



STAFF REPORT CITY COUNCIL

DATE: October 3, 2017

TO: Honorable Mayor and City Councilmembers

FROM: Christopher L. Foss, City Manager

SUBJECT: At Dublin General Plan Amendment Study Initiation Request
Prepared by: Amy Million, Principal Planner

EXECUTIVE SUMMARY:

The City Council will consider a request by Shea Properties, in partnership with SCS Development Company, to initiate a General Plan Amendment Study for an approximate 76-acre site primarily bound by Tassajara Road, Interstate 580, Brannigan Street and Gleason Drive. The Study would evaluate a proposal to change the existing General Plan land use designations to accommodate the development of 450,000 square feet of commercial development and 700 residential units.

STAFF RECOMMENDATION:

Adopt the **Resolution** Approving the Initiation of a General Plan Amendment Study to Evaluate Changing the Land Use Designation of Approximately 76 acres Primarily Bound by Tassajara Road, Interstate 580, Brannigan Street and Gleason Drive; **OR**, adopt the **Resolution** Denying the Initiation of a General Plan Amendment Study to Evaluate Changing the Land Use Designation of Approximately 76 acres Primarily Bound by Tassajara Road, Interstate 580, Brannigan Street and Gleason Drive.

FINANCIAL IMPACT:

No financial impact to the City. All costs associated with preparing the General Plan Amendment Study, if authorized by the City Council, would be borne by the Project Proponent.

DESCRIPTION:

On August 23, 2017, the City received a request letter from Shea Properties, in partnership with SCS Development Company, to initiate a General Plan and Eastern Dublin Specific Plan amendment to support the proposed development, At Dublin.

Background

The At Dublin project is proposed on the property formerly owned by the Dublin Land Company. The 76.2 acre property is located north of I-580 between Tassajara Road and Brannigan Street and extends to the north of Gleason Drive as shown in Figure 1 below. The property is located in the Eastern Dublin Specific Plan (EDSP) area and has Planned Development Zoning (Resolution No. 104-94) adopted with the EDSP. The site is generally surrounded by commercial uses to the southwest and southeast and residential uses to the northwest and northeast as shown in Figure 1 and Table 1.

Figure 1. Vicinity Map



Table 1. Adjacent Uses and Land Use Designations

	Existing Use	Land Use Designations
North	Single Family Detached homes	Medium Density Residential
South	Interstate 580 / City of Pleasanton	--
East	Sonata - Single-family detached homes Sorrento West - Townhomes The Cottages - Condominiums The Villas - Townhomes Vacant/Commercial - Lowes Home Improvement	Medium Density Residential Medium Density Residential Medium High Density Residential High Density Residential General Commercial/Campus Office
West	Tassajara Meadows - Single Family Detached Emerald Glen Park Waterford Place - Apartments & Commercial Gateway Medical Center Dublin Corporate Center	Medium Density Residential Parks/Public Recreation General Commercial Campus Office Campus Office

The Project site is vacant land and is generally flat with a slight slope from a higher elevation at the northerly boundary to a slightly lower elevation towards the southerly boundary. At one time the property was used for agricultural purposes and has remained vacant (except for temporary seasonal uses) with low lying native and non-native grasses turned periodically for the purposes of weed abatement. A small group of trees and shrubs is located near the corner of Tassajara Road and Central Parkway. No grading for development purposes has occurred to date.

The site currently has General Plan/Eastern Dublin Specific Plan land use designations of Neighborhood Commercial, General Commercial, Medium High Density Residential, High Density Residential, and Public/Semi-Public as shown in Figure 2 below. The majority of the site is designated General Commercial with varying densities of residential along Brannigan Street and Gleason Drive.

The Eastern Dublin Specific Plan assumed average development intensity for each land use designation. As summarized in Table 2 below, the Eastern Dublin Specific Plan anticipated development of 261 residential units and 902,563 square feet of commercial on this site (the acreages shown are approximate and were based on information available at the time the Specific Plan was adopted).

