



STAFF REPORT CITY COUNCIL

DATE: November 5, 2019

TO: Honorable Mayor and City Councilmembers

FROM: Christopher L. Foss, City Manager

SUBJECT: Downtown Dublin Preferred Vision
Prepared by: Hazel L. Wetherford, Economic Development Director

EXECUTIVE SUMMARY:

The City Council will consider approval of the Downtown Dublin Preferred Vision and its three main principles (siting of the town square, a new street grid network, and the downtown character).

STAFF RECOMMENDATION:

Adopt the **Resolution** Approving the Downtown Dublin Preferred Vision.

FINANCIAL IMPACT:

Approval of the Downtown Dublin Preferred Vision does not directly result in a financial impact; however, there will be related costs associated with each action to amend City documents and policies. Future items that exceed the City Manager's signing or budget authority will be brought back for consideration by the City Council.

DESCRIPTION:

Overview

The City Council, through its Strategic Planning process, continues to place importance on the Downtown. Through the City Council's Strategic Plan, the Council has directed Staff to focus efforts on ways to strengthen the City's economic vitality, including the Downtown, through public investment and economic development.

On September 18, 2018, the City Council received an update on the City's economic development efforts to support and enhance Downtown Dublin, which included a report from the Urban Land Institute's Technical Assistance Panel, and a two-year Staff work plan. As part of that work plan, the City has done the following:

- Established a Downtown Action Team consisting of various City departments.
- Hired a retail real estate consultant, Greensfelder Commercial Real Estate, to

work on proposed amendments to the Covenants, Conditions and Restrictions for the Dublin Plaza Center and Dublin Place shopping centers in the Retail District of the Downtown Dublin Specific Plan (DDSP) area.

- Hired an architectural firm, Urban Field Studio, to develop the Preferred Vision, including design renderings and the siting of a town square that includes a space activation plan, including pop-up spaces and events, and public gathering spaces.
- Scheduled five work sessions with the City Council to discuss the City Council's goals in the Retail District of the DDSP area to provide certainty for the development community and discuss the potential shift of residential units from the other two DDSP Districts to the Retail District.

Community Engagement

Over the past year, City staff has worked with Urban Field Studio on the development of the Downtown Dublin Preferred Vision (Preferred Vision) and its three main principles (siting the town square, a new street grid network and the Downtown character). As part of the process, the City asked for the community's participation in the siting of the town square and in the planning of the Preferred Vision. The following is a summary of the City's community engagement efforts:

- **Downtown Dublin Website**

City staff launched a new website, DowntownDublinCA.com, earlier this year to inform residents of the Downtown Dublin project and provide project updates, renderings and presentations made by Urban Field Studio. Since the website's creation up to October 24, 2019, the page has been viewed 2,853 with 2,289 unique views (non-repeat visitors).

- **Siting of the Town Square Survey**

City staff issued an online survey on the location and look of a town square park with three distinct concepts to choose from. There were 248 participants with an overwhelming 61% of participants selecting Concept C, the town square. Concept B (central park) and Concept C (Dublin porch) came in at 15% and 14% respectively, and 10% of respondents provided feedback on park programming but didn't select a concept.

- **Farmers' Market Outreach**

City staff attended seven Farmers' Market events during the summer providing residents with information about the Downtown project, passing out postcards announcing the first community workshop and asking residents to respond to the town square survey.

- **Community Workshop #1 (Town Square)**

On June 13, 2019, the City held the first community workshop at The Wave. At the workshop, Urban Field Studio made a presentation on the three proposed design concepts of the town square and its location, and then solicited feedback from community members during an open house session. There were 26 members of the community in attendance.

- Splatter Outreach & Comment Cards

City staff hosted a booth at the City's Splatter festival providing information to the community on the town square and the Preferred Vision. Staff passed out the Downtown brochure and invitation cards to the second community workshop. Staff engaged with 174 community members and collected 35 comment cards on the Preferred Vision. Of the 35 comment cards collected at Splatter, 69% were supportive of the Preferred Vision, 20% were supportive with some reservations, and 11% provided various comments on the Preferred Vision but did not indicate whether they were supportive or not.

- Media Coverage

On September 13, 2019, the *East Bay Times/Mercury News* published an article, "*Where is Downtown Dublin?*", highlighting all of the work the City has done to date, and informing residents of the second community workshop. In addition, KTVU Fox 2 ran a segment on the project.

- Community Workshop #2 (Preferred Vision) & Comment Cards

On September 16, 2019, the City held a second community workshop at the Senior Center. At the workshop, Urban Field Studio made a presentation on the Preferred Vision of the Downtown "main street" experience and how supporting development might occur around the town square in years to come. There were 70 members of the community in attendance. Of the 70 community members, 45 submitted comment cards with a 58% rating in support of the Vision, 13% support with slight reservations, 13% not supportive and 16% provided feedback but did not indicate whether they were supportive or not.

