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Context

Overview

The SCS Property is an approximately 77-acre site primarily bound by Tassajara Road, Interstate 580, Brannigan Street and Gleason Drive. The property is located in the Eastern Dublin Specific Plan (EDSP) area and has Planned Development Zoning (Resolution No. 104-94) adopted in 1994 with the EDSP. The site is undeveloped and generally surrounded by commercial uses to the southwest and southeast and residential uses to the northwest and northeast.

In October 2017, City Council considered a request by Shea Properties and initiated a General Plan and EDSP Amendment Study to evaluate changing the land use designation of the project site. Subsequently, Shea Properties submitted the At Dublin project which included a mix of residential and commercial uses. In August 18, 2020, City Council denied the project without prejudice and directed Staff to leave the General Plan and EDSP Amendment Study open to continue to work with the property owner to engage the community and better understand what they would like to see on this property moving forward.

For the last thirty years, Dublin, California has been one of the states fast growing communities. 75% of the growth has occurred in the area identified by the Eastern Dublin Specific Plan (EDSP), which is just over 4,000 acres.

The SCS Property represents one of the last large tracks of unbuilt land within the Dublin city limits. The site is approximately 70 acres and was envisioned as a regional shopping center that never came to fruition. The land is now being reconsidered for other uses.

Location

Regional Context:

The City of Dublin is connected to the larger east bay region by extensive infrastructure including two interstates, two BART stations and a interurban arterials that connect to Pleasanton, San Ramon, and Livermore. While the City has significant office development, it is primarily a bedroom community for people working at Bishop Ranch, Hacienda Business Park, San Francisco, Oakland and San Jose. The combined population of Dublin, San Ramon, Livermore, Pleasanton and Danville is approximately 314,000 people.

Relative to recreational amenities: Dublin is less than 20 miles to Mount Diablo, Doolan Canyon Regional Preserve, Morgan Territory Regional Preserve, Pleasanton & Dublin Hills Regional Parks.

Community Context:

The City of Dublin has a population of approximately 67,000 people. In 1993 the population was just 25,000. As a result of this recent growth, the City has a recently built housing stock, excellent public schools and libraries, and retail and entertainment offerings. While settlement in this area dates back to the 1850's, the area remained rural until the 1960's when housing tracks were first built on the west side of the city. The City incorporated in 1982 and in 1994 the City adopted the Eastern Dublin Specific Plan unlocking nearly 4,000 acres of development, streets, parks and regional open space.



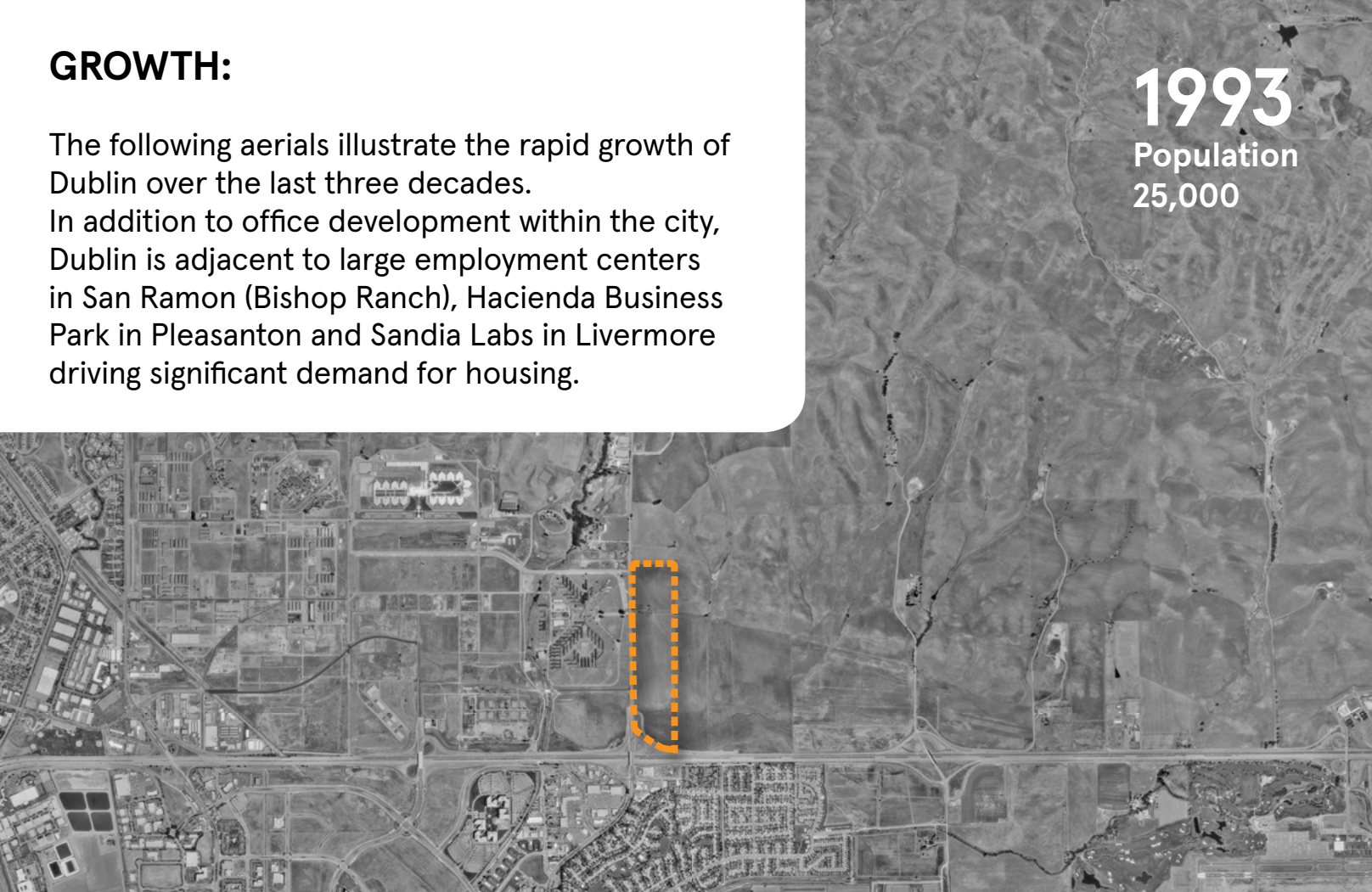
Local Context:

The SCS Property is part of the Eastern Dublin Expanded Planning Area. The location of the site is prominent in that it sits at the crossroads of Dublin Boulevard and Tassajara Road - two streets that not only tie Dublin together, but connect to neighboring communities beyond Dublin.



GROWTH:

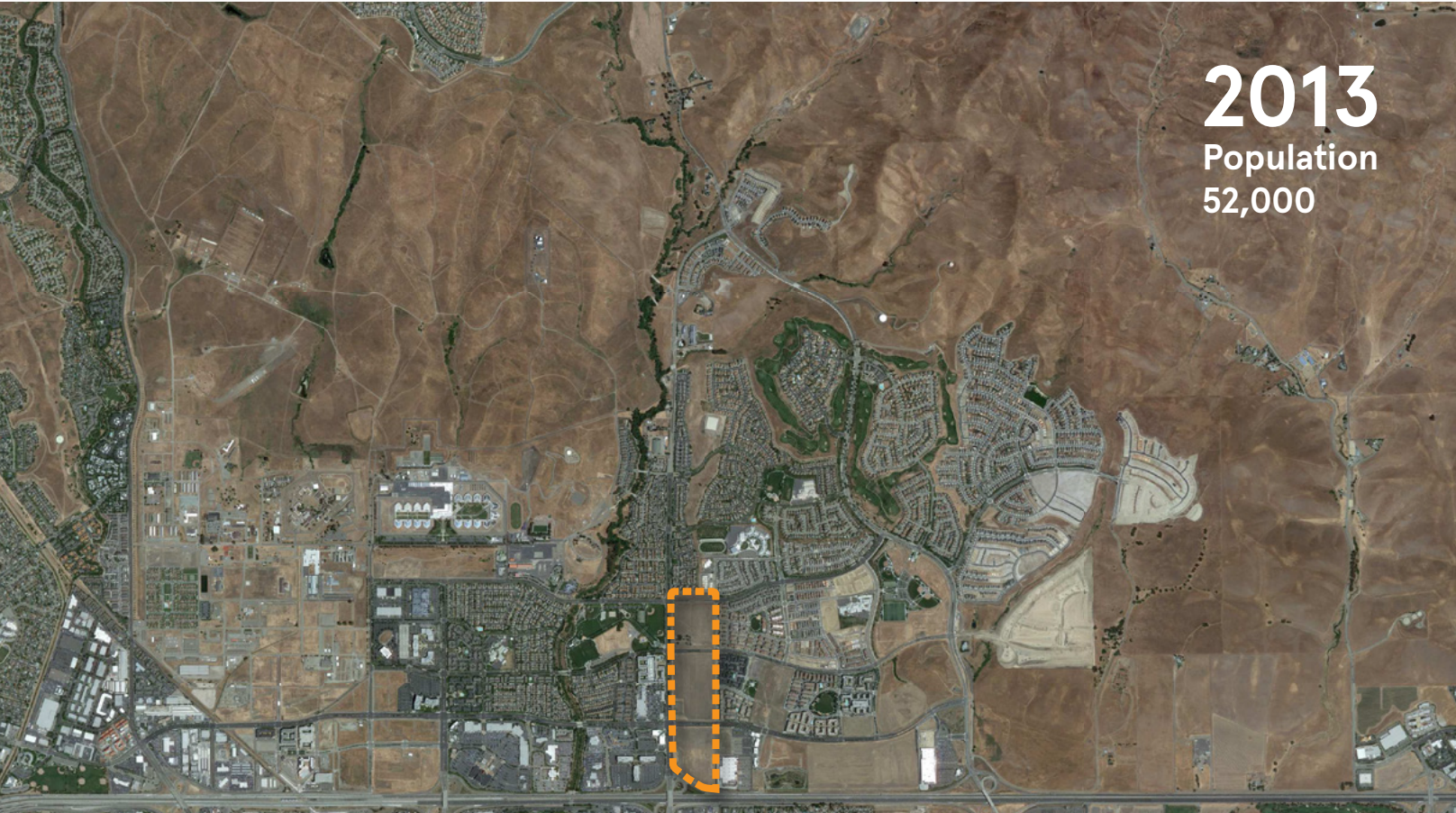
The following aerals illustrate the rapid growth of Dublin over the last three decades. In addition to office development within the city, Dublin is adjacent to large employment centers in San Ramon (Bishop Ranch), Hacienda Business Park in Pleasanton and Sandia Labs in Livermore driving significant demand for housing.



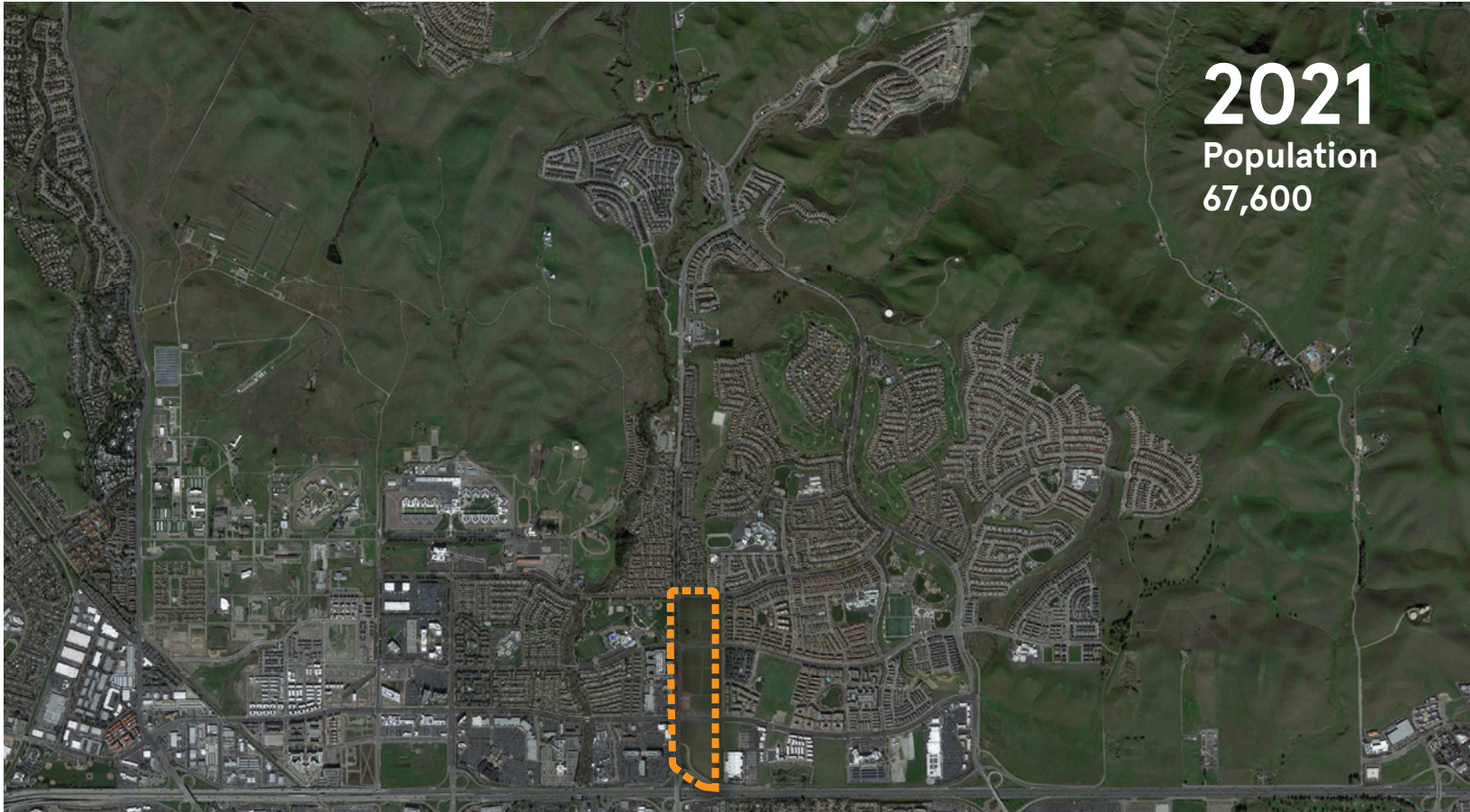
1993
Population
25,000



2003
Population
32,000



2013
Population
52,000



2021
Population
67,600

Planning

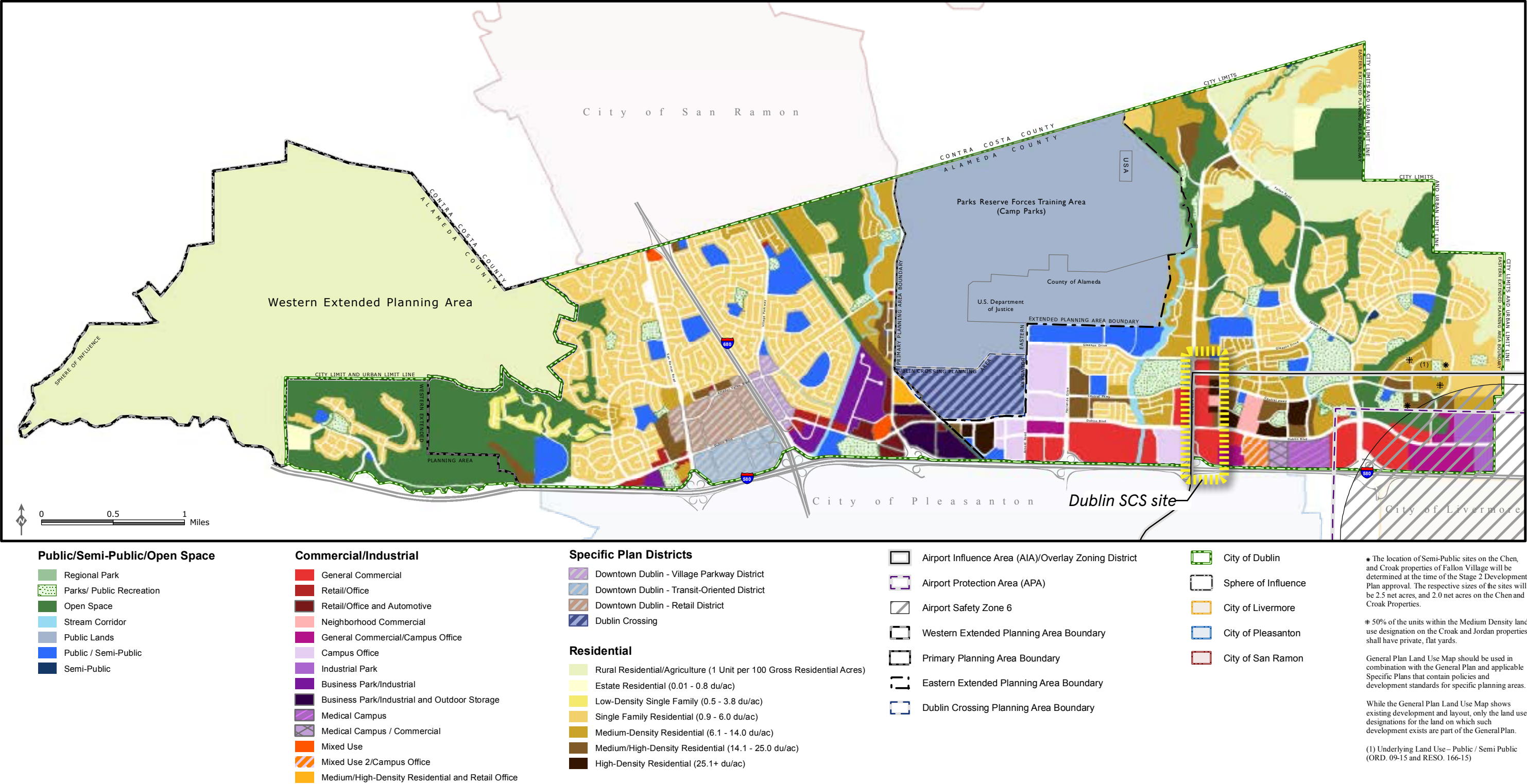
Overview

The City of Dublin is defined by four primary planning areas. The SCS Property is at the center of the Eastern Extended Planning Area Boundary. This chapter provides background information on the following documents:

- Dublin General Plan
- Eastern Dublin Specific Plan
- Housing Element Update & Regional Housing Needs Allocation

General Plan Land Use

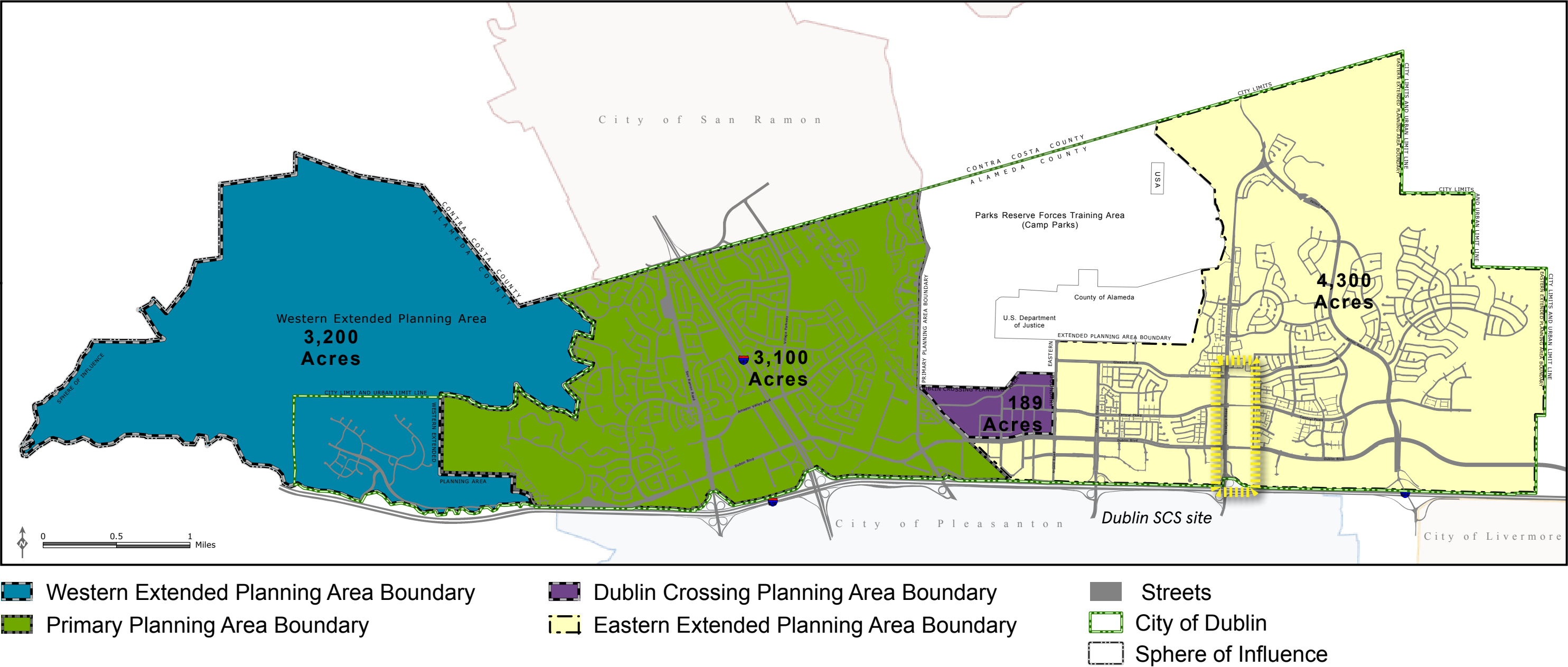
Below is the current General Plan Land Use exhibit. Notably, the City of Dublin commercial districts are located along the I680 & I580 freeways. The Downtown Dublin and Eastern Dublin Planning Area contain the most significant concentration of commercial retail. Camp Parks, separating much of east and west Dublin, forces the primary flow of circulation along Dublin Boulevard. The General Plan currently designates the SCS site as High Density Residential (25.1+ du/ac), Medium/High Density Residential (14.1-25.0 du/ac), Medium-Density Residential (6 - 14 du/ac, Public/Semi Public, Neighborhood Commercial and General Commercial.