The majority of the site, excluding the most northerly portion, is located with the Airport Influence Area (AIA)/Overlay Zoning District. This area is designated as an area in which current or future airport-related noise, overflight, safety and/or airspace protection factors may affect land uses or necessitate restrictions on those uses. The AIA is a designation by the Alameda County Airport Land Use Commission.

Figure 2. Existing Land Use

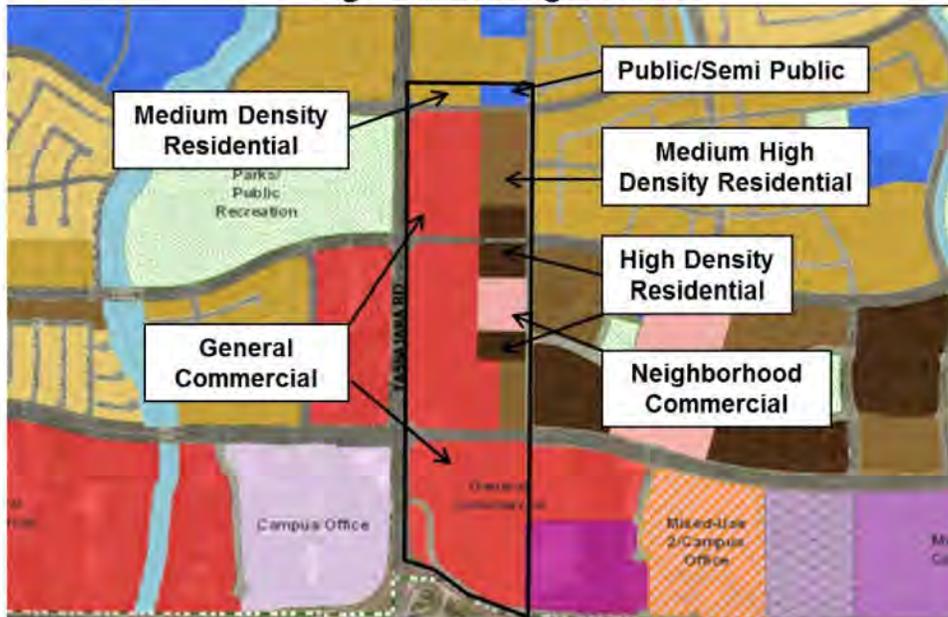


Table 2. Eastern Dublin Specific Plan Anticipated Development

Land Use Designations	Acres	Res. Units	Commercial s.f.
General Commercial	60.3	--	846,153
Neighborhood Commercial	3.7	--	56,410
Medium Density Residential	4.3	43	--
Medium High Density Residential	5.3	106	--
High-Density Residential	3.2	112	--
Public/Semi-Public	3.3	--	--
Total	80.1	261	902,563

Shea Properties and SCS Development Company are proposing to amend the General Plan and Eastern Dublin Specific Plan to modify and redistribute the existing land uses in order to accommodate a proposed mixed use development on the property. It is the City Council’s policy to initiate all General Plan Amendment Studies prior to accepting an application and beginning work on such a request.

ANALYSIS:

The proposed project consists of a mix of lifestyle retail and residential uses. In order to accommodate the proposed project, the applicant proposes to redistribute and simplify the six existing land use designations in the Study Area to four land use designations organized in large blocks. The proposed land use designations are generally consistent with the land use patterns of the surrounding properties. The proposed land uses, from the south to the north are: General Commercial; Mixed Use; Medium High Density Residential; and Medium Density Residential. The proposal would allow up to 450,000 square feet of commercial uses and up to 700 residential units as shown in Figure 3 and Table 3 below.

