental Review

The certified Program EIR for the General Plan Amendment and Specific Plan evaluates and addresses environmental impacts anticipated from Specific Plan implementation in increments over a number of years. The Program EIR for the Specific Plan area would reduce the need for project-specific environmental review in those areas analyzed by the Program EIR subject to findings that there are no substantial changes in conditions.

However, it is possible that additional specific environmental review, on a project-by-project basis, may be necessary. This could include focused studies on one or more identified environmental concerns. The City will make these determinations, and environmental review may be incorporated into the development approval process.

3.8.3. Financing Public and Private Improvements

The Brentwood Downtown Specific Plan included careful consideration of the capacity required for roads, water and sewer, storm drains and other public improvements that would be required to serve the area. Land uses, public improvements, and financing capacity were all factors considered during the planning process. Possible financial tools include Brentwood Redevelopment Agency tax increment financing and available funding through the Agency's future bonding capacity, business improvement districts, facility fees, enterprise fees, developer contributions and private financing, parking in-lieu fees, community facility districts, assessment districts, and federal and state grants.

The City of Brentwood's Capital Improvement Program provides detailed financial plans for the anticipated capital improvement projects needed to support future development in the Downtown including improved utilities and infrastructure, and public parking facilities. The identification of the necessary financial resources 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 the methods outlined above and determined through negotiations with the landowners and developers of site-specific projects.

Factors that the City should consider when selecting the techniques of financing individual improvements include:

- a) Required timing of the improvements compared to location and rate of development.
- b) Feasibility of constructing an improvement on a “pay as you go” basis compared to “all at once” construction requiring bond financing.
- c) Feasibility of simultaneous processing of several development applications to assure an adequate basis for financing major improvements.
- d) Capacity to coordinate the timing of approval of individual bonds and other available funding sources with construction requirements while maintaining compliance with then-applicable requirements for bond financing and funding source constraints.

Preferences of a master developer or individual landowners and developers will be balanced with the overall requirements for efficient and equitable implementation of the City Actions for the Downtown.