General Plan Planning Areas

Below is the current General Plan Planning Areas exhibit. The Primary Core Area was developed in the 1960’s and 80’s. The Eastern Extended Planning Area is the largest planning area in the city and has been the primary driver of the City’s growth over the last 30 years. The Western Extended Planning Area is largely natural open space with development limited to the urban limit line. The SCS Property is within the Eastern Extended Planning Area Boundary and addressed by the East Dublin Specific Plan (EDSP).

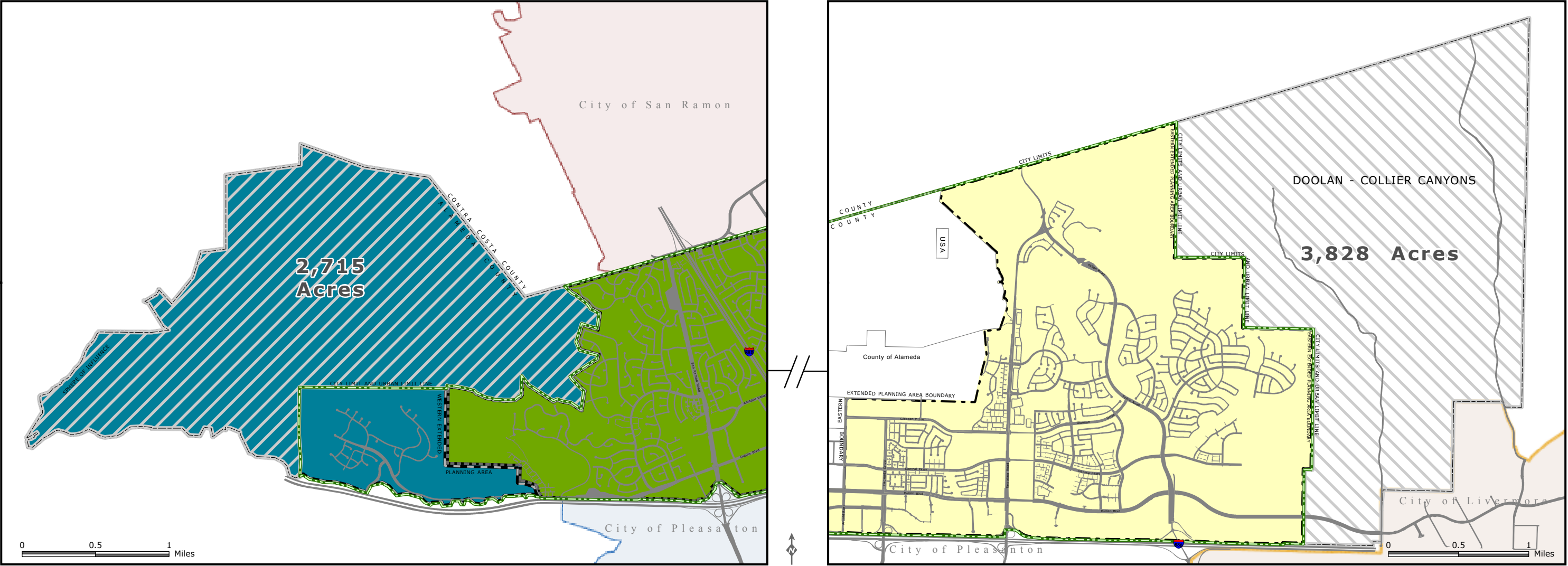
Source: General Plan Figure 1-2



General Plan Open Space Initiative Protection Areas

The City of Dublin is bookended on the east and west with open space protection areas limiting future development.

Source: General Plan Figure 2-2



- Western Extended Planning Area Boundary
- Primary Planning Area Boundary
- Open Space Initiative Protection Area
- City of Dublin
- Sphere of Influence
- Streets
- Eastern Extended Planning Area Boundary
- Open Space Initiative Protection Area

General Plan: Eastern Extended Planning Area Land Uses

The following land uses are currently permitted in the Eastern Extended Planning Area. This project will assess how to amend the General Plan land uses to better serve the community and respond to market forces.



Townhomes are typical of a 14-25 units per acre density.



Neighboring Grafton Station is an example of development possible under the General Commercial designation.

A. RESIDENTIAL

Residential: Estate-Residential (0.01 – 0.8 units per gross residential acre)
This designation allows single family detached residential units and typically includes ranchettes and estate homes.

Residential: Single-Family (0.9 to 6.0 units per gross residential acre)
See designation under Primary Planning Area for Residential: Single-Family.

Residential: Medium Density (6.1 to 14.0 units per gross residential acre)
See designation under Primary Planning Area for Residential: Medium Density.

Residential: Medium-High Density (14.1 to 25.0 units per gross residential acre)
See designation under Primary Planning Area for Residential: Medium-High Density.

Combination Classification: Medium-High Density Residential (14.1 to 25.0 units per gross residential acre) **and Retail/Office** (FAR: .25 to .60; Employee Density: 200-450 square feet per employee)
This designation allows a combination of attached residential units and general commercial, retail and service uses. Refer to designations for Residential: Medium-High Density and Retail/Office within the Primary Planning Area and Section 2.6.5 of the Land Use Element.

Residential: High Density (25.1 units and above per gross residential acre)
This designation allows attached residential units and typically includes condominiums, townhouses, apartments, and flats. These projects typically incorporate tuck-under or under-structure parking and may have three or more living levels.

Residential: Rural Residential/Agriculture (Maximum 1 unit per 100 gross residential acres)
This designation allows single family detached residential units, agricultural activities and other open space uses, such as range and watershed management, consistent with the site conditions and General Plan policies. This designation includes privately held lands, as well as public ownerships not otherwise designated in the General Plan for Parks, Open Space, or Public/Semi-Public uses.

B. COMMERCIAL/INDUSTRIAL

General Commercial (FAR: .20 to .60; Employee Density: 510 square feet per employee)
This designation accommodates a range of regional- and community-serving retail, service, and office uses. Uses allowed in this designation include, but are not limited to: retail uses, including major community-serving uses (e.g., supermarkets, drug stores, hardware stores, apparel stores, etc.) and regionally-oriented retail uses (e.g., high-volume retail uses such as discount centers, promotional centers, home improvement centers, furniture outlets, and auto malls); all office uses; hotels; banks; service uses; and restaurants and other eating and drinking establishments. Mixed use projects incorporating retail, service, and/or office uses are encouraged, with residential uses also allowed as part of the mix when location and design ensure compatibility.

Neighborhood Commercial (FAR: .25 to .60; Employee Density: 490 square feet per employee)
This designation provides for the creation of community- and neighborhood-oriented commercial centers that serve the retail, service, and entertainment needs of the community. Uses allowed within this designation include, but are not limited to: office uses which provide neighborhood and citywide services such as real estate, accounting, legal, etc.; local-serving commercial services such as laundries, dry cleaners, beauty salons, finance, video rentals, etc.; all local and community serving retail (but not regionally-oriented, high volume retail sales establishments); restaurants and bars; hotels and bed-and-breakfast inns which are consistent with the scale and character of the commercial street; and entertainment and cultural facilities. Mixed-use projects incorporating combinations of commercial, service, office, and/or residential uses are strongly encouraged.

Campus Office (FAR: .25 to .80, see text below for FAR near BART; Employee Density: 260 square feet per employee)
This designation is intended to provide an attractive, campus-like setting for office and other non-retail commercial uses that do not generate nuisances related to emissions, noise, odors, or glare. Allowed uses include, but are not limited to, the following: professional and administrative offices; administrative headquarters; research and development; business and commercial services; and, limited light manufacturing, assembly and distribution activities. Ancillary uses which provide services to businesses and employees in the Campus Office area are permitted. These uses include restaurants, gas stations, convenience shopping, copying services, branch banks, and other such services. Under special circumstances (e.g., where a mixed-use development would decrease potential peak-hour traffic generation, meet a specific housing need, encourage pedestrian access to employment and shopping, or create an attractive, socially-interactive neighborhood environment), residential uses may be permitted as part of a master planned mixed use development. In such developments, the residential component would not be permitted to occupy more than 50% of the developed area.

A floor area ratio of up to 1.2 may be granted for land adjacent to the Eastern Dublin BART station at the discretion of the City Council.

Note: There are two areas indicated on the land use map that could develop with either general commercial or campus office uses. This flexibility has been provided in these key areas to respond to changing market conditions that may occur in the future. The shift from campus office (the underlying land use designation) to general commercial would only be permitted if the established traffic levels of service are not exceeded. Appropriate traffic studies may need to be conducted in order for the City to make the proper determination regarding traffic levels of service.

General Plan: Eastern Extended Planning Area Land Uses Continued

The following Land Uses are currently part of the EDSP.



Kaiser Hospital’s new Dublin facility is representative of the Medical Campus Land Use.



The recently built Zeiss facility is an example of the Campus Office Designation

B. COMMERCIAL/INDUSTRIAL

General Commercial/Campus Office (FAR: .20 to .80; Employee Density: 385 square feet per employee)
Combined land use district. See designations under Eastern Extended Planning Area for General Commercial and Campus Office. Example: Lowe’s and Fallon Village.

Mixed Use. (FAR: .30 to 1.00; Employee Density: 490 square feet per employee)
This designation allows the combination of Medium to Medium-High Density residential housing and at least one non-residential use, such as office or retail. Office or retail uses could include uses such as stores, restaurants business and professional offices, and entertainment facilities. The floor area ratio is for the combined commercial and residential uses. Example: Jordan Ranch.

Mixed Use 2/Campus Office (Maximum FAR: 0.45; Employee Density: 490/260 square feet per employee)
This designation allows a mix of uses including residential, live-work and shopkeeper units, and non-residential uses such as office, retail, restaurants, hotel and entertainment facilities or Campus Office uses consistent with the Campus Office land use designation. The floor area ratio applies to both development options (Mixed Use 2 and Campus Office) and is for the combined commercial and residential uses, if residential uses are incorporated, or for commercial uses if commercial is used exclusively. The residential component shall not exceed 50% of the development square footage. Gas stations are not permitted. Example: Grafton Plaza.

Industrial Park (Maximum FAR: .35, see text below for exceptions; Employee Density: 590 square feet per employee)
This designation allows a wide variety of minimum-impact, light industrial uses. Uses allowed within this designation include, but are not limited to, the following: manufacturing, processing, assembly, fabrication, research and development, printing, warehouse and distribution, and wholesale and heavy commercial uses provided the activities do not have significant external effects in the form of noise, dust, glare, or odor. Uses requiring outdoor storage and service yards are permitted in this designation as long as they do not have adverse effects on surrounding uses. Residential uses are not permitted within this designation. Warehousing uses may go as high as .50 FAR at the discretion of the City Council.

Industrial Park/Campus Office
Combined land use district. See designations in the Eastern Extended Planning Area for Industrial Park and Campus Office. Example: Fallon Village.

Medical Campus (FAR: .25 to .80); Employee density: 260 square feet per employee
This designation is intended to provide an attractive, campus-like setting for medical offices, hospitals, and other non-retail commercial uses that do not generate nuisances related to emissions, noise, odors, or glare. Anticipated uses include, but are not limited to, a comprehensive range of outpatient primary and specialty care services, professional and administrative offices, hospital/medical centers (including full service hospitals/medical centers with 24 hour operations, and related central utility plant), skilled nursing, assisted living, licensed care, and associated parking structures and/or facilities. Structured parking square footage is included in the FAR calculation.

Medical Campus/Commercial (FAR: .25 to .60); Employee density: 510 square feet per employee
This designation accommodates a range of commercial uses including regional- and community-serving retail uses, professional and administrative offices, hotel, entertainment, limited automotive sales, and eating and drinking establishments.

C. PUBLIC / SEMI-PUBLIC / OPEN SPACE

Public/Semi-Public Facilities (Maximum FAR: .50; employee density: 590 square feet per employee)
See designation under Primary Planning Area for Public/Semi-Public Facilities.
Ancillary retail and service uses which provide services to transit patrons may be permitted as a ground floor use in or adjacent to the Eastern Dublin BART station parking garage.

Semi-Public Facilities (Maximum FAR: .50; employee density: 590 square feet per employee)
See designation under Primary Planning Area for Semi-Public Facilities.

Parks /Public Recreation
This designation allows publicly-owned parks and recreation facilities.

Regional Parks
This designation allows parklands of area wide value, usually held by a public agency, such as the East Bay Regional Park District, with powers granted under the Public Resources Code (section 5500 et seq).

Open Space
This designation allows those areas shown as open space on the land use map (Figure 1-1) and other areas dedicated to the City as open space on subdivision maps. The intent of this designation is to ensure the protection of those areas with special significance such as areas with slopes over 30 percent; stream and drainage way protection corridors; woodlands; and visually-sensitive ridgelines. The City may allow only open space uses on this land. Equestrian, riding, and hiking trails will be encouraged. Other types of recreational uses, agriculture and grazing may be permitted where appropriate.

General Plan: Eastern Extended Planning Area Land Use Potential

Section 2.3 of the General Plan describes the development potential of the Eastern Extended Planning Area of which our site is part of.

2.3 EASTERN EXTENDED PLANNING AREA

The Eastern Extended Planning Area has a net acreage of just over 3,500 acres (see Table 2.2 below), and is projected to build out in 2035, providing a total of 13,887 residential units with an estimated population of 37,495 persons (per the Eastern Dublin Specific Plan). The Eastern Extended Planning Area has a development potential of up to 11.481 million square feet of commercial uses and over 29,714 jobs (per the Eastern Dublin Specific Plan). Table 2.2 sets forth the development potential for the Eastern Extended Planning Area.

The Eastern Extended Planning Area has been developing rapidly over the past 15 years. Residential construction has dominated development within the Planning Area and a limited amount of unentitled residential land remains to be developed. A wide range of housing types have been constructed including attached and detached units at varying densities in both the ownership and rental markets. Some undeveloped land designated for Medium and Medium-High Density residential is located within the Livermore Municipal Airport’s Airport Influence Area (AIA). Any development within the AIA must be consistent with the adopted Airport Land Use Compatibility Plan (ALUCP) for the Livermore Municipal Airport.

Development of Campus Office and General Commercial land uses over the past 15 years has been slow but steady and has provided employment, services and shopping opportunities to meet the needs of the community. A broad range of non-residential land remains available for development including Campus Office, General Commercial and Industrial Park uses which will be a significant source of jobs for the community.

Table 2.2 | LAND USE DEVELOPMENT POTENTIAL: EASTERN EXTENDED PLANNING AREA

CLASSIFICATION	ACRES	INTENSITY**	UNITS	FACTOR	YIELD
RESIDENTIAL	Acres	Dwelling Units/Acre	Dwelling Units	Persons/Dwelling Unit	Population
High Density	56.14	25.1+	1,409+	2.7	3,804+
Medium-High Density	137.81	14.1-25.0	1,943-3,445	2.7	5,246-9,302
Medium-High Density and Retail/Office	0	14.1-25.0	0	2.7	0
Medium Density	405.4	6.1-14.0	2,473-5,676	2.7	6,667-15,325
Single Family	725	0.9-6.0	652-4,350	2.7	1,760-11,745
Estate Residential	30.5	0.01-0.8	0-24	2.7	0-65
Rural Residential/Agriculture	329.8	0.01	3	2.7	9
TOTAL:	1,673.96		6,415-14,757+		17,321-39,845+

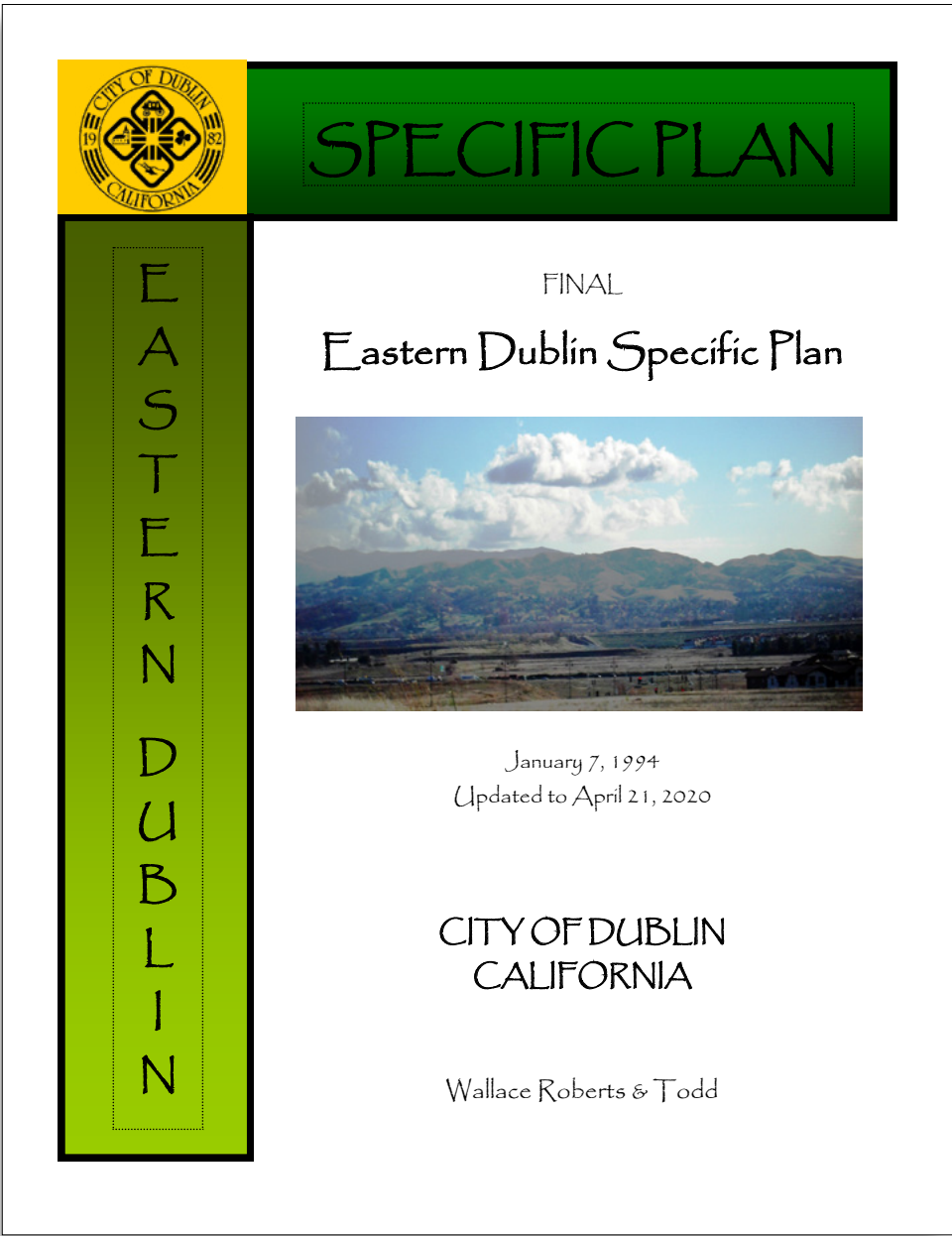
COMMERCIAL	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/Employee	Jobs
General Commercial	299.1	.20-.60	2.61-7.82	510	5,118-15,333
General Commercial/Campus Office	95.22	.20-.80	.83-3.32	385	2,155-7,325
Mixed Use	6.7	.30-1.00	.9-.29	490	178-596
Mixed Use 2/Campus Office	22.9	.45 max	.45	260	1,731
Neighborhood Commercial	21.29	.25-.60	.23-.56	490	470-1,143
Campus Office	195.58	.25-.80	2.13-6.82	260	8,192-26,214
Industrial Park	56.4	.35 max	.86	590	1,458
Industrial Park/Campus Office	0	.25-.35	0	425	0
Campus Office	137.58	.25-.80	1.50-4.79	260	5,763-18,440
Medical Campus	42.88	.25-.80	.46-4.49	260	1,796-5,747
Medical Campus/Commercial	15.85	.25-.60	.17-.41	510	338-812
TOTAL:	697.19		8.02-23		19,007-52,585

PUBLIC/SEMI-PUBLIC/OPEN SPACE	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/Employee	Jobs
Public/Semi-Public	97.8	.50 max	2.13	590	3,610
Semi-Public	1.3	.50 max	.03	590	48
	Acres		Number		
Parks/Public Recreation	204.9				
Regional Parks	1.2		1		
Open Space	699.56				
Schools	Acres	Floor Area Ratio (Gross)	Square Feet (millions)	Square Feet/Employee	Jobs
Elementary School	38	.50 max	1.06	590	1,797
Middle School	27.8	.50 max	.61	590	1,034
High School	0				
TOTAL:	1,070.56		3.83		6,489

	Acres	Dwelling Units	Population	Square Feet (millions)	Jobs
GRAND TOTAL:	3,452.41	6,415-14,757+	17,321-39,845	11.03-23.95	25,791-60,289

Eastern Dublin Specific Plan:

Initiated in 1987, the Eastern Dublin Specific Plan was completed in 1994 and updated in 2020. The SCS Property was originally envisioned to connect the Town Center Commercial district (a main street concept) to the Tassajara Gateway district. The Town Center Commercial district materialized as housing and the future home of the Dublin’s new high school.