Figure 3. At Dublin Proposed Land Uses

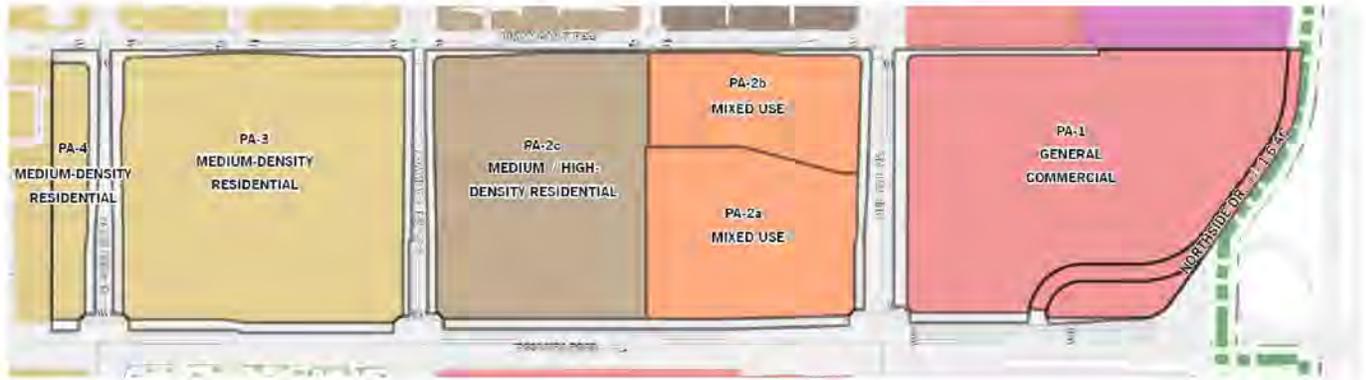


Table 3. At Dublin Proposed Development

Land Use Designations	Acres	Res. Units	Du/Acre	Floor Area Ratio	Commercial sq. ft.
General Commercial	22.1	--	--	.39	370,000
Mixed Use	15.1	300	--	.74	80,000
Medium High Density Residential	15.2	210	16	--	--
Medium-Density Residential	23.8	190	10	--	--
Total	76.2	700	--	--	450,000

At this time, the Applicant is requesting initiation of a General Plan Amendment Study. Development of the site would require additional entitlements including: a) Eastern Dublin Specific Plan Amendment consistent with the proposed General Plan Amendment; b) Planned Development Rezone with related Stage 1 and Stage 2 Development Plans; c) Tentative Map; and d) Site Development Review Permit.

If the City Council initiates a General Plan Amendment Study, Staff would then:

1. Determine the associated impacts from the land use change;
2. Complete a fiscal impact analysis of the proposed land use changes;
3. Conduct the appropriate level of environmental review and documentation;
4. Perform any additional studies that may be required; and
5. Prepare an analysis of the project for consideration by the Planning Commission and the City Council.

Work on the General Plan Amendment Study would be completed concurrently with processing the other entitlements that are requested by the Applicant. Once the General Plan Amendment Study is complete, Staff would then bring the application to the Planning Commission for their recommendation to City Council. The project would then move forward to the City Council for consideration.

Staff has prepared draft Resolutions approving and denying the initiation of a General Plan Amendment Study. The draft Resolutions are included as Attachments 4 and 5.

NOTICING REQUIREMENTS/PUBLIC OUTREACH:

Although a public notice is not required to review a request to initiate a General Plan Amendment Study, the City mailed in excess of 2,000 notices to surrounding residents and businesses including the following neighboring communities: The Cottages, The Villas, The Courtyards, Sorrento West, Sonata, a portion of Tassajara Meadows, Grafton Station, and the Waterford residential and commercial developments. Also, as is practice, notices were sent to the list of potentially interested parties. A public notice was published in the *East Bay Times* and posted in the designated posting places. A copy of this Staff Report was provided to the applicant and was made available on the City's website.

ENVIRONMENTAL REVIEW:

Staff recommends that the initiation of the General Plan Amendment Study be found exempt from the California Environmental Quality Act (CEQA) under Section 15306, Class 6 of the State CEQA Guidelines (Information Collection).