Consistency with the Downtown Dublin Specific Plan

The DDSP's vision for Downtown Dublin is that it will be a vibrant and dynamic commercial and mixed-use center that provides a wide array of opportunities for shopping, services, dining, working, living and entertainment in a pedestrian-friendly and aesthetically pleasing setting that attracts both local and regional residents. The Preferred Vision focuses on the Retail District of the DDSP area and complements and enhances the Plan's vision.

Currently, the DDSP envisions businesses in the Retail District to include a mix of retail (ranging from small independent retailers to national regional-serving retailers), service, office, civic, housing and hotel. In addition, it encourages areas adjacent to buildings (including surface parking lots) to be designed to create more inviting pedestrian-friendly gathering spaces and amenities. Connectivity within the District and to other areas outside the District are also strongly encouraged.

Current and permitted development and building design standards in the Retail District allow for a floor area ratio of 0.35 (base) up to 0.60 (max); residential units at a minimum density of 22 units per net acre, and six floor building heights with a 75-foot maximum (an additional 10-foot extension to accommodate tower elements, architectural design features, solar panels is also permitted). Minor modifications will be

required to refine the floor area ratio and the design guidelines and standards in order to ensure the full concept of the Preferred Vision is achievable.

Preferred Vision

The Preferred Vision builds upon the DDSP's vision and includes a new and extensive street grid network, including a main street experience, a new town square and a mixture of supportive land uses such as retail, office, hotel and residential. The Preferred Vision begins with the Dublin Place shopping center, which currently includes major retail tenants such as Burlington Coat Factory, Target and Hobby Lobby. The City has been working closely with the majority property owner of the Dublin Place shopping center who has expressed a willingness to work with the City on a major transformation so long as it makes economic sense for them and their investors.

The Preferred Vision as shown in Exhibit A in Attachment 2, contains three main principles as outlined below.

1. Town Square

The town square is a one-acre park and plaza that will serve as Downtown Dublin's gathering place. The size of the town square from building face to building face will be 200' by 300' and will include a market promenade, outdoor dining, and event space. The park has been designed with open space for activation and will concentrate activity to an area where everyone can see each other. Programming can include weekly farmers' market, yoga in the park, concerts, play and water features, and outdoor seating. The town square may also be programmed with temporary events that may occasionally include street closures. The location of the town square is one block north of Dublin Boulevard in the Dublin Place shopping center along the proposed extension of Golden Gate Drive within the general vicinity of the Burlington Coat Factory building as shown in Exhibit B in Attachment 2.

2. Street Grid Network

The introduction of a new extensive street grid network breaks down the large block format into smaller, walkable-sized blocks that can accommodate parking structures. The proposed extension of Golden Gate Drive north from Dublin Boulevard (through the existing shopping center) up to Amador Valley Boulevard will become a new main street within the classic Downtown street grid network. The new streets help connect the entire district and will allow for wider sidewalks. The creation of new streets and sidewalks will open the opportunity for ground floor retail and restaurants interacting with the public space and town square as well as pedestrians strolling through the new main street. The Preferred Vision includes two new east/west streets and three new north/south streets as shown in Exhibit C in Attachment 2.

3. Downtown Character

Successful, vibrant downtowns have a diverse economic base that includes a mix of retail, restaurants, services, entertainment, office space, housing and hotels. Concentrating this mix of uses in a four-block area that is more pedestrian-friendly and designed for interaction will create synergy for shops and restaurants to thrive. The Downtown Character will include mixed-use buildings that are similar to new

development next to the West Dublin/Pleasanton BART station south of Dublin Boulevard as shown in Exhibit D in Attachment 2. The massing and density for new development as part of the Preferred Vision will align with what is currently permitted in the DDSP.

Phasing of the Preferred Vision

If approved, the Preferred Vision would chart a path forward to improve the Retail District of the DDSP over the next 30 to 50 years with the goal of achieving the town square and related surrounding development in the next five years as shown in Exhibit A to Attachment 1.

In conclusion, Staff is working to achieve the City Council's vision for Downtown Dublin as a vibrant and dynamic commercial and mixed-use center. If the City Council adopts the Preferred Vision, it will help to:

- Chart a path forward over the next few decades.
- Move forward with Phase 1 (town square and surrounding development) in the next five years.
- Engage private stakeholders by generating interest.
- Be used to understand stakeholder goals and objectives.
- Guide potential deal structures or match potential partners.
- Better communicate the City's expectations and approval process with more clarity and certainty.
- Initiate an amendment to the General Plan, DDSP and any other policy documents necessary to carry out the intent of this action.

STRATEGIC PLAN INITIATIVE:

Strategy 4:

Focus efforts on ways to strengthen the City's economic vitality, including the Downtown, through public investment and economic development.

NOTICING REQUIREMENTS/PUBLIC OUTREACH:

None.