The original vision:

4.9.1 TASSAJARA GATEWAY

The Tassajara Gateway subarea is situated at the Tassajara Road interchange with I-580 and includes the areas on either side of Tassajara Road between the freeway and Dublin Boulevard (see Figure 4.2)

LAND USE CONCEPT

The land use concept for the Tassajara Gateway encourages the development of uses that will benefit from their location at the intersection of the area’s two major east-west travel corridors (I- 580 and Dublin Boulevard) with the major north-south corridor (Tassajara Road). The area is favored for uses that depend on the location’s high visibility and convenient vehicular access for their success. Typically, such uses can be expected to have²

Because of the area’s high visibility, land uses within the subarea should also present a high profile, quality image that establishes a positive impression on the thousands of travelers who will pass through this area daily. Emphasis should be placed on developing attractive, high quality development, which will contribute to the creation of a distinctive “gateway” image at the Tassajara Road entrance to eastern Dublin. Uses which fit these criteria might include activities such as hotels, campus office, conference center, restaurants, and quality regional retail.

4.9.2 TOWN CENTER COMMERCIAL

LOCATION

The Town Center - Commercial subarea located adjacent and perpendicular to Tassajara Road. consists of two linear is a T-shaped areas located adjacent and perpendicular to Tassajara Road and “Main Street”. The subarea extends north south along Tassajara Road from Dublin Boulevard to just north of Gleason Drive and north-south along “Main Street” from Dublin Boulevard to just north of Gleason Drive and north-south along “Main Street” from Dublin Boulevard to just north of Central Parkway. . Midway between these two roadways the subarea extends approximately 3/4 mile eastward along a street designated as the transit spine (See Figure 4.1).

LAND USE CONCEPT

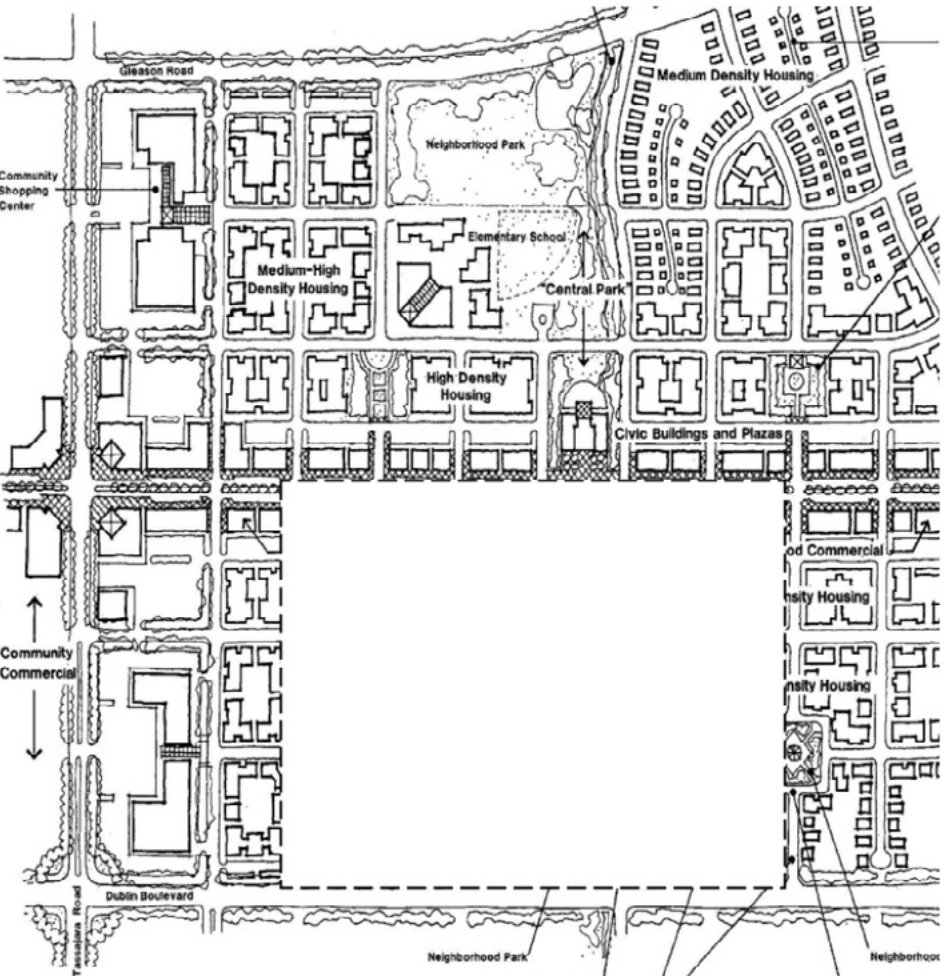
As indicated by its name, this subarea represents the commercial core for eastern Dublin. The area is intended to be a high density, pedestrian-oriented commercial, civic, and entertainment center for Dublin and the surrounding communities. The subarea consists of two distinct parts: the General Commercial area and the Neighborhood Commercial area.

The General Commercial area, which extends along Tassajara Road, is intended to include uses with a broader market area and · a greater orientation to the motoring public, including a full range of regional and community retail, service, office, and restaurant uses. Ideally, a major community shopping center, with supermarket, drug store, hardware store, liquor store, and other supporting retail and service uses would be located in this area.

The Neighborhood Commercial area, which extends along both sides of “Main Street” the transit spine, is intended as a more pedestrian- oriented service, retail, commercial and entertainment center serving the daily needs of the residential neighborhoods surrounding it and the more intermittent shopping, entertainment, and service needs of the larger community. The land use emphasis focuses on convenience commercial such as comer grocery, drug store, and dry cleaners for local residents, and specialty retail uses such as food and clothing boutiques, florists, bookstores, stationers, antique shops, beauty salons, bars, cafes and restaurants for the larger community.

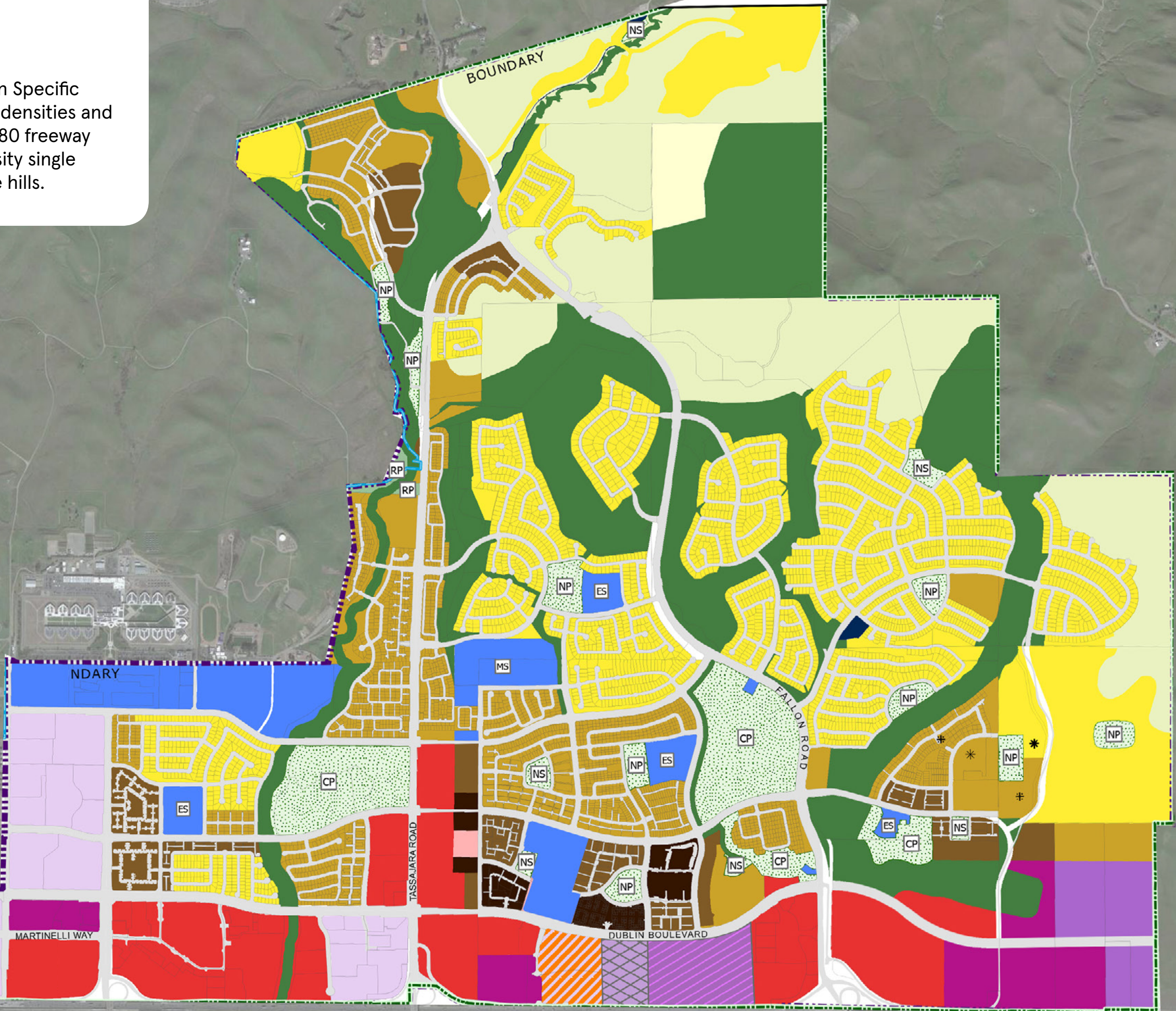
Mixed use development is strongly encouraged in both the General and Neighborhood Commercial areas, particularly retail and service uses on the ground level with office and/or residential uses above.

The subarea has an area west of the mid-point of “Main Street” which is designated for Public/Semi Public uses. The intent is that these areas be developed with some combination of community-serving uses that will provide a public focus at the heart of the Town Center. Such uses might include a performing arts center, library, community center, post office or some other community facility. It is anticipated that the uses in this area the Town Center would adjoin a public plaza that could accommodate public ceremonies, events, and less formal gatherings within the Town Center.



THE EDSP:

Development within the Eastern Dublin Specific Plan is organized by higher residential densities and commercial development along the I580 freeway and two Bart Stations, with lower density single family home development towards the hills.



EDSP ALMOST FULLY BUILT:

Eastern Extended Planning Area
2021 aerial
4,071 Acres
Up to 13,950 Dwelling Units
1,721 Residences left to build
Up to 10,277,000 sf of Commercial Capacity
37,495 Projected Residential Population
29,700 Job Population



East Dublin Specific Plan



Camp Parks RFTA



City of Dublin

Specific Plan LU

Public/Semi-Public

Regional Park

Parks/ Public Recreation

Open Space

Public/Semi-Public; PL

Semi-Public

Commercial/Industrial

General Commercial

Retail/Office

General Commercial/Campus Office

Mixed Use

Mixed Use 2/Commercial Office

Neighborhood Commercial

Campus Office

Industrial Park

Business Park/Industrial

Medical Campus

Medical Campus / Commercial

Residential

Estate Residential (0.01 - 0.8 du/ac)

Rural Residential/Agriculture (0.01 du/ac)

Single Family (0.9 - 6.0 du/ac)

Medium Density (6.1 - 14.0 du/ac)

Med-Hi Density (14.1 - 25.0 du/ac)

High Density (25.0 + du/ac)



PLANNING 16
DUBLIN SCS MASTER PLAN

Evolution of the Eastern Dublin Specific Plan Land Use Designations

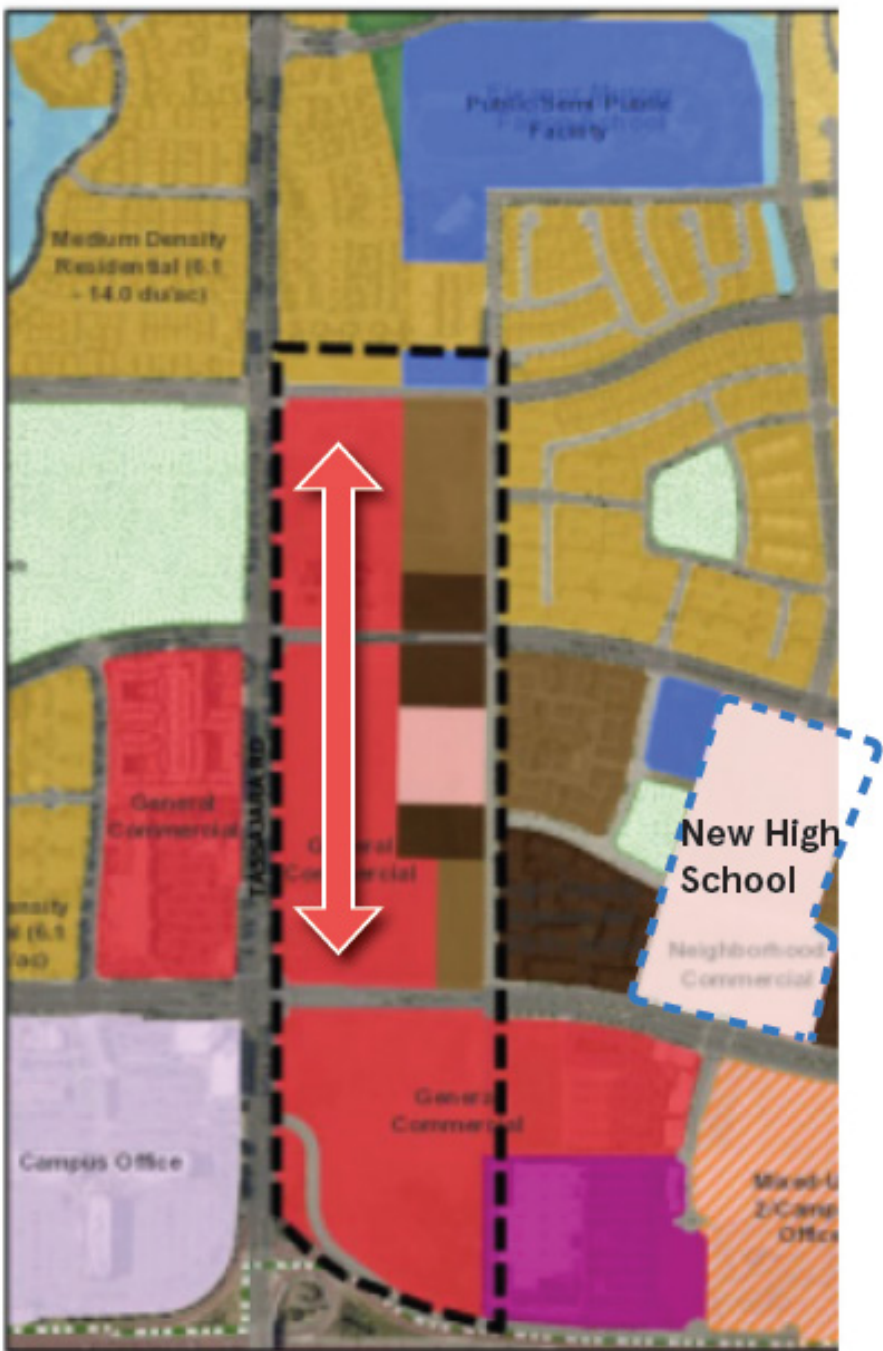
The original Eastern Dublin Specific Plan imagined the SCS Property planning area at the intersection of the Tassajara Gateway and Commercial Town Center Districts. The area designated for the Town Center Commercial proved to be undesirable for retail development and has been developed as residential and will be the future home of Dublin's second high school.

Very little retail has developed north of Dublin Boulevard with the exception of the Safeway anchored Waterford Shopping Center on the west side of Tassajara Road.

Eastern Dublin Specific Plan



1994 - How land use was originally envisioned for the district.



2021 - Reflecting what was built and currently planned.

SCS Land Uses

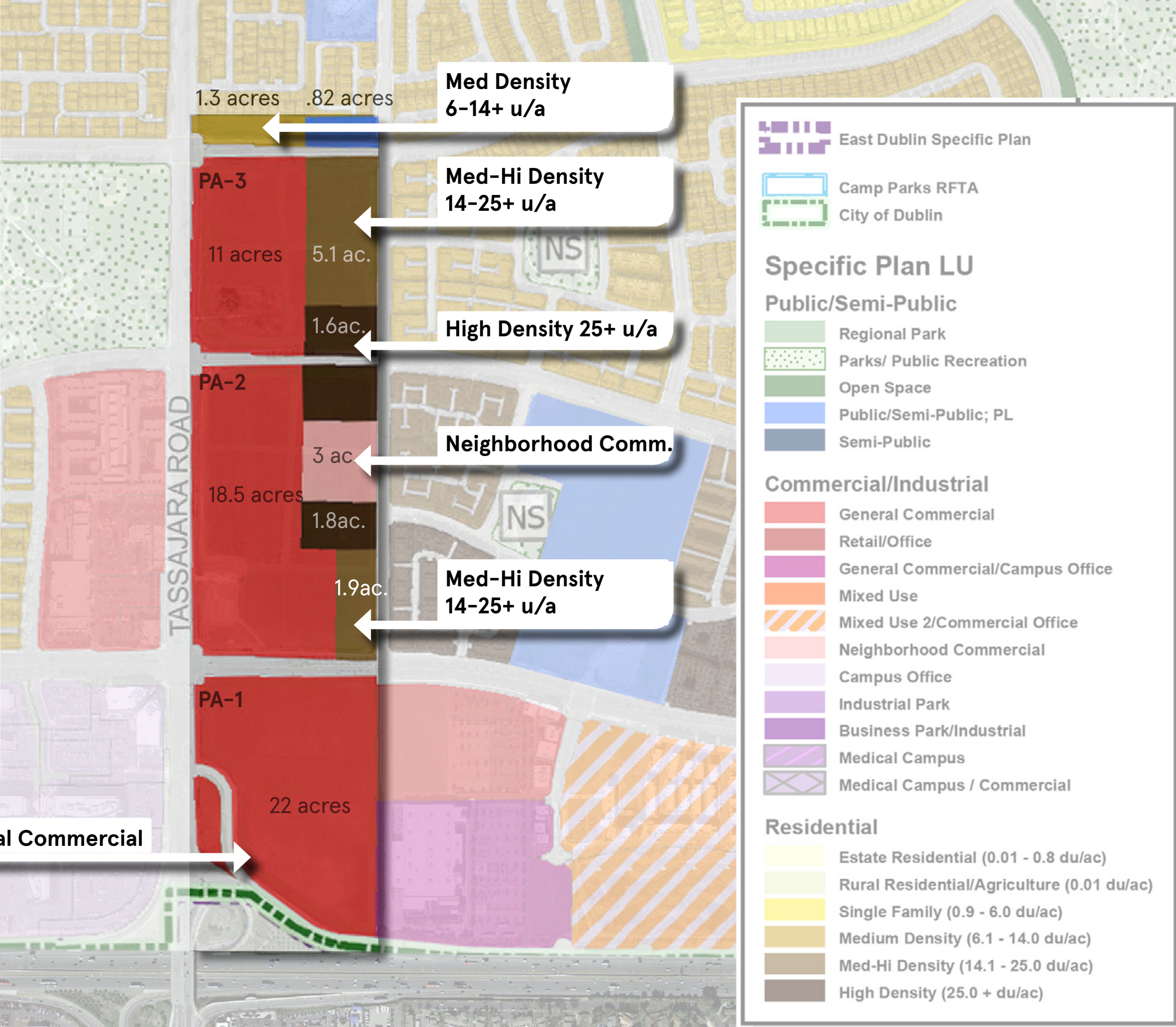
As referenced in the EDSP, the SCS Property was intended to be hub for regional and community retail, including a major community shopping center.

From the EDSP:
The General Commercial area, which extends along Tassajara Road, is intended to include uses with a broader market area and a greater orientation to the motoring public, including a full range of regional and community retail, service, office, and restaurant uses. Ideally, a major community shopping center, with supermarket, drug store, hardware store, liquor store, and other supporting retail and service uses would be located in this area.

The Commercial Development of this site would represent approximately 900,000 sf of commercial space with 4,000 parking spaces. Additionally, the residential development would result in approximately 261 Residential units with 500 to 600 parking spaces.

The multitude of residential land use designations and small parcel sizes have further discouraged development in accordance with the original vision.