ATTACHMENTS:

1. Shea Properties GPA Request Letter
2. GPA Request Letter Exhibits
3. Project Vision and Highlights Provided by Shea Properties
4. Resolution Approving the Initiation of a General Plan Amendment Study
5. Resolution Denying the Initiation of a General Plan Amendment Study



RECEIVED
AUG 23 2017
DUBLIN PLANNING

August 23, 2017

HAND DELIVERED

Ms. Amy Million
Principle Planner
CITY OF DUBLIN
100 Civic Plaza,
Dublin, CA 94568

Subject: AT Dublin – General Plan Request

Dear Ms. Million:

Shea Properties in partnership with SCS Development Company is pleased to submit our request to initiate a General Plan and Eastern Dublin Specific Plan (EDSP) amendments to support the proposed development, AT Dublin. We are seeking consideration to develop approximately 76-gross acre site bounded by Tassajara, Brannigan, I-580 and a small portion north of Gleason Drive (the property). The property currently consists of five vacant parcels previously known as the Di Manto property. July of this year, the property changed ownership to SCS Development Company. SCS and Shea Properties have entered a partnership for the entitlement and development of the property.

The property is located in the General Plan's Eastern Extended Planning Area and the EDSP area and has a Planned Development Zoning adopted as part of the EDSP, with no development plans approved. The property has several General Plan and EDSP land use designations: General Commercial, Neighborhood Commercial, High Density Residential, Medium-High Density Residential, Medium Density Residential and a small portion of Public/Semi-Public land use. The existing land use designations would support up to 902,563 square feet of commercial uses, and 261 housing units.

The proposed project simplifies these land uses to support up to 450,000 SF of commercial uses, up to 300 apartment units, and up to 400 for sale homes. The following table shows the proposed land use breakdown:

PROPOSED

Land Use Category	AC (Net)	Permitted Density	Project Density (Net)	Commercial SF ¹	Hotel Rms	Units
General Commercial ²	21.9	.20 to .60 FAR	.39 FAR	367,000	240	
Public/Semi-Public		.50 FAR, max		3,000		
Mixed Use	13.7	.30 to 1.0 FAR	.74 FAR	80,000		300
Medium-High Density	13.8	14.1 to 25 du/ac	16 du/ac			210
Medium Density	20.5	6.1 to 14.0 du/ac	10 du/ac			190
	69.9			450,000	240	700

1. "SF" Square Feet includes hotel square feet.
2. "Public/Semi-Public" uses are permitted within General Commercial, per our requested General Plan and EDSF amendment.

Enclosed with our request are 10-copies of the following: vicinity map/aerial photo, existing and proposed land use exhibit. Please let us know if we can provide any additional information.

We look forward to your review of the enclosed information, and will make our development team available to you should you have any questions or need additional clarification. Please feel free to contact me at (949) 279-5302 with any questions.

Sincerely,
 SHEA PROPERTIES



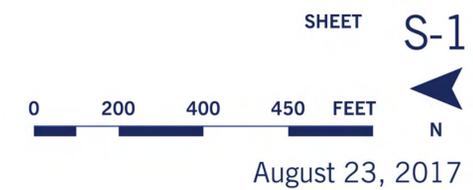
Elizabeth A. Cobb
 Vice President of Development