General Commercial

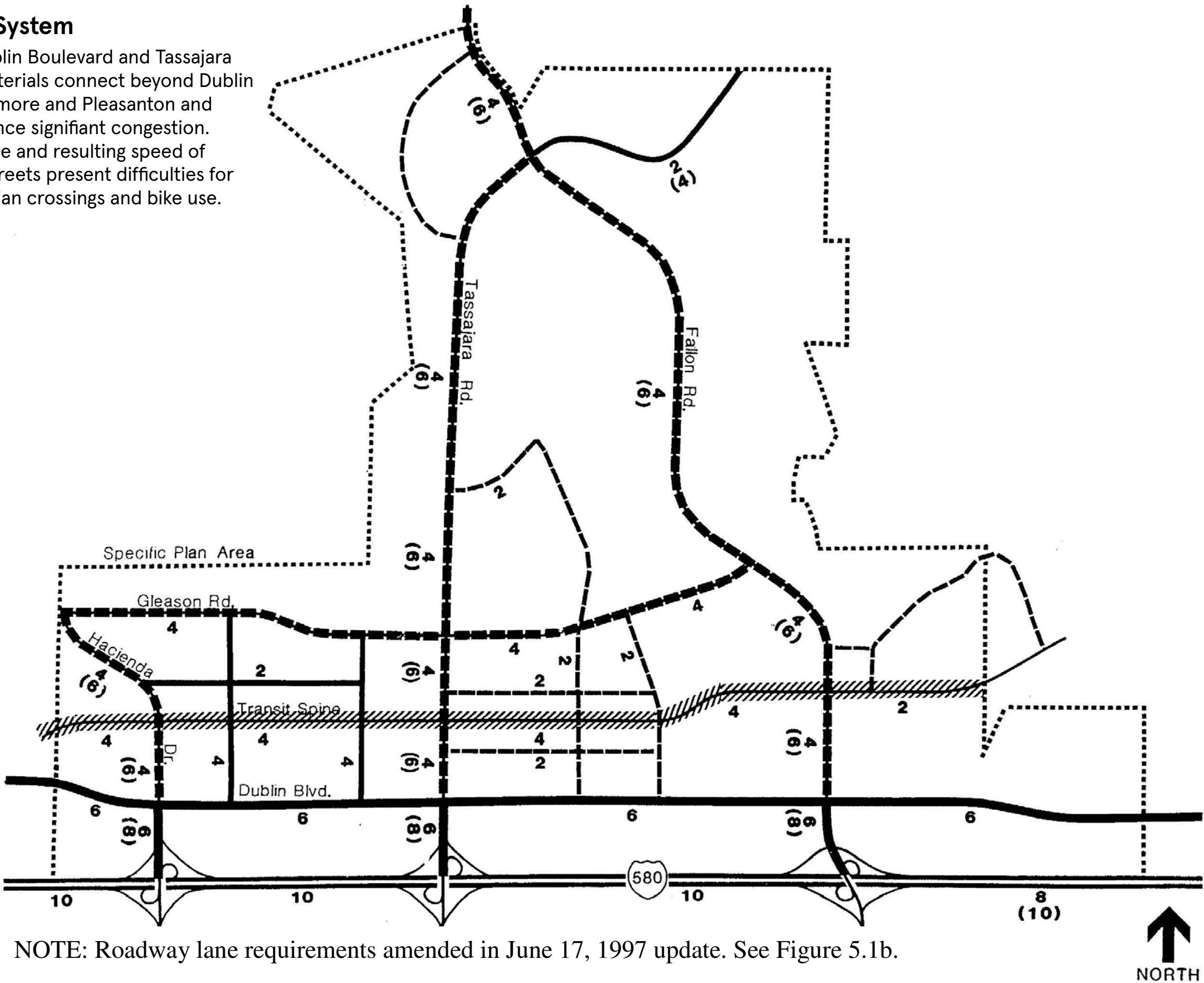


Road System

The Dublin Boulevard and Tassajara Road arterials connect beyond Dublin to Livermore and Pleasanton and experience significant congestion. The scale and resulting speed of these streets present difficulties for pedestrian crossings and bike use.

Figure 5.1
Road System

- Minor Collector
- Major Collector
- Minor Arterial
- Principal Arterial
- Transit Street Area
- 4 Number of Through Lanes
- (6) Number of Lanes for Right-of-Way Preservation



**EASTERN DUBLIN
Specific Plan**

Wallace Roberts & Todd

Urban and Environmental Planners
121 Second Street, 7th Floor
San Francisco, CA 94105
(415) 541-0830

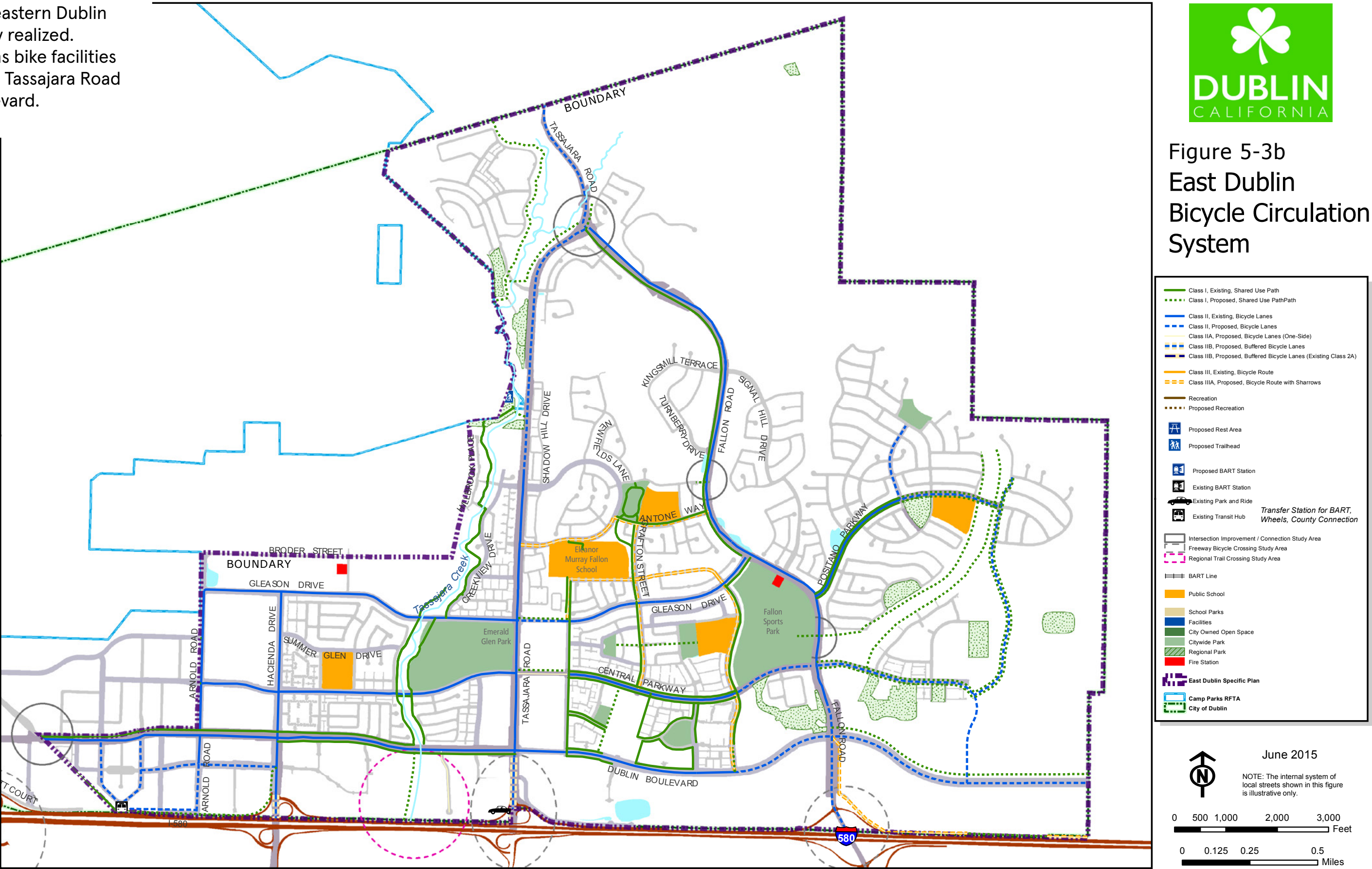
NOTE: Roadway lane requirements amended in June 17, 1997 update. See Figure 5.1b.

Bike Service

Bike facilities in eastern Dublin have been largely realized. Planning envisions bike facilities at Gleason Drive, Tassajara Road and Dublin Boulevard.



Figure 5-3b
East Dublin
Bicycle Circulation
System



Housing Element Update:
Source: <https://dublin.ca.gov/2241/Housing-Element-Update>

The State of California requires that the City Council adopt a comprehensive, long-term General Plan for the physical development of the City. The Housing Element is one of seven mandated elements of the General Plan and must be updated every eight years to address existing and projected housing needs for all economic segments of the City. Housing need is determined through the Regional Housing Needs Allocation (RHNA) process.

The City’s current Housing Element was adopted by the City Council on November 18, 2014, and was certified by the State of California Department of Housing and Community Development (HCD) on January 21, 2015. The current Housing Element covers the planning period of 2014-2022.

The City is currently in the process of updating its General Plan Housing Element for the 2023-2031 planning period. To comply with State Law, the City’s Housing Element must be updated to ensure that Dublin’s policies and programs can accommodate estimated housing growth needs, also known as RHNA.

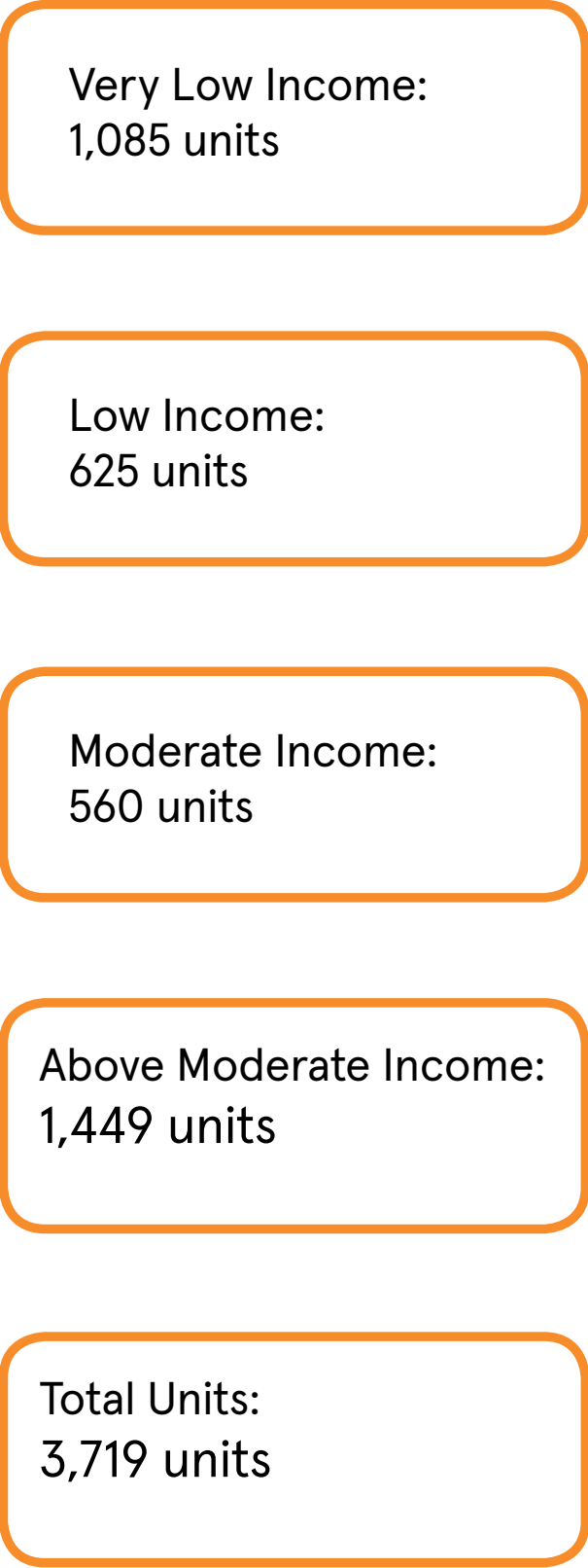
Draft Regional Housing Needs Allocation:

The California Department of Housing and Community Development (HCD) determines the Regional Housing Needs Determination (RHND) for the nine-county Bay Area. The Association of Bay Area Governments (ABAG) is tasked with creating a methodology for distributing the RHND across the Bay Area jurisdictions. The RHND for the Bay Area is 441,176 units.

Distribution of the RHND results in each jurisdiction’s RHNA, which is the total number of housing units by income category (i.e., very-low, low, moderate, and above-moderate income), that the jurisdiction must plan for in the next Housing Element. State law provides a series of statutory objectives that must be met in the RHNA methodology, including increasing affordability in an equitable manner; improving the balance between low-wage jobs and lower-income housing (jobs-housing fit); and addressing equity and fair housing. The statute also requires “consistency” between the RHNA and regional plans, such as Plan Bay Area (PBA).

ABAG established the Housing Methodology Committee (HMC) as an advisory committee tasked with developing a method to determine each local jurisdiction’s RHNA. On September 18, 2020, after nearly a year of meetings, the HMC recommended a Proposed RHNA Methodology, which was subsequently presented and approved by the ABAG Regional Planning Committee and ABAG Executive Board. On January 21, 2021, the ABAG Executive Board adopted the Draft RHNA Methodology and submitted the Draft Methodology to HCD for review. On May 20, 2021, the ABAG Executive Board approved the Final RHNA Methodology and Draft Allocations, following the finding in April 2021 by HCD that ABAG’s Draft Methodology furthered the RHNA objectives. The Draft Allocation assigns 3,719 units of housing to the City of Dublin. The table below shows the draft distribution of housing units by household income category.

City of Dublin RHNA:





Site Analysis

Overview

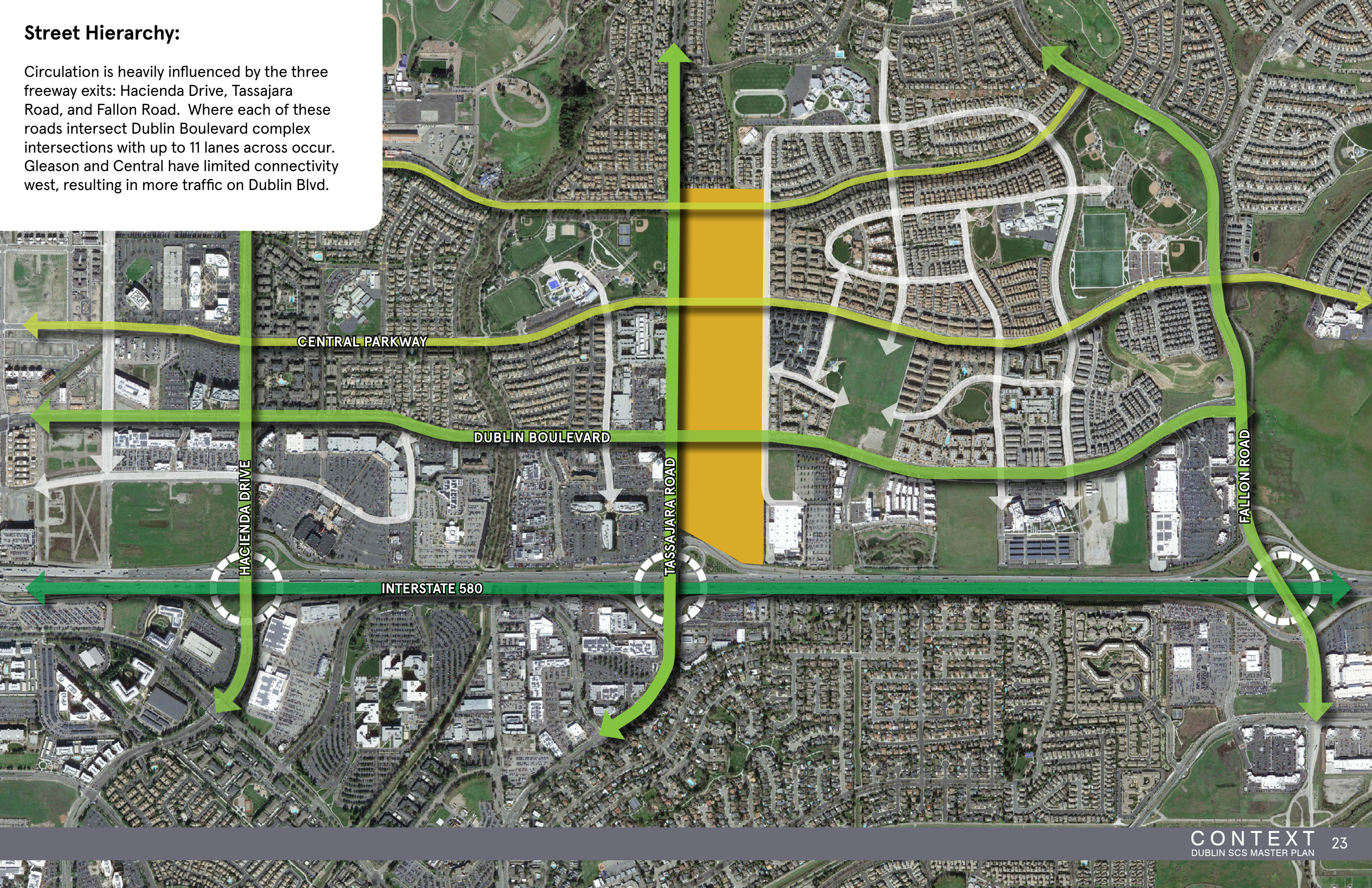
The SCS Property's central location, access to arterials and the freeway expand options for market friendly land uses as well as elevate its role in the lives of nearby residential and workforce population of Eastern Dublin.

The site presents an opportunity to help connect existing commercial, park and residential land uses together. The following site analyses looks at:

- Hierarchy of Streets and Circulation
- Parks and Schools (Public Benefits)
- Existing and future planned Commercial Development
- Overall Site Dimensions
- Scale Comparison
- Site Adjacencies - Building Heights
- Scale of Streets
- Intersections
- Arrival Points

Street Hierarchy:

Circulation is heavily influenced by the three freeway exits: Hacienda Drive, Tassajara Road, and Fallon Road. Where each of these roads intersect Dublin Boulevard complex intersections with up to 11 lanes across occur. Gleason and Central have limited connectivity west, resulting in more traffic on Dublin Blvd.



Public Parks and Schools:

Eastern Dublin is well populated with a variety of community and neighborhood parks and schools. The SCS Property is directly across from the City’s Emerald Glen Park featuring a water park, skate park, baseball and soccer fields, basketball and tennis courts, and children play areas.



**John Green
Elementary
School**

**Jose Maria
Amador
Elementary
School**

**Eleanor
Murray Fallon
Middle School**

Gleason Drive

**Emerald Glen
Park**

**J. Dougherty
Elementary
School**

Central Parkway

**Kolb
Elementary
School**

**Fallon Sports
Park**

**Cottonwood
Creek K-8
School**

Dublin Boulevard

Brannigan Street

**Emerald
High
School**

**Clover
Park**

Interstate 580

Retail and Employment Centers:

With the exception of the Waterford Shopping Center, all retail and commercial development in the area has developed between Dublin Boulevard and the I-580 Freeway.



Gleason Drive

Central Parkway

The Shops at
Waterford
(Safeway)

Dublin Boulevard

Hacienda
Crossing

Dublin
Corners

Toyota

Chevy
Buick,
Cadillac

Ulfert's
Center

Sutter

Dublin
Corporate
Center

General
Commercial
(Undeveloped)

Grafton
Station
(Lowe's,

Grafton
Plaza,
Aloft)

Medical
Campus /
Commercial
(Undeveloped)

Kaiser
Permanente

Medical
Campus
(Undeveloped)

Fallon
Gateway
(Target,
Dicks,

General
Commercial
(Undeveloped)

General
Commercial /
Campus Office
(Undeveloped)

Interstate 580

Tassajara Road

Brannigan Street

Emerald
High
School

Overall Site Dimensions:

The site is divided into 4 parcels by Gleason Drive, Central Parkway and Dublin Boulevard. The parcels have been designated PA1, PA2, PA3 and PA4 in previous planning proposals.

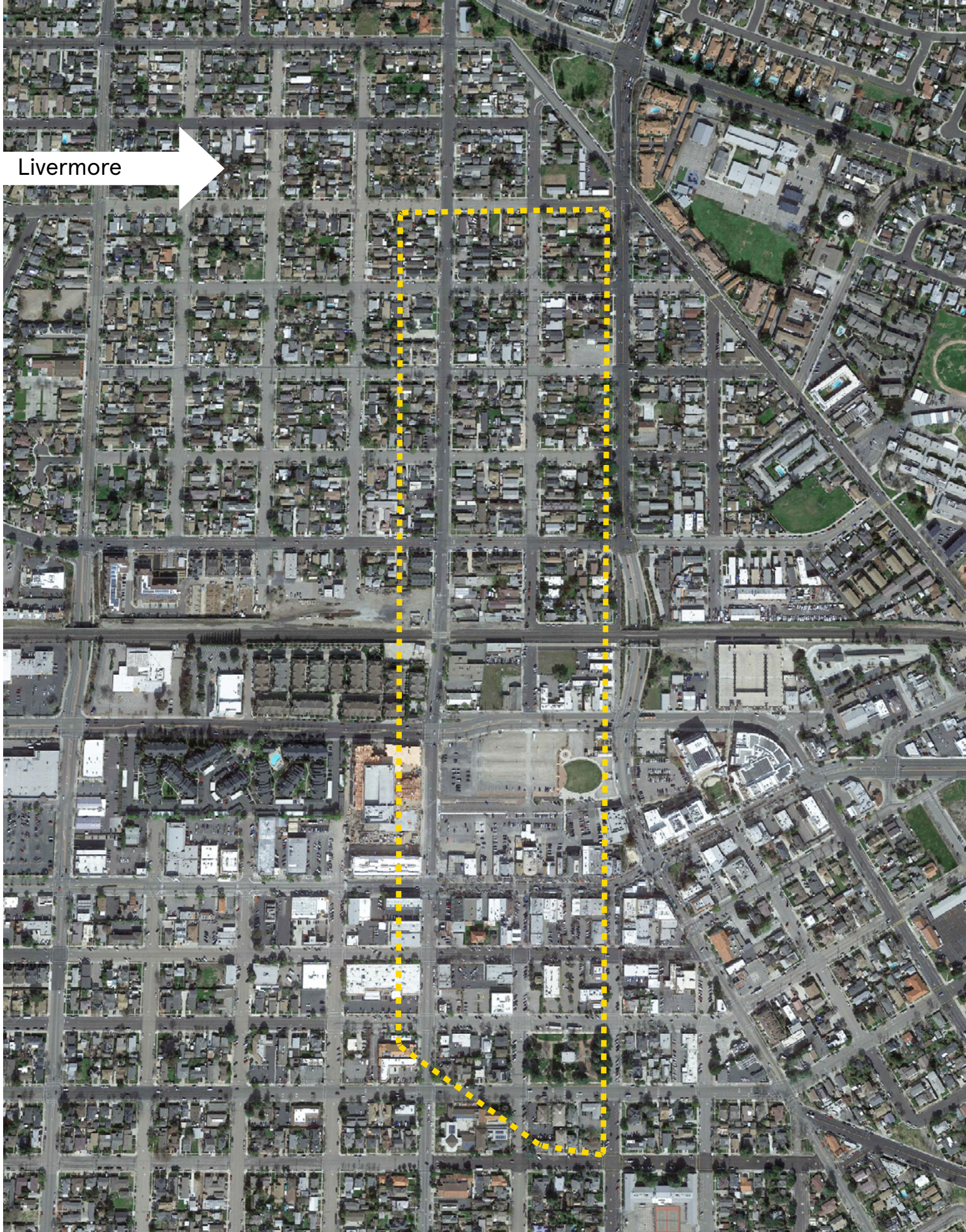


Scale Comparison: Walkable

Dublin is largely characterized by large blocks with internalized streets. The lack of connectivity across blocks can create a perception that distances are too great to walk. A comparable stretch of Livermore has twelve streets connecting east - west where as Dublin has four.



Eastern Dublin



Livermore

Site Adjacencies

The edges of this site abut a diversity of uses and densities. with Safeway, Starbucks, Peet's, banks, offices, three and four story residential apartments and townhomes to two-story single family detached homes.



2 Story Residential

2 Story Residential

2 Story Residential

3 Story Res.

4 Story Residential with ground floor Commercial

1&2 Story Retail

1 Story Retail

4 Story Office

3 Story Office

3 Story Residential

3 Story Residential

3 Story Residential

Future High School Site

1 Story Retail



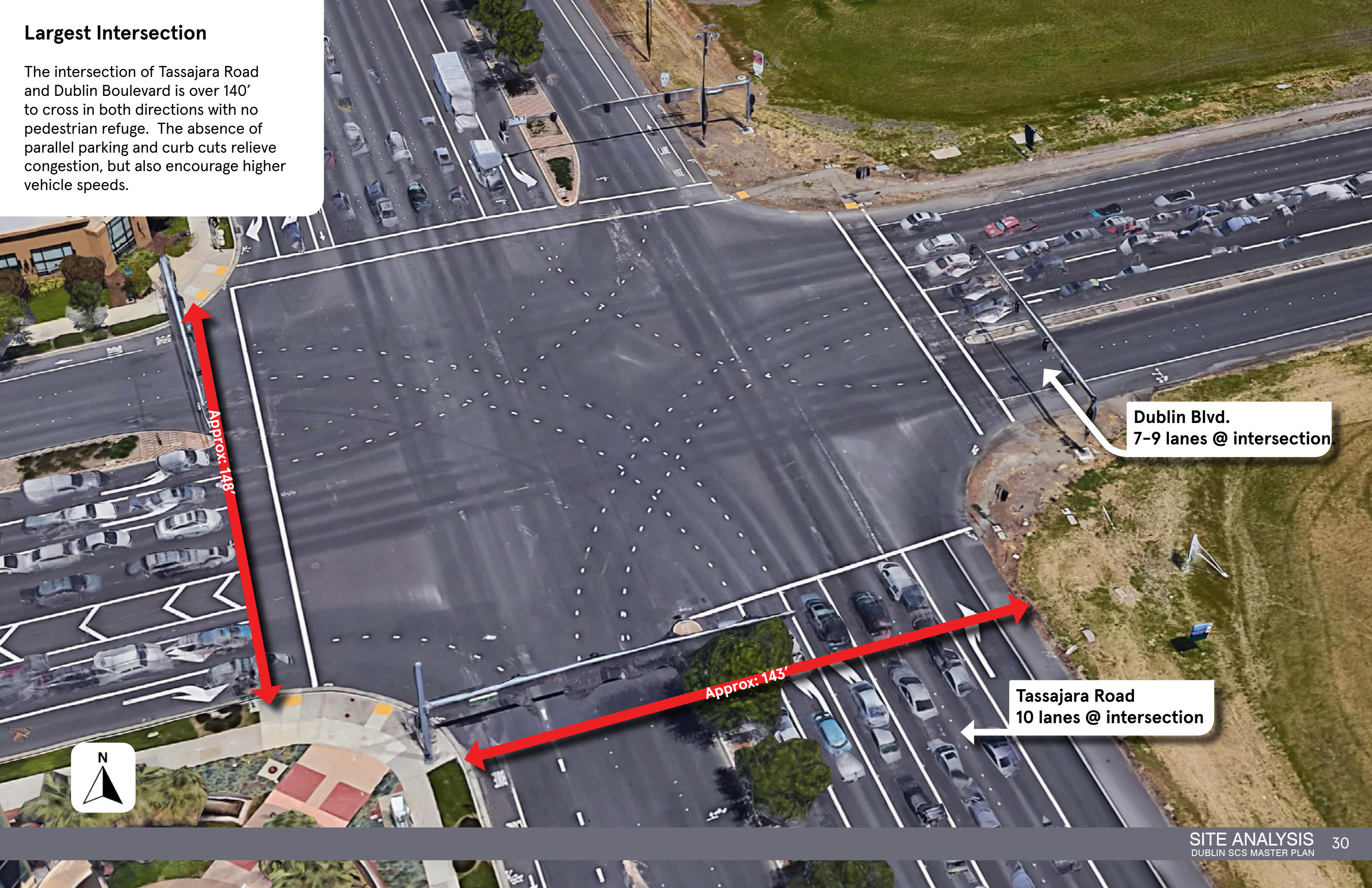
Scale of Streets

Eastern Dublin developed in a typical pattern of large super blocks connected by fast moving arterials with internalized residential streets. The streets are wide and oriented towards use of the car. Pedestrian and bike facilities are provided but not frequently used due to travel distances to amenities and uncomfortable proximity to high speed traffic.



Largest Intersection

The intersection of Tassajara Road and Dublin Boulevard is over 140' to cross in both directions with no pedestrian refuge. The absence of parallel parking and curb cuts relieve congestion, but also encourage higher vehicle speeds.



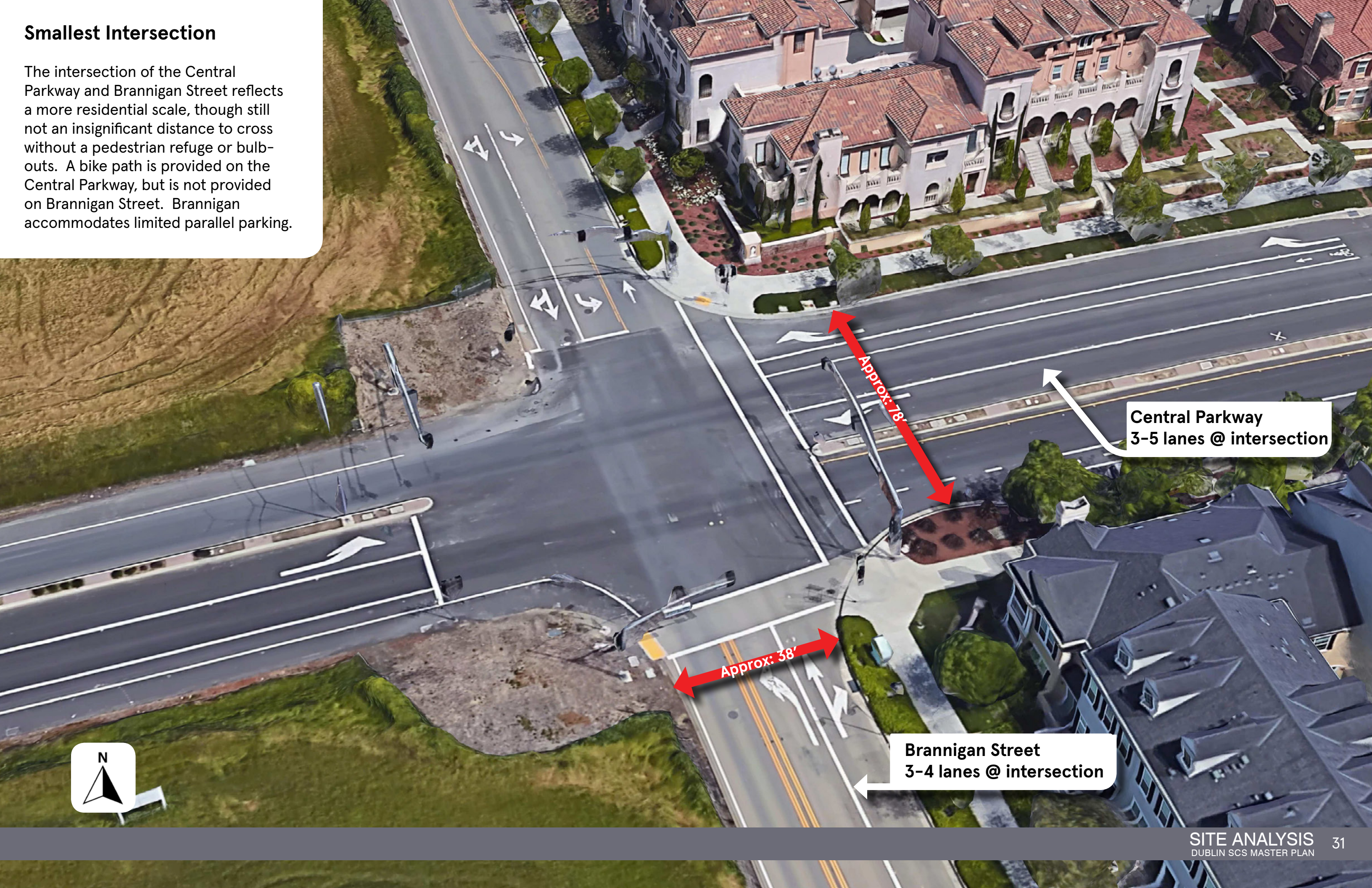
Dublin Blvd.
7-9 lanes @ intersection

Tassajara Road
10 lanes @ intersection



Smallest Intersection

The intersection of the Central Parkway and Brannigan Street reflects a more residential scale, though still not an insignificant distance to cross without a pedestrian refuge or bulb-outs. A bike path is provided on the Central Parkway, but is not provided on Brannigan Street. Brannigan accommodates limited parallel parking.



Central Parkway
3-5 lanes @ intersection

Brannigan Street
3-4 lanes @ intersection





Site Arrival South Bound on Tassajara Road



Site Arrival North Bound on Tassajara Road

Previous Plans



Overview

This property has a history of proposed developments that have not come to fruition, with Summerhill proposing in 2013–2014 and At Dublin proposing in 2018–2019. The proposals are summarized in this section.



Site's Previous Proposals Timeline

2015

Summerhill Homes

Summerhill Homes requested to initiate a General Plan and Eastern Dublin Specific Plan Amendment Study to evaluate a proposal to change the land use designations on the northern 38.9 acres of the overall 80.1 acre Dublin Land Company property, known as Parcels 3 & 4.

On March 5, 2013, the request was received and tabled.

On April 16, 2013 City Council received a staff report on development assumptions

On May 21, 2013 City Council considered the request and discussed the proposal, and ultimately denied the Applicant's request.

2017-2019

Shea Properties

October 2017 – City Council initiated a General Plan and Eastern Dublin Specific Plan Amendment Study to evaluate changing the land use designation of the project site.

January 2018 – Application Submitted Project included 665 residential units composed of apartments, townhomes and detached small-lot single family homes and 400,500 square feet of commercial development. An EIR was prepared on this project.

October 2019 – Based on feedback received, the Applicant submitted a revised Project. The revised project consisted of 566 residential units composed of apartments, detached small-lot single family homes and 55-and-older age-restricted single-family homes, and 240,000 square feet of commercial development.

2020

Shea Properties

February 2020 – Planning Commission recommended denial of the revised project. The Commission commented that the proposed project was an improvement to the previous project, including the addition of the age-qualified housing. However, they expressed concerns regarding traffic, the little amount of commercial and retail, the parking layout, the new signalized intersection, and the project's lack of contribution to the Tassajara "gateway."

June 2020 – City Council denied the project with prejudice. A denial with prejudice means that the applicant/property owner would need to obtain the City Council's authorization to conduct another General Plan Amendment study. A denial without prejudice means that the applicant/property owner could continue working with Staff on proposed amendments to the General Plan and Eastern Dublin Specific Plan without a new authorization from the City Council.

July 2020 – City Council requested that this project be added to a future agenda so that a Council member could make a motion to reconsider the decision to deny with prejudice.

August 2020 – City Council approved a motion to reconsider the decision to deny the project with prejudice then proceeded to deny the project without prejudice and directed Staff to leave the General Plan Amendment study open to continue to work with the property owner to engage the community and better understand what they would like to see on this property moving forward.

Site's Previous Proposals Timeline

2015 Summerhill Homes

- 402 UNITS
- 69,000 sf of commercial on PA2
- 364,000 sf of commercial on PA1 (Not part of proposal)



2018 Shea Properties

- 665 UNITS
- 400,500 sf of commercial



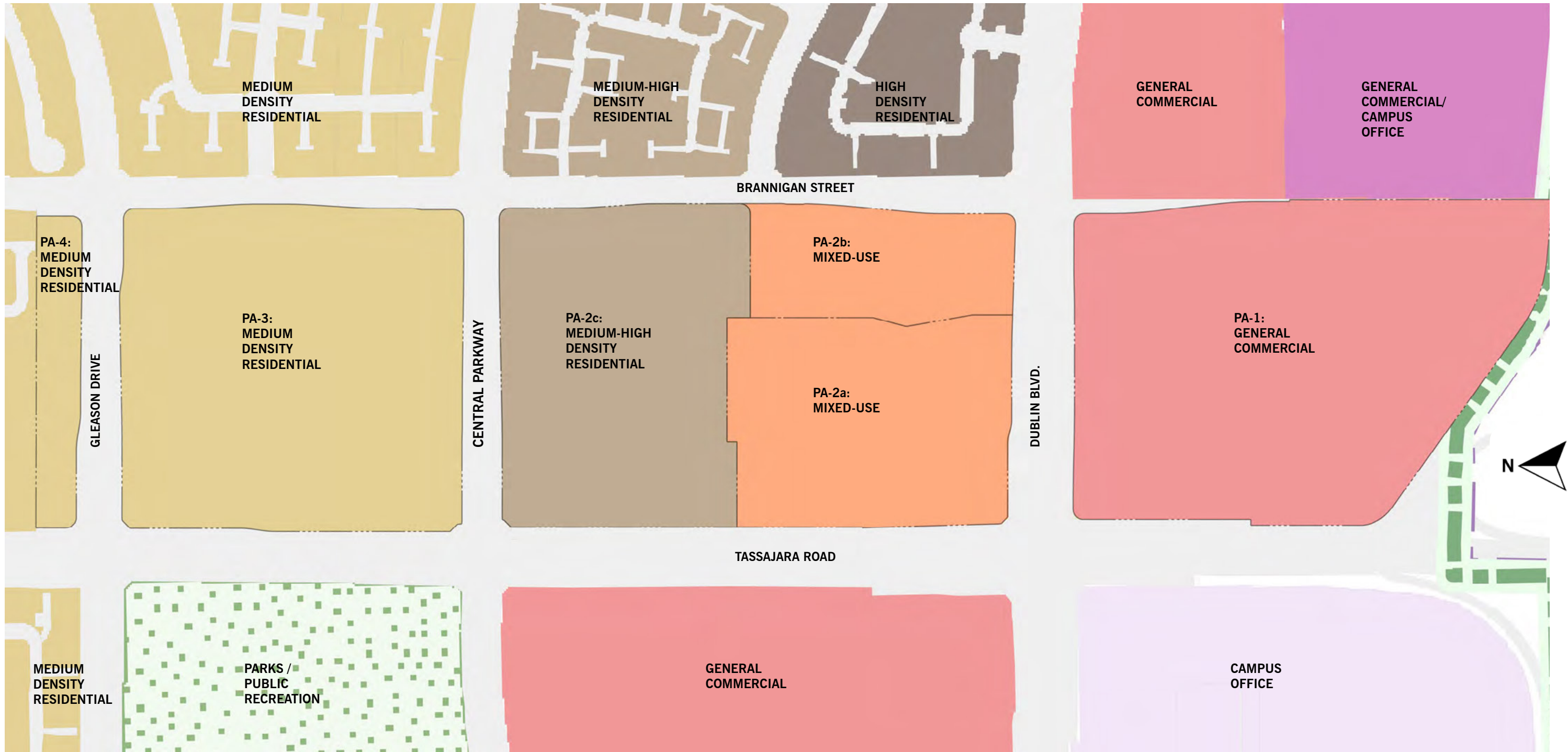
2020 Shea Properties

- 566 UNITS
- 240,000 sf of commercial

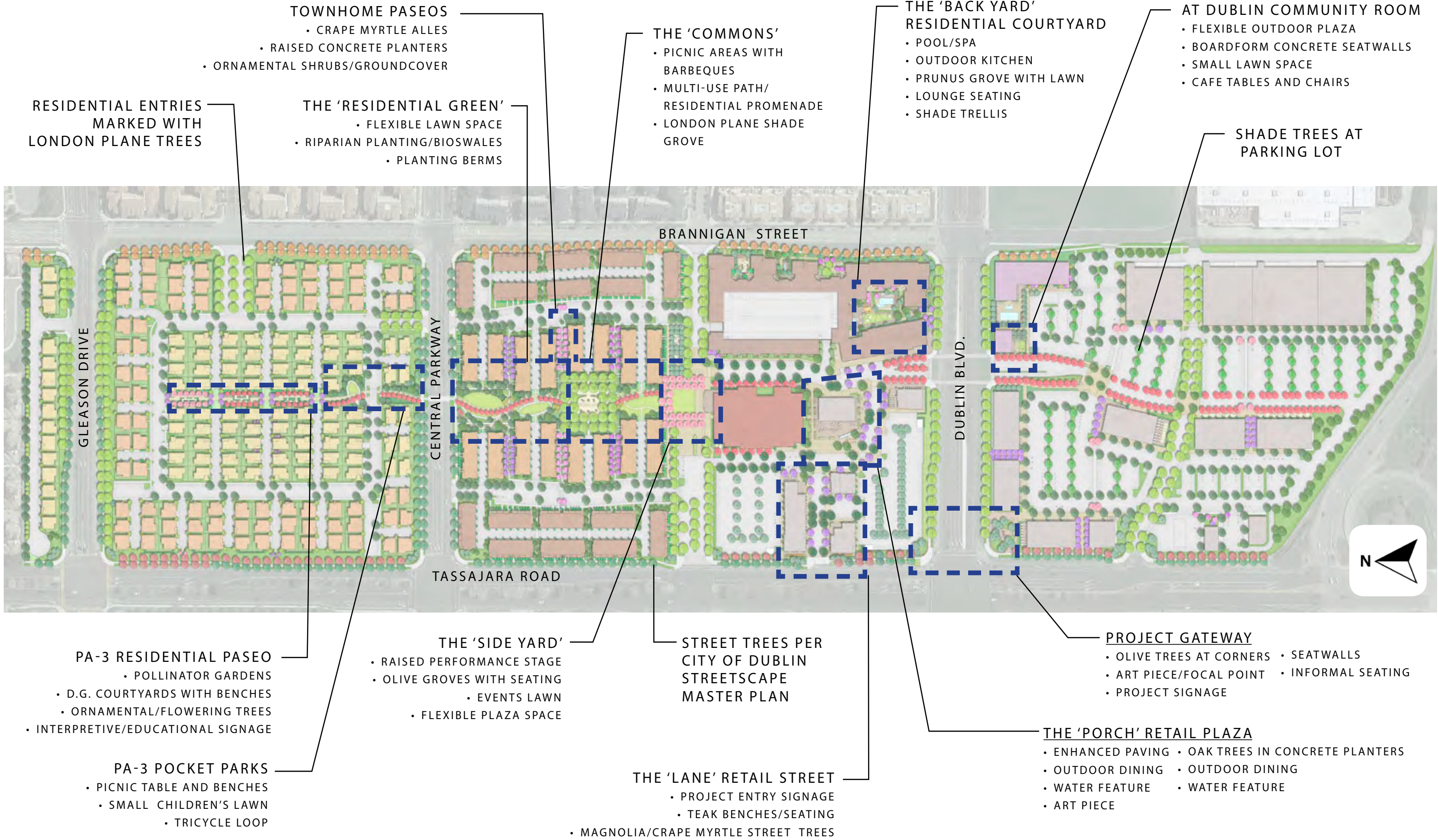


2018 Shea Properties Amended Land Use Proposal

The original At Dublin Land Use Proposal created a mixed-use entertainment district in phase 1, a big box anchored shopping center along the freeway, and lower density detached homes towards Gleason Drive. In 2020, the second proposal reduced overall unit count and concentrated the retail south of Dublin Boulevard. All schemes reflected commercial areas that were surface parked.