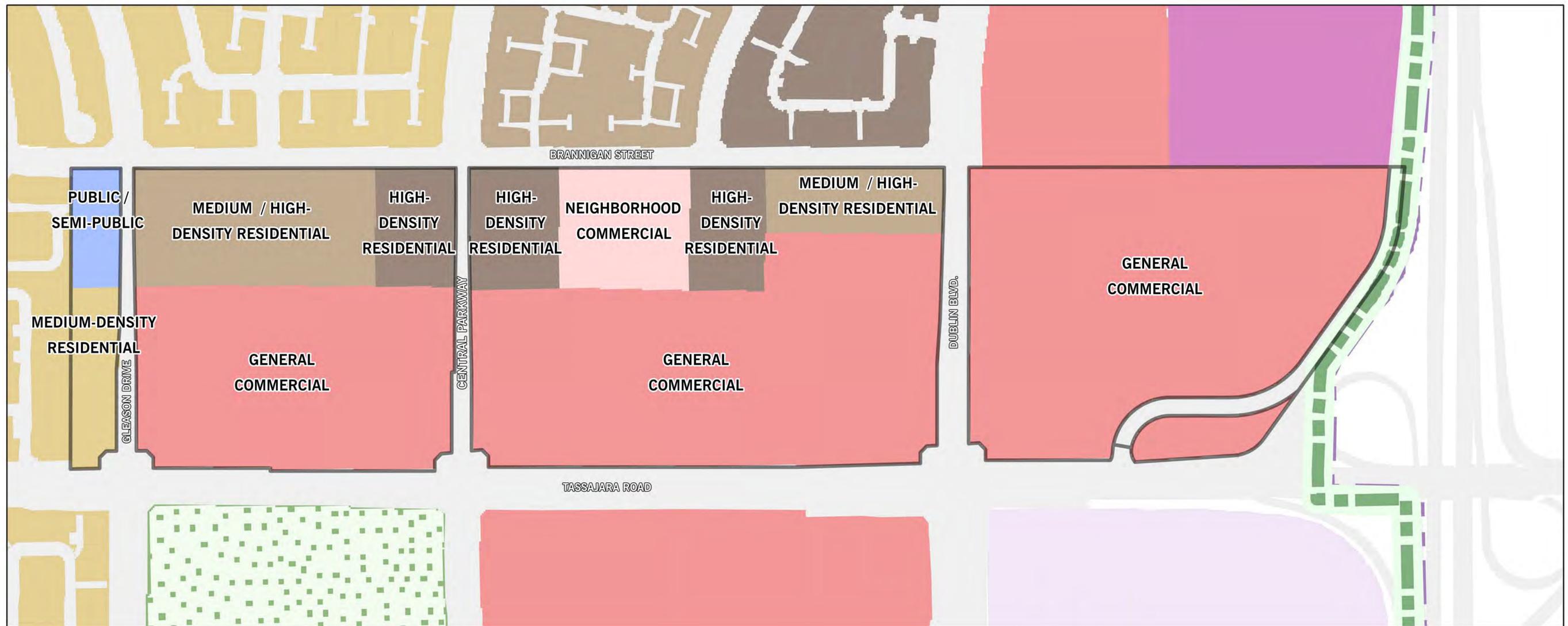
Enclosures (3, 10 copies each)