2018 Shea Properties Illustrated Plan



2018 Shea Properties Proposal - Retail Core

The original At Dublin proposal developed a retail district flanking both sides of Dublin Boulevard. With a softening demand for retail, the expected low returns were offset by a higher number of residential units. In 2020, with the lower unit count, of which some was designated age restricted housing, and an even softer demand for retail, the scale of the commercial environment was drastically scaled back to 240,000 sf and limited to the south side of Dublin Boulevard.



View of the Retail Core



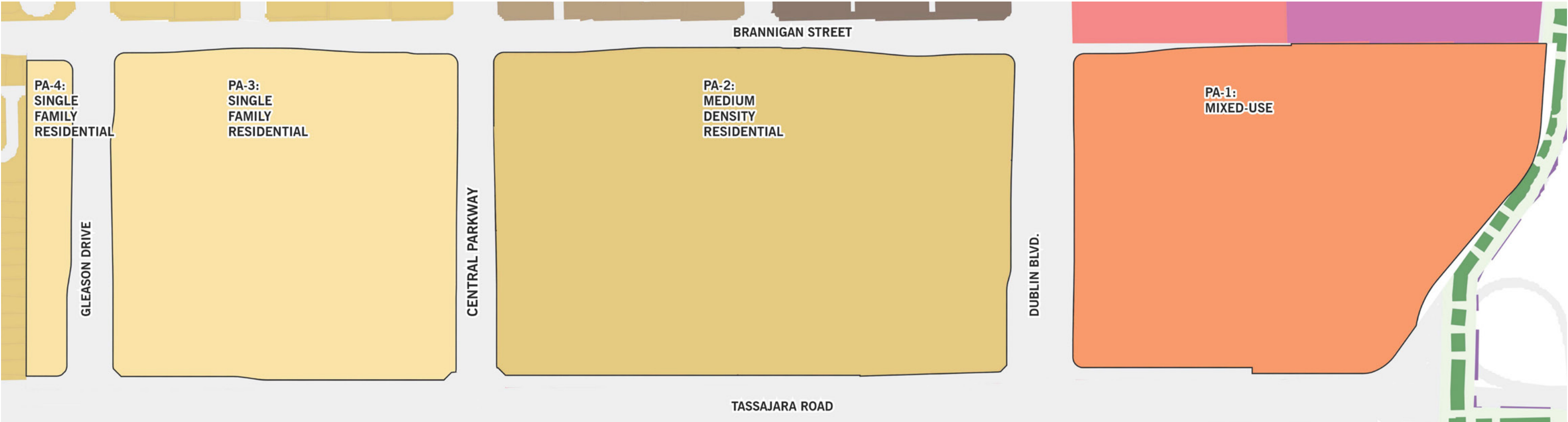
View of the Retail Street off Tassajara Road



2018 At Dublin Renderings



2019 Shea Properties Land Use Plan



2019 Shea Properties Illustrated Plan



Transportation, Traffic and Infrastructure findings for the *At Dublin* 2020 proposed plan

Transportation Conclusions:

The revised project would not result in worsening below the LOS D criteria and queuing conditions compared to the previous project, except for the northbound left turn queue at the intersection of Tassajara Road and Dublin Boulevard in the Near-term (2025) Plus Project scenarios and the Long-term (2040) Plus Project scenarios. However, the revised project increases the queue length by a maximum of 12 feet (less than one vehicle length) as compared to the previous project. This queuing impact was previously identified as a significant and unavoidable impact in the EIR and, therefore, is not a new or substantially more severe significant impact.

The revised project would still be required to implement the transportation mitigation measures identified in the EIR. With adherence to required mitigation measures and applicable regulatory requirements, there would be no new or substantially more severe significant impacts to transportation for the revised project beyond what was analyzed and disclosed in the Final EIR for the previous project and no other CEQA standards for recirculation are met. Therefore, no recirculation of the EIR is required.

Bicycles and Pedestrians:

The public roadways surrounding the project site would be as described in the previous project and completed in accordance with the City’s Bicycle and Pedestrian Master Plan, including the incorporation of Class II bike lanes along Dublin Boulevard and westbound on Central Parkway.

Public Transit:

The revised project retains the same public transit improvements as described in the previous project. Bus stops suitable for use by Livermore Amador Valley Transit Authority (LAVTA) would be constructed on the revised project frontage streets of Tassajara Road, Gleason Drive, Central Parkway and Dublin Boulevard.

Infrastructure:

Water:

The revised project would connect to the existing underground potable and non-potable recycled Dublin San Ramon Services District (DSRSD) water lines in a manner similar to the previous project. The project site is located within the boundaries of the DSRSD, which serves the City of Dublin with potable water and non-potable recycled water. The revised project would connect to existing underground potable and non-potable recycled DSRSD water lines located within the right-of-way of the adjacent roadways. Multiple connections would be provided for the purposes of achieving a “looped system.” Potable water would be used for domestic use, while non-potable recycled/reclaimed water would be used primarily for landscape irrigation.

Wastewater:

The revised project would connect to the existing underground sewer lines in a manner similar to the previous project. The project site is located within the boundaries of DSRSD, which serves the City of Dublin with potable water. The previous project assumed connection to existing underground DSRSD sewer lines located within the right-of-way of the adjacent roadways. Multiple laterals would connect the revised project to the existing sewer system.

Stormwater Management

Stormwater management for the project site would be substantially similar to the previous Project. The previous project assumed an on-site storm drainage system that would collect and convey runoff and ultimately discharge it to the City of Dublin’s municipal storm drainage system. Drainage for the revised project was designed to maintain the existing drainage patterns to the extent feasible. This would be done by reducing the post development runoff to the predevelopment condition, consistent with Municipal Regional Permit requirements as defined by the San Francisco Bay Regional Water Quality Control Board.

Dry Utilities

The revised project assumes these same services and improvements as compared to the previous project. Pacific Gas and Electric Company would serve the project site with electricity and natural gas. Additionally, portions of buildings in the revised project would include the use of solar power/photovoltaics. Similar to the previous project, the revised project would incorporate electric vehicle (EV) charging stations for the commercial area and the apartments.

Market Research



Overview

The Consultant Team includes economists KMA, retail specialist RRER, and residential specialist Bernese Lane. This section includes market research in the following areas:

- Overall Market Assessment
- Office
- Hospitality
- Retail
- Residential

The following pages contain their conclusions.

Generally, Dublin has performed better than most cities throughout the Covid 19 crisis, though trends in declining retail and office footprints remain a threat to growth in those sectors. Growth in hospitality has also been substantially weakened due to projects recently built, and vacancy rates impacted by Covid 19 that have yet to recover.

Market Overview

Regional Economic Conditions

Total private sector employment in the East Bay (Alameda and Contra Costa counties) grew at an average annual rate of 2.6% from 2010 to 2019, adding approximately 208,000 private sector wage and salary jobs. Three-quarters of job growth occurred in Alameda County and the balance occurred in Contra Costa County.

In early 2020, the coronavirus pandemic led to a sharp recession that resulted in the loss of approximately 183,000 private sector jobs in the East Bay, concentrated in sectors involving a high degree of human contact such as leisure and hospitality, education and health services, and retail. The region has since recovered approximately 88,000 jobs, bringing the cumulative net loss to 95,000 jobs, a 9% decline from February 2020. The UCLA Anderson Center forecasts robust statewide employment growth in 2021, although a full economic recovery might take more than a year, particularly in the most affected sectors.

Socio-economic Profile of Eastern Dublin, the City of Dublin, and Alameda County

The City of Dublin is one of the fastest-growing cities in California, averaging 4 percent annual household growth since 2010. The Eastern Dublin planning area, which contains the subject site, has captured nearly three-quarters of Dublin’s recent household growth. Table 1 compares the socioeconomic characteristics of planning area residents to the entire city and county. As shown, Eastern Dublin has attracted a larger share of households with children and a smaller proportion of residents over age 65 compared to the county overall. The median household income in Eastern Dublin is 67% greater than the countywide median and 13% greater than the citywide median. More than half of Eastern Dublin residents identify with one or more Asian ethnic groups and nationalities, the largest of which are Asian Indian and Chinese.

Table 1. Socioeconomic Profile (2020 Estimates)

	Alameda County	City of Dublin	Eastern Dublin
Population and Households			
Total Residential Population	1,632,800	68,000	33,300
Total Households (HH)	584,000	22,100	11,500
Avg. Household Size	2.7	2.8	2.9
HHs with Children (2010)	35%	40%	43%
Annual HH Growth (2010-20)	0.7%	4.0%	6.2%
Age			
Median Age	38	37	36
Ages 65+ Population %	15%	10%	8%
Income			
Median Household Income	\$105,400	\$156,500	\$176,500
Average Per Capita Income	\$51,100	\$61,100	\$70,700
Race/Ethnicity			
White Alone %	39%	44%	33%
Asian Alone %	32%	37%	55%
Black Alone %	10%	7%	4%
Hispanic/Latino Any Race %	22%	14%	8%

Source: ESRI Business Analyst

Market Rate Multi-Family Market



The housing at Campbell Lane and Dublin Boulevard near the East Dublin/Pleasanton BART Station on Thursday, June 27, 2019 (The Chronicle)

Market Rate Multifamily Market Overview

Attached and detached single-family homes are the predominant housing type in Alameda County, the City of Dublin, and Eastern Dublin. Larger apartment buildings with 50 or more residential units comprise approximately 15% of the City of Dublin’s housing stock and have contributed a similarly modest share of the housing growth in the city over the past 10 years, totaling 900 completed market rate units and 220 market rate units under construction.

As is common throughout the East Bay, newer apartment projects in Dublin are located within a half mile radius of one of the city’s two Bay Area Rapid Transit (BART) stations. Recently built projects have ranged from five to seven stories and have provided parking either in a concrete podium underneath the residential building or in a standalone parking garage wrapped by the residential building. Podium projects tend to cost more to construct than wrap projects but allow for greater residential density.

Apartment rents in Dublin grew rapidly from 2011 to 2015, followed by several years of stable to modest rent growth. In 2020, economic disruption associated with the coronavirus pandemic led to a decline in apartment rents throughout the Bay Area, although rents in Dublin were less impacted than core cities such as San Francisco and San José. As of mid-2021, one-bedroom asking rents in Dublin have stabilized while average asking rents for two-bedroom units now exceed pre-pandemic levels.

The subject site is farther from BART than recently built apartment projects in Dublin. Apartments at this location are likely to command lower rents than newer projects located within a half mile of a BART station. High-cost podium or wrap construction will be challenging if achievable rents are less than comparable projects,

although rents might still support the cost of lower-density product types, such as wood-frame garden apartments with surface parking. The development of complementary amenities and employment-generating uses could enhance the market appeal—and rent potential—of apartments on the subject site.

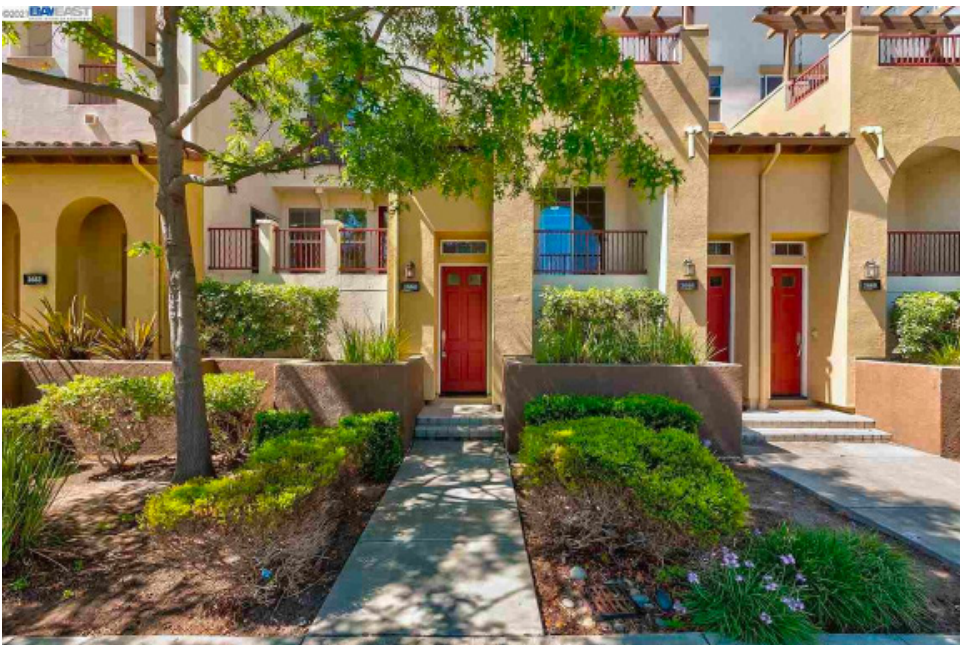
Affordable Housing Market Overview

The draft 2023–2031 Regional Housing Needs Allocation for the City of Dublin targets the production of 1,710 housing units affordable to very-low- and low-income households and 560 units affordable to moderate income households over the eight-year planning period.

Conventional debt and equity sources do not cover the full cost of developing affordable housing. Projects must either generate enough surplus value from market rate components to support the cost of affordable units, or access external funding sources. In Dublin, market rate housing developers include affordable units within their projects to satisfy the City’s Inclusionary Housing regulations, while nonprofit housing developers have built standalone affordable projects that access a variety of subsidized financing sources, including local funding.

On the subject site, market rate housing development will be required to set aside 12.5% of units for affordable housing, per City regulations, or fulfill an alternative compliance option such as land dedication. The opportunity for a standalone affordable project built by a nonprofit developer is conditioned on funding availability. Precedent affordable housing projects in Dublin have received city and county funding ranging from \$70,000 to \$120,000 per unit, in addition to state and federal funding sources.

Residential Analysis



Next door to the SCS property: The Villas at Dublin Ranch Villages

RESIDENTIAL ANALYSIS – DUBLIN

The following is a summary overview of market conditions in Dublin for both multifamily and for-sale residential. This overview includes general observations on the market, insights on what various housing product types are feasible at the subject property, some recent trends, and some challenges to consider that factor into planning the SCS site. The aim of the information presented is to provide context, help guide the conversation, and to inform the community outreach process that will ultimately produce a framework for what could be developed at the site.

A. Context:

- Dublin is a highly desirable town with good schools, low crime, beautifully maintained parks, and ample services and retail amenities. Like all cities in the Tri-Valley, it offers residents a high quality of life in a safe suburban setting. Consequently, demand for housing is strong, with absorption rates averaging about 1 sale per week per active new home community.
- As of May 2021, the median home price is \$1,197,500 in Dublin, which is below Pleasanton (\$1,600,000) and San Ramon (\$1,416,000) but above Livermore (\$1,060,000). This is in part due to Dublin having seen more attached product (apartments, townhomes and condos) developed, which tends to be at smaller square footages and lower price points.
- The City of Dublin has approved more attached/multifamily homes than its neighbors. Over the course of the last 20 years, Dublin has issued 6,335 multifamily building permits, far more than Pleasanton (3,285) or Livermore (1,724).
- Dublin has two distinct sides: western Dublin is older and is where the original town first sprung up, and more or less straddled I-680 after it was built in 1964.

Accordingly, the housing stock is older, since most of the homes there were built in the 1960s through the 1980s, and a few more subdivisions into the early 1990s. By comparison, eastern Dublin (basically everything east of Camp Parks) is newer, having been annexed into the city in 1990s and with most homes being built beginning in the late 1990s and beyond. The schools in eastern Dublin, which were built more recently to serve the east side of town, tend to have high test scores and are generally very highly rated.

- The subject property is located in east Dublin. The site itself is made up of four discrete vacant blocks that are generally flat, with a gentle slope that gradually rises in elevation from PA-1 up to PA-4. The two southern blocks (PA-1 and PA-2) feel a little more urban given their proximity to adjacent commercial uses, proximity to I-580 on- and off-ramps, proximity to established LAVTA bus routes, and the general hustle and bustle of Dublin Boulevard. The northern blocks (PA-3 and PA-4) feel more suburban in nature, with those parcels abutting other residential neighborhoods and parks. Emerald Glen Park is across the street, and several schools are within walking distance. Overall, the subject property has excellent freeway access for commuters, is closer to shopping and other services, and is generally more walkable than many of the other master plans in the east Dublin foothills (i.e., Dublin Ranch, Jordan Ranch, Positano, Wallis Ranch, etc.), which tend to be less walkable and a little more car dependent.
- Home values for both new and existing homes continue to trend upwards. Dublin, like all of the Tri-Valley, has experienced steady increases in home prices since 2010. When the Covid-19 pandemic first started in March 2020, home prices initially dipped due to the uncertainty and difficulties in closing transactions during shelter-in-place orders. Then, as lockdown orders were lifted, both the volume of sales and prices

Residential Analysis Continued



Next door to the SCS property: Waterford Place Apartments (across Tassajara)

started to climb. The median price of a home in Dublin went from \$914,000 in May 2020 to \$1,197,500 in May of 2021, a whopping 31% year on year increase.

- The supply of available new homes has been decreasing. There were 14 new home communities actively selling in Dublin in May 2020. A year later, there are now six (6) active projects. There are also fewer planned/approved projects in the pipeline. As Dublin approaches build-out, and fewer sites are available for new residential development, the future supply will decrease, and will further exacerbate the problem of housing affordability.

B. Rental housing

Over-all, the apartment market is good/fair, but the near-term outlook for new development is mixed if not unfavorable. After a review of market conditions, here are our findings:

- Suburban locations like Dublin have fared better than core cities like San Francisco and Oakland. For example, during the pandemic, average effective rents in San Francisco decreased by approximately 20% with the trough occurring in Q4 2020. By comparison, effective rents in Dublin decreased by only 3.5% during that same time period, and rebounded sooner in Q3. Rents are now at pre-pandemic levels.
- Asking rents are generally lower on the eastern side of town by an average of 5-10%.
- Larger units are in higher demand, both in terms of square footage and bedroom count.
- Asking rents are fairly flat across all construction types and do not meaningfully increase when graduating from one density category to another (for example, going from a 3-story garden style building to 4-story wrap

construction to a 6-story podium). On the other hand, construction costs do increase significantly as density intensifies and the type of construction becomes more complex. Consequently, increased construction costs without commensurate increases in rents and revenue make higher density projects either less attractive or entirely cost-prohibitive.

- If development of multifamily apartments is considered at the subject property, 3-story garden style walk-up (no elevators) apartments appear to be the most viable/feasible. This product type has no structured parking (and instead features tuck-under garages, carports, surface parking, etc.) and is typically in the 25-35 du/acre range. Larger units are ideal, with an over-all unit mix tilted more towards 2- and 3-bedrooms, with fewer studios and 1-bedrooms. The best recent example of this product type would be “The Mason Flats at Township Square” in Pleasanton.
- It is unclear if wrap construction is feasible at this location and would require significant research and analysis to determine its viability. Given the economics of where rents and construction costs are today, podium construction does not appear viable at all.
- Garden style apartments typically require a minimum of 6 acres, but ideally need 8-10 acres at 25-35 du/acre. Wrap construction ideally needs 4-8 acres at 50-70 du/ac. Ultimately the optimal size would be in the 200-300 unit range in order to attract an institutional investor or REIT in order to get the project financed. Smaller projects, of course, are harder to finance.
- Given the above, the current land use configurations are fragmented and should be consolidated. PA-2, for example, has four (4) different land use designations separated into five (5) different areas. It has a 3-acre Neighborhood Commercial area flanked by a 1.7-

Residential Analysis Continued



Next door to the SCS property: The Cottages at Dublin Ranch Villages (across Brannigan at Dublin Blvd)

acre High Density site on one side, and another 1.8-acre High Density site on the other. From a practical standpoint, this is problematic since most institutional investors are not looking for small, bite-sized parcels and don’t want to build boutique 80-unit apartment buildings. Instead, these two areas should be combined into one 3.5-acre multifamily site. Even that might be too small.

- The land use designation most aligned with market demand for apartments is the High Density (25.1 or more) category. This is allowed under the Eastern Dublin Specific Plan and would accommodate any of the construction types discussed above (e.g., garden style, wrap construction, etc.), albeit on a larger amount of acreage.
- Typical amenities for newer suburban apartment complexes include a minimum of 1.5 parking spaces per unit, fitness center, and swimming pool (often with spa and/or sundeck). Other common amenities found in the marketplace and that many renters expect include a clubhouse (or game room, media center/movie theatre, or other space to host birthday parties, social events, etc.), outdoor courtyard or picnic area with BBQ, business center and/or conference room (especially important with increased work-from-home trends), Wi-Fi throughout common areas including at pool and clubhouse, security (gated, controlled access with key fob entry), on-site maintenance staff and property management, on-side recycling and composting, car charging station(s), extra storage space (including bike storage), and even pet care features like a dog wash station.

C. For-Sale Housing

The market for for-sale housing is super strong in Dublin, and has only gotten stronger over the course of the last year. The following are some of the more salient highlights:

- Dublin in general possesses all the fundamentals of what people look for when buying a house: close proximity to jobs, good schools, low crime, abundant parks, services, amenity retail, etc.
- The subject property itself is an excellent site for for-sale residential, especially the northern three planning areas (PA-2, PA-3, and PA4) since those parcels are surrounded by other residential neighborhoods, Emerald Glen Park, and are walkable to several schools. In fact, when measured in linear feet, 87.2% of those three planning areas are abutting residential neighborhoods or Emerald Glen Park, and only 12.8% abuts commercial (Shops at Waterford).
- This site has broad market appeal, benefiting from being both large and adjacent to existing 2- and 4-story residential developments. The site also “feels” both suburban (on the northern end), and urban (on the southern end) and therefore appeals to a very broad range of buyers, including singles, divorcées, couples without kids, pre-families, young families, and multi-generational households. As such, anything from small lot detached at 4-8 units/acre to townhomes at 18-22 units per acre would have strong market acceptance.
- While a broad range of densities can go on this site, Medium Density (6.1 to 14.0 du/ac) and Medium High Density (14.1 to 25.0 du/ac) would be the two most appropriate and marketable land use designations of the six allowed under the Eastern Dublin Specific Plan.

Residential Analysis Continued



Next door to the SCS property: Sorrento (across Brannigan at Central)

Physical constraints, topography and grade changes, or amenities that may need to be accounted for, however, may make it difficult to achieve some of those yields, and thus may slip down into the next lower land use category. This may be particularly true for PA-4, for example, given its shallow depth and topography.

- Most large homebuilders prefer enough land to accommodate 50 to 150 units of housing per product line in order to achieve scale and reduce market risk. For small-lot detached at 6-8 du/ac, this means a minimum of 8 acres would be needed, although 10-14 acres would be optimal per product line. For 3-story townhomes at 18-22 du/ac, 4-6 acres would be optimal per product line.
- Despite the upheaval caused by the pandemic during the past 15 months, architectural floor plans have not changed dramatically. Home buyers still want much of the same as they did prior to the pandemic. Still, there are some recent trends and common themes to what buyers are looking for these days that are unlikely to change soon:
- Downstairs bedroom with en-suite bathroom for multi generational living;
- Homes suited for remote work: dens or secondary bedrooms that can be made into private offices with barn doors or French doors, small 6x6 tech centers/ nooks or “zoom rooms” with high windows for natural light (while limiting views), and fast wi-fi network connections;
- Kitchen islands with ample charging stations/outlets and

deep drawers for both school supplies and games/art/ puzzles for kids;

- Ground-floor laundry rooms that double as mudrooms with kid-friendly handwashing stations, art hub, pet shower and cozy sleeping space for dogs;
- Private outdoor space big enough for a BBQ, and place to entertain and dine al fresco; covered patios with a seamless transition from indoor/outdoor living, with Nano doors or the like.
- 2-car parking

D. Summary Points:

Residential Analysis Continued



Nearby the SCS property: Apex of Dublin on Dublin Blvd



Dublin Ranch Senior Apartments

- Both the near- and long-term outlook for residential development in Dublin looks excellent.
- If not limited by the EDSP and current zoning and general plan designations, the site could easily accommodate 700-800 units of housing.
- While the current market for existing apartments is good/fair, the outlook for ground-up development is mixed and a lot more uncertain than for-sale residential. If multifamily is to be considered, garden-style construction should “pencil,” with the most appropriate location being either PA-1 or PA-2. It is unclear if wrap construction is feasible. Podium construction does not appear to be feasible at this time.
- The market for for-sale residential is super strong among most if not all residential product types. PA-2, PA-3, and PA-4 are all suitable for residential development, with the highest densities preferably located within PA-2 gradually decreasing in density until PA-4.
- Given that for-sale residential land values are so much higher than other land uses such as multifamily, retail, office, hotel, or other commercial uses, more public benefits could be achieved with a greater amount of for-sale residential units approved.
- California continues to be in a housing crisis, which has only been made worse by the pandemic. With 4-5 million people turning 30 every year, and with many companies either resorting to 100% remote work or a hybrid approach that entails some in-office days combined with work-from-home time, the housing crisis is unlikely to change anytime soon.

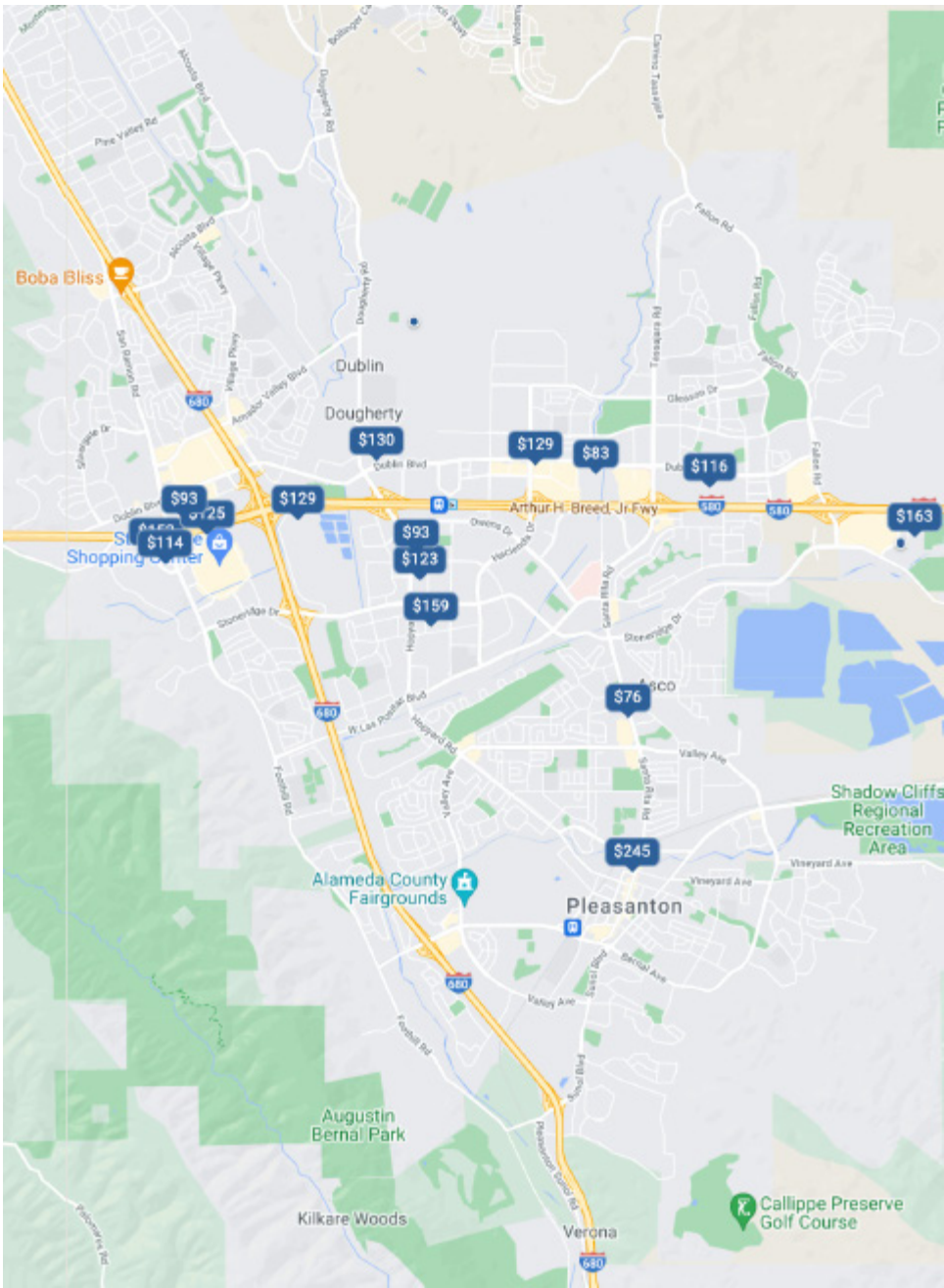
Hotel Market



Aloft Hotel in Dublin



Rendering of the planned Westin Dublin-Pleasanton Hotel



Hotel sites search on Google, for a Saturday in June 2021

Hotel Market Overview

The coronavirus pandemic has severely impacted the global hotel industry. In the Bay Area, hotel occupancy rates remain well below 50%, one year since the pandemic began. Forecasts prepared by the San Francisco Airport and Visit California predict that travel and tourism to the Bay Area might not fully recover until 2024-2026, with business travel lagging leisure travel.

Alameda County’s hotel inventory totals approximately 18,500 existing rooms plus 1,500 hotel rooms under construction. Proposed projects, most of which were announced prior to the pandemic, would add another 3,000 hotel rooms. While some developers of proposed projects may reassess their plans if occupancy remains weak, others are likely to move forward based on the expectation that the market will recover by the time projects are completed.

Upscale, limited-service and select-service hotels along the I-580 corridor represent most of the recent hotel development activity in the county. The newest hotel in Dublin is Aloft Dublin-Pleasanton, a 127-room select-service hotel near the subject site. The City recently approved two more hotel projects: the 130-room, limited-service Cambria Hotel (130 rooms) in downtown Dublin, and the 205-room Westin Dublin-Pleasanton in Eastern Dublin, which would be the first full-service hotel built in the county in more than a decade.

The subject site’s proximity to major employers and freeway connectivity make it an attractive location for a limited-service hotel catered to business travelers and other extended stay guests. Development of a hotel is likely a long-term opportunity since the current pipeline of under construction and proposed hotels appears to be more than sufficient to meet near-term room demand.

Office Market



Zeiss Innovation Center



Dublin Corporate Center at Dublin Blvd and Tassajara, visible from I-580.



Kaiser Dublin Medical Center



Palo Alto Medical Foundation, at Dublin Blvd and Tassajara

Office / R&D Market Overview

Large corporate end users have been responsible for all new office and R&D space built in the City of Dublin in the past 10 years.

The Zeiss Innovation Center and Kaiser Dublin Medical Center together added 450,000 square feet to Dublin’s office inventory, representing approximately 10% of countywide office space completed since 2010. Other major corporate end users have entered the Dublin market through building acquisitions. For example, in 2020, Amazon.com, Inc. acquired a 200,000 square foot building at 5160 Hacienda Drive for its Web Services division.

Dublin’s newer office projects typically range from 3 to 6 stories, provide parking in surface lots rather than garages, and benefit from good freeway access.

Most recent development activity has occurred in Eastern Dublin within a short distance of the site. The Zeiss Innovation Center and Kaiser Dublin Medical Center are both within a roughly one-mile radius of the site, while the city’s largest Class A office complex, Dublin Corporate Center (built in 2001), is adjacent to the site.

One of Dublin’s primary advantages in attracting office development is its proximity to a highly skilled workforce. Three-quarters of employed residents in Dublin work in office-based occupations, such as management, business, financial, and other professional roles, and seventy percent of residents over the age of 25 have at least a bachelor’s degree. The share of Eastern Dublin residents who work in office-based occupations is even higher

than the citywide average, as is the share of residents who have obtained a bachelor’s degree or graduate degree. Table 2 compares the education levels and occupational backgrounds of Dublin’s workforce to the entire Alameda County workforce.

Dublin’s office market has been fairly resilient since the coronavirus pandemic began. Vacancy in Class A buildings has increased but remains below other Tri-Valley submarkets. The average asking rent for Class A space in Dublin exceeds the city’s pre-pandemic average and remains higher than Pleasanton, Livermore, and San Ramon. Table 3 summarizes office market conditions in the City of Dublin and the Tri-Valley market area as of the first quarter of 2021. Vacancy may decrease as office users proceed with reopening plans, although many employers have expressed their intention to continue offering some form of remote work as a long-term workplace strategy. Average office rents in Dublin and across the Tri-Valley are below what is required to support the cost of new construction, which explains the lack of speculative office development in the Tri-Valley over the last decade.

The subject site has the potential to capture future demand for office and R&D space in the Tri-Valley market area. Market opportunities include build to suit projects for corporate end users in industries such as healthcare, medical equipment, cloud computing, data processing, and financial services. The site would also be an ideal location for satellite office space that caters to office users’ growing need to balance remote working arrangements with opportunities for in-person collaboration close to where employees live, although office rents would need to increase to warrant speculative development. In terms of location, office development on the site is best suited to the southernmost parcels located closest to the freeway.

Table 2. Workforce Characteristics by Place of Residence

	Alameda County	City of Dublin	Eastern Dublin
Total Employed Residents	763,300	30,200	15,900
Office-Based Occupations %	55%	74%	80%
Bachelor's Degree %*	27%	34%	38%
Graduate Degree %*	21%	25%	36%

Source: ESRI Business Analyst
** Share of residents over the age of 25.*

Table 3. Q1 2021 Office Market Statistics

	Class A				Class B/ Flex			
	Dublin		Tri-Valley ⁽¹⁾		Dublin		Tri-Valley ⁽¹⁾	
Inventory (SF)	1.7M	↑	16.2M	↑	1.2M	=	11.6M	↑
Vacancy %	13.50%	↑	15.70%	↑	15.7%	↑	13.0%	↑
Asking Rate (FSG)	\$3.42	↑	\$3.09	↓	\$2.06	↓	\$2.18	↓

Source: Colliers International/ Arrows (↑ or ↓) indicate direction of change from prior year.
(1) Dublin, Pleasanton, Livermore, San Ramon.

Retail Analysis



Grafton Station as seen from the intersection of Dublin Blvd and Grafton Street.



Grafton Station, adjacent to the SCS site along I-580 includes Lowe's Home Improvement and shops shown above.

Introduction:

This retail market study provides context on the post-pandemic retail trends, lease-up, and a general overview of retail tenants in Dublin.

Retail can be regional or neighborhood by the nature of its construction and its tenants. Retailers consider a “Trade Area” when they look to locate a store. Depending upon the tenant and the type of center, the trade areas will differ in size and composition.

The COVID-19 pandemic has reset the retail game board. The most successful retailers will connect with consumers in new ways by leaning in on their digital, omnichannel, and in-store technology ambitions. As the response and recovery to the pandemic continues, it has become clear that the crisis has also ushered in a new reality for consumers and retailers. The blow has been swift and vast, upending lives and livelihoods and upsetting economies. Some of the most dramatic effects have been consumer behavior—how people buy, what they buy, and where they buy it. During the shutdown, with everyday habits and routines knocked off course, consumers changed their purchasing decisions. In four countries surveyed, 40 percent of respondents said they tried new brands or made purchases with a new retailer. This was especially prevalent in the US, where 46 percent of consumers made a switch.

In the short term, companies need a complete understanding of which new COVID-19-era habits will stick and which won't, and for what segments. The surge in online shopping, for instance, is likely to spur a sustained increase in buy online/pick up in-store options—roughly half of the consumers who used this option during the shutdown say they intend to keep using it. To prepare for this demand, retailers will need to redirect merchandise to specific stores, reallocate inventory between offline and online, or experiment with “gray” or “dark” stores that may mimic actual stores but are used mainly for fulfillment and may never see consumers directly. It is yet another omnichannel concept that has accelerated during the pandemic.

Retail Trends:

- In 2020, the Covid 19 pandemic brought changes to retail that would have otherwise taken years to play out.
- California Markets initially expressed pessimism for retail sectors, reflecting past years’ downward trend, and said they expect retail properties to bring in significantly lower returns in 2022-2023 than 2020.
- Nationally, retail, which has been dealing with e-commerce disruptions since 2017, is still struggling, with 40 of 77 metros recording a decline in effective rent in Q1. Still, that is 20 metros less than 4Q, 2020.
- E-commerce grew 44% in 2020 from the prior year. In 2019, e-commerce was 15.8% of all US Shopping. In 2020, with the help of the pandemic and the stay-at-home orders, e-commerce comprised 21.3% of all shopping.
- At the end of April 2021, S & P Global Ratings raised its outlook for Macy’s Department store from a negative to a positive, signaling that the retailer and other apparel retailers are seeing improving conditions due to an accelerating economic recovery.
- Because of the steep rise of online shopping, retailers and retail property owners are gearing towards a more experiential type of brick-and-mortar retail. An example of this is found with Dicks Sporting Goods, traditionally a 40,000 sf tenant, it has opened a 100,000 sf store in New York that offers customers a place to “connect and play,” including a rock-climbing wall, a high tech batting cage, and a 17,000 sf outdoor turf field and running track where the sporting goods giant will host sports events. In addition, the new prototype will have virtual golf driving bays and a small area for health and wellness.
- Retail developers will need to implement strategies to draw shoppers out of their homes and away from their phones by focusing on the physical retail experiences that cannot be replicated in a virtual environment.



The Shops at Waterford on Dublin Boulevard are across Tassajara from the SCS site. This horizontal mixed-use shopping center includes a Safeway and restaurants.



The two-story Ulfert's Shopping Center is anchored by Koi Palace Restaurant on Dublin Blvd. (Dublin Corporate Center in the background.)

- While experiential-focused tenants got hit with the pandemic closures, the trend towards having experiences and socializing at more traditional shopping centers will continue.
- From an economic perspective, Northern California's economy has already recovered quicker than other regions across the state, having much higher concentrations of jobs in leisure, hospitality, tourism, and entertainment. The fact that these industries only make up so much of Northern California's economy is assisting the region compared to other areas in the state that have higher concentrations of businesses in these sectors and have been drastically impacted by the COVID-19 recession and slow recovery due to tight business restrictions and other factors. However, it doesn't necessarily mean Northern California is recovering faster when compared to other areas – it just means the economic hole during the 2020 pandemic recession didn't crater in as deep locally.

Retail Lease-Up:

Dublin is a component of the regional retail trade area, which encompasses San Ramon, Dublin, Pleasanton, and Livermore. All together this trade area has approx. 6.1 million square feet of retail offerings. Large department stores usually anchor regional retail centers (e.g., Macy's, Nordstrom) and "big box" stores (e.g., Target, Lowe's, Costco). These centers are often supplemented with various specialty stores (e.g., "in-line" retail), sometimes combining entertainment-related offerings (e.g., movie theaters), and are designed to draw consumers from a broad geography and population base (e.g., over 200,000 population). Such centers tend to locate at sites with convenient freeway visibility, accessibility, and high traffic volume and require a minimum of 15 acres (about 175,000 square feet) or more.

In determining what type of tenants and how much retail space should be recommended for Dublin's SCS property, a complete look at the retail occupancy in Dublin is needed:

Retail Occupancy:

In 3Q 2016, Dublin's retail vacancy rate was approximately 6.5%. Currently, (April 2021), it stands at 22% (Costar analytics). The retail industry started to see changes and the start of the reduction of brick and mortar space in 2017, intensifying in 2018 and 2019. And of course, in 2020, with the Covid shutdowns.

During the same time, the asking rental rate decreased. According to Costar analytics, the rental asking rate peaked in 2Q 2019 at an average of \$36 (the City of Dublin Retail Asking Rents) and dropped to \$30.50 in 2Q 2021, a 15% decrease in asking rents.

According to a retail availability Costar report (run May 2021) there are 5 "box" spaces available in Dublin, (box being defined as over 10,000 sf) . Village Square-12,100 sf, Dublin Retail Center (former OSH) 27,704; Hacienda Crossings has three – 22,994 sf ; 37,200 sf; and 17,471 sf for a total of 117,469 sf of vacant box space.

According to the same availability report, there is 182,616 sf of shop space available in Dublin, shop space being defined as under 10,000 sf.

And while demand has started to increase 2Q of 2021, it may take a few years to reduce the vacancy rate back down to the last low experienced in 2016.

Dublin Retail Tenants:

As of a 2018 study, the United States supported an average of 23.5 sf of retail space per person. Canada and Australia followed in the 2nd and 3rd positions with 16.8 and 11.2 square feet, respectively. The United Kingdom, in the 4th position, has 4.6 square feet of retail space per capita. A substantial difference from what is offered in America generally.

To put retail per capita in perspective, the City of Dublin currently supports 26.13 square feet of retail space per person, above the national averages of all countries in the World.

Retail Analysis Continued



At the next exit: Fallon Gateway includes Target, Dicks', Lucky Foods, PetSmart, Guitar Center, and more.



At the next exit: Hacienda Crossings includes Regal Cinemas, Cold Stone Creamery, Fuddruckers, Bed bath and Beyond, TJ Maxx, Best Buy, Barnes and Noble, Ulta Beauty and many more in-line shops.

Why is this important? Because we see a reduction of retail per square feet in the United States currently. Most industry observers believe this is long overdue.

Big Box Tenants:
Most of the national, regional big box tenants already occupy space in Dublin. And those big-box tenants not in Dublin have located in surrounding cities. Big Box tenants in Dublin include Dicks Sporting Goods, Target stores, Lucky Foods, Guitar Center, PetSmart, Pier 1, (vacant) Theatre, Babies (vacant), TJ Maxx, Best Buy, Bed Bath & Beyond, Barnes & Noble, Old Navy, Dublin Bowl, 99 Ranch, CVS, 24 Hr Fitness, former Sports Authority (now Savers and Ashley Furniture), Toys (vacant) Burlington, Target, Hobby Lobby, PetSmart, Spirit Halloween (vacant), Big Lots, Sprouts, Jo-Ann Fabric, REI, Safeway, OSH (vacant), Michaels, Marshall, Ross, DSW, Whole Foods, Home Goods, Nordstrom Rack, and Lowes.