CC: Brad Deck, Shea Properties



AT Dublin
Vicinity Map / Aerial Photo





Public/Semi-Public

- Regional Park
- Parks/ Public Recreation
- Open Space
- Public/Semi-Public; PL

Residential

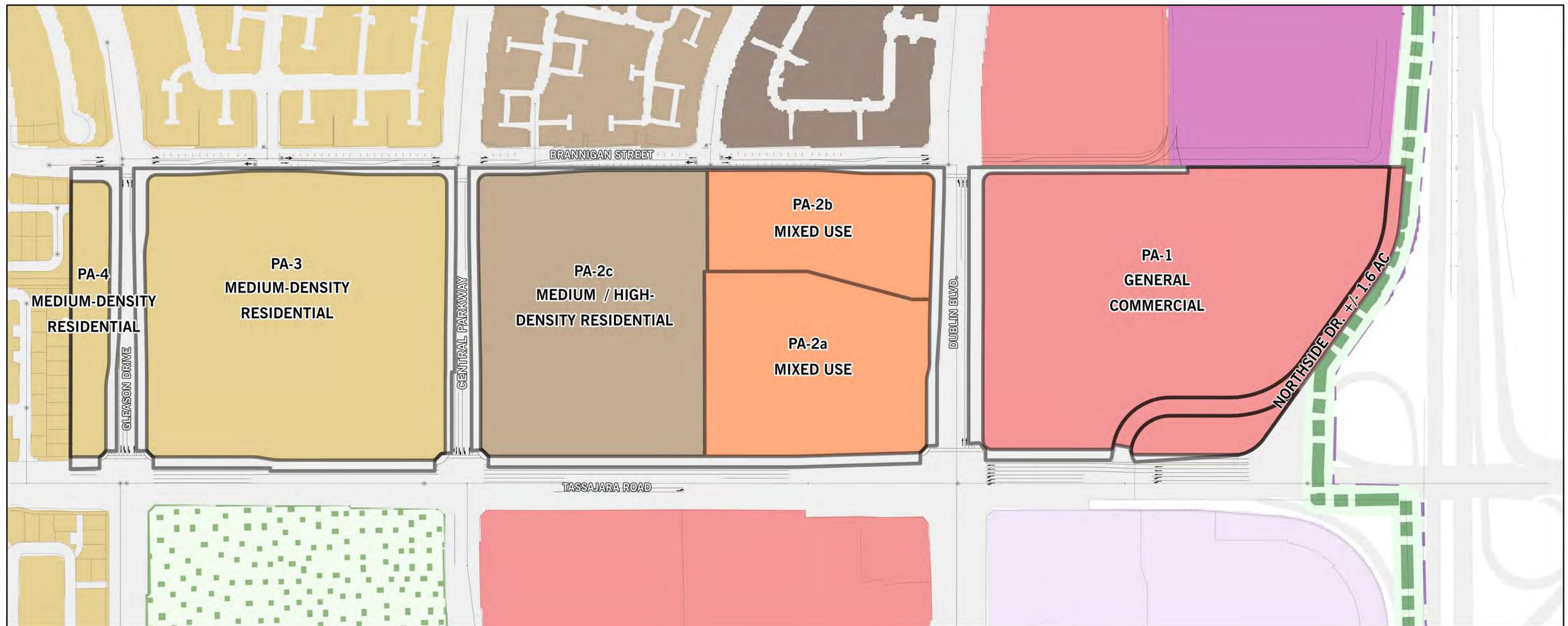
- Estate Residential (0.01 - 0.8 du/ac)
- Rural Residential/Agriculture (0.01 du/ac)
- Single Family (0.9 - 6.0 du/ac)
- Medium Density (6.1 - 14.0 du/ac)
- Med-Hi Density (14.1 - 25.0 du/ac)
- High Density (25.0 + du/ac)

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

**EAST DUBLIN SPECIFIC PLAN
LAND USE SUMMARY**

Owner/Land Use Category	Acres	Density	Square Feet	Units
General Commercial	60.3	.35 / .25	846,153	
Neighborhood Commercial	3.7	.35	56,410	
High Density Residential	3.2	35		112
Medium High Density Residential	5.3	20		106
Medium Density Residential	4.3	10		43
Public / Semi-Public	3.3			
Total	80.1		902,563	261



Overall Project Totals	
Area (Gross)	76.2 AC
Area (Net)	69.9 AC
General commercial building area	442,500 SF
Apartment commercial building area	7,500 SF
Total commercial building area	450,000 SF
Rental unit count	300 Units
For sale unit count	400 Units
Total unit count	700 Units

PA-1: General Commercial	
Area (Gross)	22.1 AC
Area (Net)	21.9 AC
Parcel Area (Net)	20.3 AC
Northside Drive Area (Net) - Road vacated	1.6 AC
General commercial building area	367,000 SF
Public / Semi-Public building area	3,000 SF
Commercial F.A.R. (Net)	0.39
PA-2a & PA-2b: Mixed Use	
PA-2a Area (Gross)	9.3 AC
PA-2a Area (Net)	8.5 AC
PA-2b Area (Gross)	5.8 AC
PA-2b Area (Net)	5.2 AC
General commercial building area	72,500 SF
Apartment commercial building area	7,500 SF
Commercial F.A.R. (Net)	0.13
Rental unit count	300 Units

PA-2c: Medium/High Density Residential (14.1-25 du/ac)	
Area (Gross)	15.2 AC
Area (Net)	13.8 AC
For sale unit count	210 Units
Residential density	15.2 DU/AC
PA-3: Medium Density Residential (6.1-14 du/ac)	
Area (Gross)	20.7 AC
Area (Net)	18.3 AC
For sale unit count	173 Units
Residential density (Net)	9.5 DU/AC
PA-4: Medium Density Residential (6.1-14 du/ac)	
Area (Gross)	3.1 AC
Area (Net)	2.2 AC
For sale unit count	17 Units
Residential density (Net)	7.6 DU/AC
Net area = Gross area less street dedications	

LAND USE PLAN SUMMARY						
August 23, 2017						
Land Use Category	Acres (Net)	Permitted Density	Project Density (Net)	Commercial SF ¹	Hotel Rooms	Units
General Commercial ²	21.9	.2 to .6 FAR	.39 FAR	367,000	240	
Public/Semi-Public		.5 FAR, max		3,000		
Mixed Use	13.7	.3 to 1.0 FAR	.74 FAR	80,000		300
Medium High-Density Residential	13.8	14.1 to 25 du/ac	16 du/ac			210
Medium Density Residential	20.5	6.1 to 14.0 du/ac	10 du/ac			190
Total	69.9			450,000	240	700

1. "SF" Square Feet includes hotel square feet.
 2. "Public/Semi-Public" uses are permitted within General Commercial, per requested General Plan and EDSP amendment.

AT Dublin

PROJECT VISION

At Dublin is envisioned as an amenity-rich, mixed-use destination that includes a vibrant retail and entertainment gathering place. The centerpiece of the community will be a market plaza (the “Front Porch”) and village green (the “Side Yard”) surrounded by culinary options that showcase the Tri-Valley’s bounty of vineyards, orchards, ranches, farms and artisanal food producers. Complementing the food scene will be up-scale entertainment, such as a cinema/theatre and modern/retro bowling alley, each with distinctive beverage and dining experiences.

The Front Porch and Side Yard will serve as ideal venues for outdoor fairs, community table events and performances. Landscaped paseos and pedestrian pathways will directly connect the market and open space areas with the residential villages, surrounding neighborhoods and nearby Emerald Glen Park.

The apartment community would be integrated with the retail as a mixed-use village, having ground floor retail and amenities to activate the town center 24/7. The for sale residential housing AT Dublin is envisioned to provide a broad selection of new ownership housing opportunities within a pedestrian oriented community. The housing products being considered is a combination of townhomes and small lot single family detached, oriented to give an urban-town feel with front stoops, and a network of pathways, gardens and courtyards. The prospective buyer pool is anticipated to be highly diverse with a demographic predominately being young professionals, and residents whom are renting and want to make Dublin their hometown.

The Shea Properties team has been actively in the commercial market over the past nine months, meeting with prospective key tenants. The proposed plan reflects the input received, as tenants today are looking for pedestrian scale, outdoor living opportunities with a balanced mix of uses that places residents at their front door.

PROJECT HIGHLIGHTS

- A comprehensive plan balanced between experienced based commercial and diverse mix of residential.
- Fiscally positive development with added sales tax, transit occupancy tax and property tax
- Job generation estimated to be over 500 annual jobs
- Community room with outdoor plaza space anchored by a future hotel for private and public events.
- Right-of-way improvements of 6 to 7 acres, approximately \$14 million of improved roadways, parkways and sidewalks.
- Approximately 3 acres of connecting open space, pedestrian pathways and public plazas that are adaptable public spaces for festivals, celebrations and community events.