Grocery Store Tenants:
When Covid restriction hit California, much of the shopping was shut down, and only essential retailers were allowed to stay open and operate. Grocery stores were considered essential.

While analyzing the type of shopping center to build, grocery is often looked at as a stable retail tenant that can anchor a new center and draw customers to its doors weekly, thereby helping the adjacent shop tenants thrive.

Therefore, investigating the possibility of adding another grocery store on the SCS Property is unquestionably worthwhile.

We used the grocery industry “ rule of thumb “ to analyze the trade area for a grocer at the SCS site. Typically, grocery stores like to see 20,000 people per store in a trade area. And trade areas are not bound by city boundaries so that neighboring cities would be counted into the Dublin trade area. Currently, there are 13 grocery stores (not counting ethnic grocers) within a 5-mile trade area that includes 180,000 people. If you use

the typical grocery industry standard, it would indicate that the 5-mile trade area should support only nine grocery stores. Because there are currently 13 grocery stores in the trade area, this would lead one to surmise, planning for a grocery store at the SCS Dublin site would likely not succeed.

As mentioned above, as per a Costar availability report (May 2021), there is approximately 182,616 sf of shop space (sized under 10,000 sf) available for lease in Dublin. Some of this shop space is in mixed-use buildings, others in solid grocery-anchored centers. According to brokers and city staff, demand for retail space has increased; therefore, much of this space may get leased over the next two years.

The types of tenants actively looking for space fall into different categories than previous years. Most active tenants are categories of tenants that do not have any, or much, online competition. For example, it is impossible to have your hair cut online, or use a treadmill, or have a massage. Therefore, the industry is seeing activity from internet-proof tenants that fall into experiential type categories.

Foot Traffic Information:
In attempting to understand Dublin’s current retail tenants’ strength and depth, and hoping to understand better what category of tenants would do well at the SCS site, the Consulting Team used Place AI foot traffic analytics to compare some of the national big-box tenants to their other locations and their competitors. The Team compared Lowes- Grafton Station to Home Depot Pleasanton Square. Lowes, located at two freeway intersections East of Home Depot, ranks in the 66% percentile across the entire United States, while the Home Depot ranks in the 79 % percentile indicating more robust foot traffic at the Home Depot. Target on Amador Plaza Rd ranked in the 43% percentile, while Target at Fallon Ranch ranked in the 38% percentile. Shopping centers were also ranked, and all indications are that the further East the retailer is located, the less foot traffic the site shows, hence its lower ranking.

Initial Outreach



Community Outreach for Phase A: Background Research

Initial outreach has been conducted to help inform the design team what the primary challenges were in the previous submittals, as well as begin to understand what the community sees are the primary challenges ahead, and what their expectations are for development on this site. This information will help our team identify focus areas in the discussions ahead, addressing concerns and developing a consensus vision for the land uses on the site.

Outreach Overview

- The goal of the outreach process is to gain consensus on preferred land use and future development of the property.
- The Preferred Plan that will inform the General Plan Amendment will:
 - Create the framework for a mixed-use private project including limited public amenities
 - Establish minimum residential densities
 - Meet the goals of the property owner to create a financially and economically feasible project in the current market and long-term sustainability for the City

There are many groups that are involved in building a project vision. They include the Private Landowner, City Leaders and Decision Makers, Community Groups, and potential tenants. The outreach process will include a variety of interested parties including the property owner, adjacent property owners, and the Dublin Chamber of Commerce. This project will include outreach to all of these groups, represented by:

- Key Stakeholder Interviews with the Landowner and Neighbors*
- Discussions with the Planning Commission and City Council*
- Meetings with a Community Advisory Committee*
- Community meetings open to the General Public
- Analysis by industry experts through a ULI Technical Advisory Panel
- Market Analysis from the Consultant Team

**Outreach amongst the first three groups is included in this Background Research, which is followed by a briefing on the remaining groups and activities.*

Initial Outreach: Stakeholder Interviews



At Dublin Development Proposal, SCS Development with Shea Properties

SCS Development and Mission Valley have been working together with Shea Properties for a number of years on the entitlement of the property. The City Council most recently denied their At Dublin project.

Landowner: SCS – Mission Valley Properties

Attending:

Kevin Fryer, Mission Valley Properties, Vice President and representative for SCS Development
Robert “Bo” Radanovich, Partner at Mission Valley Properties
Steve Schott, SCS Development Company (not present)

Discussion Areas:

What went wrong last time? What to do now?

- There was a short list of people who will continue rejecting it, we have to endure it unless something changes. The campaign included robo-calls and emails. Hoping to shift from “What I want” to “What has and can happen here?”
- Hoping that the community will focus less on the number of units but on potential positives. It wasn’t a concern about the quality of the project but the total units that it would bring. (650 or 550 units) The easiest way was to sacrifice density. Shea didn’t want to do that, they wanted tenants near the commercial center
- It would be great if everyone knew the economic realities of non-residential uses. Commercial land uses are hard to support. We need a viable project. More commercial means more housing too. Push back was based on the quality of the commercial
- Movements out of commercial areas were sticking points as traffic issues. Dublin Blvd is impacted. The neighborhood could have closer destinations. There needs to be more awareness of VMT.
- We heard a lot about the impact of growth on schools and traffic, but now there’s the new High School so that concern about schools has decreased.
- This is not just a planning exercise, there are real pressures and benefits that this project can alleviate.

Land Use Opportunities on the Site

- Office: Speculating low potential. The medical office opportunity has gone away and average Class A Office doesn’t support speculative developments. Office would require an end user to come in to build.
- Retail – there are many challenges behind retail and restaurants, but water fees are the biggest challenge. The primary adjacency is the freeway (regional perspective for uses) – regional, big box, hotel, gym, things that people would commute from multiple miles away to use.
- Housing: Senior housing is the most politically acceptable option. Preference for For-sale because rental feeds the perception of density. Townhouses are the bigger value driver. (Two car side-by-side townhouse 5-17 du/ac.) Apartments and commercial are more costly to build and were subsidized by the other housing in the balance of the project. There are some housing policies regarding tandem parking, fee constraints, expectations for density, which narrow the list of choices. We need enough economic engine to make this work.
- Park – There is no need for a big park or green resources, this area is already very well served with over 5 acres per 1000 people. The effort should now be to support existing parks.

Challenges to Development on the Site

- The site includes a lot of perimeter work. There are six streets and a lot of street frontage. There is \$20M in off-site work which is an impact to the project.
- Impact Fees and Water Fees (DRSD) are really high. Credits and incentives are needed to cover fees (water for restaurants), a big challenge (economic drag)
- Along the North we proposed traditional single family and along the south we increased the intensity near the commercial to make it feel more urban in those corners. We chose to provide Senior Housing to address school issues.

Initial Outreach: Stakeholder Interviews



The Tong Family is the owner of Grafton Station, a 29 acre property located next to the SCS property along the I-580 frontage. The Grafton Center includes a Lowes Home Improvement Warehouse. And includes several other retail pad buildings and a few remaining sites that have not been built out. The site includes Brannigan Street which is adjacent to the SCS property.

Ron Tong, Owner of Grafton Station

Do you see opportunities for these two sites to benefit each other? Were there missed opportunities in the SCS design regarding how it connected, or related to your shops in the previous scheme?

Typically national retailers would think that parcel is superior because it's at the corner of two main streets and near the freeway. The challenge with that parcel, is that it's been vacant for so long it is now an infill site. All the others that wanted to be in the market have found other viable alternatives. The pool of possibilities has narrowed for that parcel.

We don't have a road map on the vacant parcel at Grafton Center. Grafton Station has been held hostage because of the SCS site. Larger retailers that have considered Pad A (Grafton Station Site at Dublin Blvd and Brannigan Street), had engaged but ultimately aborted because they didn't want to be in the middle of the street. We have submitted many alternatives to develop that parcel. There's no magic plan.

The prior owner didn't want to come to the table. The development was designed and built without any input. Ingress and egress is a challenge on the north side drive. Brannigan serves as an access point for Grafton Station but also a water quality control pond that service trucks need to access.

Brannigan was going to be at the back-of-house and a private road. An easement is needed to use that private street. The entrance was meant to be on the Grafton Street side. Main entries are in the parking lot. It is currently a 50-50 split of how customers get in to the site between using Brannigan and Grafton Station Streets. If they are going to Lowes they go to Brannigan more. Storefronts are designed in that way because the City wanted four-sided architecture.

That's challenging, because there's no back of house.

Regarding Housing

Multi-family, hotel, residential/senior housing – policies speak to regional focused uses. There's not yet quite enough of what everyone wants.

Regarding Office

The dearth of office has to do with Hacienda and Bishop Ranch being too nearby.

Regarding Retail

Anecdotally, the majority of customers are local. The regional draw is the Mayflower. Customers arrive that are 95% in cars. However, it can be anticipated that the community will want walkable, that they can drive to, and then walk. Expectations may also include higher end uses like tablecloth restaurants, which is not always supported by the market. There will be some effect from the new High School, though not sure yet. Online shopping and cell phones have changed things. Indoor facilities are a challenge during COVID. Even if we didn't have the pandemic, there were challenges to figure out how to use the remaining parcels, with what the community overall expects and what the business community and retailers would support.

Initial Outreach: City of Pleasanton Interview and City of Dublin Planning Commission Meeting

City of Pleasanton

Jenny Soo, Associate Planner for the City of Pleasanton
Ellen Clark, Community Development Director
Mike Tassano, Traffic Engineer for the City of Pleasanton

The City of Pleasanton is located on the other side of I-580 at the Tassajara Exit. Feedback gathered in the Stakeholder Interview focused on traffic.

The City of Dublin and City of Pleasanton transportation engineers work together to address the connectivity across the freeway. South side of freeway improvements are influenced by the north side in terms of land use and number of trips. Any concerns have to do with typical freeway development such as vehicle queue lengths, metering rates, noise, or any triggers where interchanges need to be changed. The City of Pleasanton’s Bicycle and Pedestrian Plan calls for improvements for facilities and connectivity whenever possible to reduce conflicts.

It was acknowledged that there is a large volume of cut-through at El Charro and that there are large volumes of traffic off the freeway at Tassajara associated with south and west bound on 580. I-580 patterns are typically west to north bound in the morning and southbound in the afternoon. It was speculated that new office uses could add to the typical impact. Bigger retailers might be a concern but standard or mixed use retail would not be a concern.

It was shared that most of the Pleasanton neighbors in this area would prefer a high end grocery store and that typical comments for this area include impacts to the scenic corridor.

Planning Commission Meeting (May 25, 2021)

Stephen E Wright

- We need a couple blocks that are walkable on the east side, it’s too auto-oriented.
- It’s a gateway intersection to this neighborhood.
- The site needs a destination or focal point, not a park but a place where people can gather
- This area was where there was indigenous trade, and it is now very multi-cultural. The population is different from what was built in 1960.
- San Joaquin County, Patterson, Stockton and Sacramento are also potential customers.
- Housing is a difficult issue. It is hard to make the trade off to get better retail here.
- Don’t build another typical shopping center

Renata Tyler

- We need a gathering place and a place to enjoy as a community
- Would like to see vertical mixed use
- Would like to see additional medical/office space, employment uses

Janine Thalblum

- Voted to approve At Dublin – Opportunities for meeting our needs are passing us by
- Would love to see a plaza instead of a park
- Would love to see places for activities: kiosks, farmers market, artists, high schoolers, lights

Elaine Bagwell

- Struggling with imagining more retail but likes the mixed use
- Streets are narrower in Eastern Dublin, we need more breathing room, don’t design such tight streets and buildings so close to one another

Catheryn Grier, Vice Chair

- Voted to approve At Dublin
- The expectations are high.
- Project for 55+ was attractive
- We see what housing brings and we hear “no more housing”. “People are so weary and concerned about more housing units. It is not realistic to say that we should not have more housing.”

Kashef Qaadri

- Likes mixed-use idea with work, play, housing co-located
- Can there be flexibility between retail and office and other uses?
- Don’t conflate open space with green spaces

Dawn Benson, Chair

- Gateway, multicultural, we will need more housing
- Likes 55+ housing, mixed use and gathering spaces and retail
- Make this a unique space for gathering – East Side Downtown
- Gathering spaces similar to Danville
- Bring in non-profits, dog park, bridges cultural arts center
- Connect to Iron Horse Trail
- Connection across big streets
- Pull in DHPA (Dublin Heritage Society) historians
- Attract other businesses with a mini-innovation center

Initial Outreach: City Council Meeting Feedback

City Council Meeting (June 1, 2021)

Mayor Melissa Hernandez

- Agrees that we need to move beyond what is going on now.
- Don't close the avenues for retail, medical office and senior housing in the future.
- Make sure there is thorough outreach. More voices are needed, there are a lot of community members that carry this project with them.
- At the Dublin and Tassajara intersection, there has to be some attraction in the middle parcel, PA-2. Not just on PA-1.
- Let's think outside of the box!

CC: Michael McCorriston

- 4 out of 5 land uses presented are not feasible
- Was surprised by feedback, is Santana Row the appropriate use of this property?
- Question: Are we looking at the trends of the future or are we looking backwards?
- We have a growing population with growing needs for seniors and assisted living.
- Senior housing and medical services may be something viable to pursue.

CC: Jean Josey

- A forum is needed for What's missing? What's the feeling desired from this place?
- Want them to go through the formal process.
- Integrate this project with land uses around.
- People will say they want but we have to educate ourselves about what we have now. We don't want to make decisions based on a pandemic. Put in place zoning to allow for the market to change and allow for future uses that we don't see, like integrated uses and aging facilities.
- If we just allowed housing we would be done. But that's not how we want it.

Vice Mayor Sean Kumagai

- Interested in brainstorming with CAC and PC
- We didn't get a lot of feedback in the former projects. Would love to hear what they want to see here instead of what they don't want to see here. Consensus building is built on engagement with the process.
- Focus on what people are missing in Dublin. If this can provide a new experience for people, they may be excited about it. We won't have 100% agreement. Lots of ideas, some are feasible, there are only so many levers to make it happen.
- A good idea shouldn't be squashed.
- What about a Caring Economy. What does that look like in 20-30 years?
- Must be designed for walking and biking. Big streets are barriers. Smaller streets are good for walking through.
- Create a space for cultural diversity
- If medium density and parking structures are not viable, then this does not match examples provided that are bigger places
- Minimum residential density desired for bookends. Variety of unit count and density.
- Question: How will this fold into the Housing Element process? Answer: It is separate from Housing Element Process.
 - Existing land use designations for housing element, not projected yet. Waiting to see how this works out to add into the process.

CC: Sherry Hu, recused

Summary of Opportunities and Constraints Presented to City Council

Opportunities

- This could be an opportunity to connect existing neighborhoods around the site
- This is an opportunity to right size and reconfigure land uses with what the market can bear
- This is an opportunity to bring more public benefits and services to the area

Constraints

- Market constraints exist especially for retail, hotel, and office
- There are many physical constraints
- New development will have an impact on shared public services like traffic, schools, and parks, etc.
- Expectations are high, but the ability to something economically viable is limited

Summary of Main Points from Planning Commission and City Council

- Walkable neighborhood gathering destination in the form a plaza desired
- Additional (medical) office is OK
- Integrated/Vertical mixed-use is OK
- Senior housing is OK
- Community spaces would be great
- More housing is a challenge:
 - Not realistic to say we should not have more housing.
 - Existing housing is too tight and buildings are too close together
 - A variety is desired
- Make sure there is thorough outreach

Initial Outreach to Community Advisory Committee



Ideas generated from the first Community Advisory Committee on May 29, 2021 for the SCS Property.

The Community Advisory Committee

The City of Dublin formed a Community Advisory Committee (CAC), composed of Dublin residents and business owners to provide guidance and feedback during this process. The role of the CAC is to:

- Provide a community perspective on development of the SCS Property
- Share thoughts on previous proposals for the SCS Property
- Share thoughts on general priorities for development in Dublin
- Provide input on the greater public engagement strategy
- Provide feedback on the initial land use framework and preferred plan

The CAC includes renters, homeowners, business owners, property managers and community leaders. The Committee Members are:

- Brandon Evans
Sri Muppidi
Ingeborg Houston
Tim Sbranti
Avni Kansara
Dean Barnes
Shamika Bains
Satyanarayana Kakollu
David Fong
Richa Patel
Suresh Puli
Kathy Blackburn
Kevin McAuliffe
Ed Fisher

Initial Outreach to Community Advisory Committee

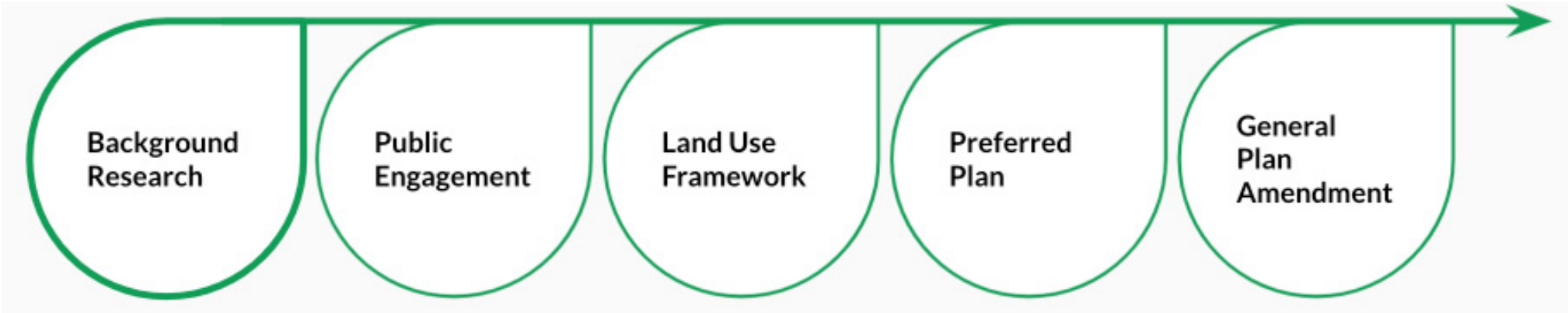
Given that the site will be developed with something, what is the best that it could be?
What are good examples of places that this could be?



The questions posed to the CAC at the first meeting on May 21, 2021 included:

- Given that the site will be developed with something, what is the best that it could be? What are good examples that this could be?
- Given the market realities for land use here, what do you think is most realistic?
- What are the most pressing issues that still need to be addressed?
- Where do you see land uses going?

This summary on the following page includes comments gathered in the Committee Meeting and includes follow up by email.



Ideas collected about the site is summarized in this Background Report. The CAC will meet two more times. The second meeting will consider options and the public engagement strategy and the third meeting will be a review of public engagement results and preliminary ideas for the Land Use Framework. Ultimately, this work will lead to a proposed General Plan Amendment.

Initial Outreach to Community Advisory Committee



Examples of desired places by the CAC mainly focused on community gathering places at a human, walkable scale. The examples above include Bishop Ranch's City Center and The Grove in Los Angeles.

What is the look and feel?

- A place to congregate and gather
- Serve local residents, regional visitors, high school, medical office workers
- Walkable/a place to walk to
- Provide a connection to the new high school
- Child-friendly and family-friendly
- Playground, climbing walls, splash pad
- Family fun center with bocce, chess, outdoor dining, or games
- Gathering space should be intimate
- More trees, a grassy area with a central atrium, and a water feature (perhaps)
- Cafe-style restaurants
- Should have a sense of place
- Streets should have bike lanes and a sense of community safety
- Amenities for after work and on the weekends
- Less surface parking lots
- Serves evolving vehicle needs: EV charger, hydrogen stations, gas station, drive through, solar ready

Example places

- Santana Row, San Jose (place to gather)
- Danville, CA (scale)
- The Grove, Los Angeles (gathering place)
- Bishop Ranch (too big, be distinctive from it)
- Pleasanton Downtown (walkable)
- Pleasant Hill Main Street (scale)
- Walnut Creek (walkability)
- Kierland Commons, Scottsdale (open space)
- Fernandina Beach, FL (walkable)
- Westfield Century City, Los Angeles (activity)
- Carmel-by-the-Sea
- Fremont Street, Las Vegas (walkable)

Land Uses

- Neighborhood Retail Center
- Senior housing
- Community Center/Library/Meeting Rooms
- Are apartments ruled out?
- Is there synergy with office, such as Snowflake/Dublin Corporate Center
- Office space integrated into mixed-use buildings as imagined for those who work remotely, high school students to do homework, and a place to hold in-person meetings
- No movie theater needed
- Parks may not be an amenity we need, but a small plaza could be good

Issues

- Congested Freeway on-ramp
- Big streets (Dublin and Tassajara) are hard to cross, suggestion of a footbridge as a solution
- Noise as an issue for adjacency next to big streets
- Not enough parking
- Currently no incentives to bike or walk
- High density housing doesn't have enough space
- Single family private open space is too small
- Schools and balance with new housing
- Perhaps add a bus stop here

"Many residents are sore about all the high density housing going up, and that they won't go for cramming in a bit more into Dublin unless the residential plans are scaled down and incorporated into the retail or office as part of the design."