RESOLUTION NO. XX – 17

**A RESOLUTION OF THE CITY COUNCIL
OF THE CITY OF DUBLIN**

APPROVING THE INITIATION OF A GENERAL PLAN AMENDMENT STUDY TO EVALUATE CHANGING THE LAND USE DESIGNATION OF APPROXIMATELY 76 ACRES PRIMARILY BOUND BY TASSJARA ROAD, INTERSTATE 580, BRANNIGAN STREET AND GLEASON DRIVE (APNS: 985-0051-004-00 THRU- 006-00; 985-0052-024-00 THRU 025-00); (PLPA-2017-00052)

WHEREAS, On August 23, 2017, the City received a letter from Shea Properties requesting that the City Council consider initiating another General Plan Amendment Study to change the existing Neighborhood Commercial, General Commercial, Medium High Density Residential, High Density Residential, and Public/Semi-Public land use designations to accommodate up to 450,000 square feet of commercial uses and up to 700 residential units within the project area; and

WHEREAS, the Study Area is comprised of five parcels totaling 76.17 acres; and

WHEREAS, the applicant anticipates that the proposed land uses would be General Commercial, Mixed Use, Medium High Density Residential and Medium Density Residential; and

WHEREAS, the General Plan Amendment Study initiation request has been reviewed in accordance with the provisions of the California Environmental Quality Act (CEQA) and was found to be Categorically Exempt under Section 15306, Class 6 of the State CEQA Guidelines; and

WHEREAS, a Staff Report was submitted outlining the issues surrounding the General Plan Amendment Study initiation request; and

WHEREAS, the City Council did hear and consider all such reports, recommendations, and testimony hereinabove set forth.

NOW, THEREFORE, BE IT RESOLVED that the Dublin City Council does hereby approve the initiation of a General Plan Amendment Study to evaluate changing the land use designation of the study area to accommodate development of up to 450,000 square feet of commercial uses and up to 700 residential units.

PASSED, APPROVED AND ADOPTED by the Dublin City Council on this 3rd day of October 2017 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Mayor

ATTEST:

City Clerk

RESOLUTION NO. XX – 17

**A RESOLUTION OF THE CITY COUNCIL
OF THE CITY OF DUBLIN**

DENYING THE INITIATION OF A GENERAL PLAN AMENDMENT STUDY TO EVALUATE CHANGING THE LAND USE DESIGNATION OF APPROXIMATELY 76 ACRES PRIMARILY BOUND BY TASSJARA ROAD, INTERSTATE 580, BRANNIGAN STREET AND GLEASON DRIVE (APNS: 985-0051-004-00 THRU- 006-00; 985-0052-024-00 THRU 025-00); (PLPA-2017-00052)

WHEREAS, On August 23, 2017, the City received a letter from Shea Properties requesting that the City Council consider initiating another General Plan Amendment Study to change the existing Neighborhood Commercial, General Commercial, Medium High Density Residential, High Density Residential, and Public/Semi-Public land use designations to accommodate up to 450,000 square feet of commercial uses and up to 700 residential units within the project area; and

WHEREAS, the Study Area is comprised of five parcels totaling 76.17 acres; and

WHEREAS, the applicant anticipates that the proposed land uses would be General Commercial, Mixed Use, Medium High Density Residential and Medium Density Residential; and

WHEREAS, the General Plan Amendment Study initiation request has been reviewed in accordance with the provisions of the California Environmental Quality Act (CEQA) and was found to be Categorically Exempt under Section 15306, Class 6 of the State CEQA Guidelines; and

WHEREAS, a Staff Report was submitted outlining the issues surrounding the General Plan Amendment Study initiation request; and

WHEREAS, the City Council did hear and consider all such reports, recommendations, and testimony hereinabove set forth.

NOW, THEREFORE, BE IT RESOLVED that the Dublin City Council does hereby deny the initiation of a General Plan Amendment Study to evaluate changing the land use designation of the study area.

PASSED, APPROVED AND ADOPTED by the Dublin City Council on this 3rd day of October 2017 by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Mayor

ATTEST:

City Clerk