ATTACHMENTS:

1. Resolution Approving the Downtown Dublin Preferred Vision
2. Exhibits A-D to the Resolution


Chris Foss, City Manager 10/30/2019

RESOLUTION NO. XX-19

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DUBLIN

APPROVING THE DOWNTOWN DUBLIN PREFERRED VISION

WHEREAS, the City Council, through its Strategic Planning process, continues to place importance on the Downtown. Through the City Council's Strategic Plan, the Council has directed Staff to focus efforts on ways to strengthen the City's economic vitality, including the Downtown, through public investment and economic development; and

WHEREAS, on September 18, 2018, the City Council received an update on the City's economic development efforts to support and enhance Downtown Dublin, which included a report from the Urban Land Institute's Technical Assistance Panel, and a two-year Staff work plan; and

WHEREAS, over the past year, City staff has worked with Urban Field Studio on the development of the Downtown Dublin Preferred Vision (Preferred Vision) and its three main principles (siting the town square, a new street grid network and the Downtown Character). As part of the process, the City asked for the community's participation in the siting of the town square and in the planning of the Preferred Vision; and

WHEREAS, the Downtown Dublin Specific Plan (DDSP) envisions businesses in the Retail District to include a mix of retail (ranging from small independent retailers to national regional-serving retailers), service, office, civic, housing and hotel. In addition, it encourages areas adjacent to buildings (including surface parking lots) to be designed to create more inviting pedestrian-friendly gathering spaces and amenities. Connectivity within the District and to other areas outside the District are also strongly encouraged; and

WHEREAS, current and permitted development and building design standards in the Retail District allow for a floor area ratio of 0.35 (base) up to 0.60 (max); residential units at a minimum density of 22 units per net acre, and six floor building heights with a 75-foot maximum (an additional 10-foot extension to accommodate tower elements, architectural design features, solar panels is also permitted); and

WHEREAS, the Preferred Vision builds upon the DDSP's vision and includes a new and extensive street grid network, including a main street experience, a new town square and a mixture of supportive land uses such as retail, office, hotel and residential; and

WHEREAS, the Preferred Vision begins with the Dublin Place shopping center, which currently includes major retail tenants such as Burlington Coat Factory, Target and Hobby Lobby; and

WHEREAS, the Preferred Vision as shown in Exhibit A, contains three main principles as outlined below:

1. Town Square

The town square is a one-acre park and plaza that will serve as Downtown Dublin's gathering place. The size of the town square from building face to building face will be

200' by 300' and will include a market promenade, outdoor dining, and event space. The park has been designed with open space for activation and will concentrate activity to an area where everyone can see each other. Programming can include weekly farmers' market, yoga in the park, concerts, play and water features, and outdoor seating. The town square may also be programmed with temporary events that may occasionally include street closures. The location of the town square is one block north of Dublin Boulevard in the Dublin Place shopping center along the proposed extension of Golden Gate Drive within the general vicinity of the Burlington Coat Factory building as shown in Exhibit B to this Resolution.

2. Street Grid Network

The introduction of a new extensive street grid network, breaks down the large block format into smaller, walkable-sized blocks that can accommodate parking structures. The proposed extension of Golden Gate Drive north from Dublin Boulevard (through the existing shopping center) up to Amador Valley Boulevard will become a new main street within the classic Downtown street grid network. The new streets help connect the entire district and will allow for wider sidewalks. The creation of new streets and sidewalks will open the opportunity for ground floor retail and restaurants interacting with the public space and town square as well as pedestrians strolling through the new main street. The Preferred Vision includes two new east/west streets and three new north/south streets as shown in Exhibit C to this Resolution.

3. Downtown Character

Successful, vibrant downtowns have a diverse economic base that includes a mix of retail, restaurants, services, entertainment, office space, housing and hotels. Concentrating this mix of uses in a four-block area that is more pedestrian-friendly, and designed for interaction will create synergy for shops and restaurants to thrive. The Downtown Character will include mixed-use buildings that are similar to new development next to the West Dublin/Pleasanton BART station south of Dublin Boulevard as shown in Exhibit D to this Resolution. The massing and density for new development as part of the Preferred Vision will align with what is currently permitted in the DDSP.

WHEREAS, the Preferred Vision would chart a path forward to improve the Retail District of the DDSP over the next 30 to 50 years with the goal of achieving the town square and related surrounding development in the next five years as shown in Exhibit A to this Resolution.

NOW THEREFORE, BE IT RESOLVED that the City Council of the City of Dublin does hereby approve the Downtown Dublin Preferred Vision as outlined in Exhibits A-D.

BE IT FURTHER RESOLVED that the City Council does hereby approve the initiation of a General Plan and Downtown Dublin Specific Plan Amendment Study and any other policy document that may need to be amended, and to take such other and further action, as necessary and appropriate to carry out the intention of this Resolution, as deemed appropriate by the City Manager.

PASSED, APPROVED AND ADOPTED this 5th day of November, 2019, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Mayor

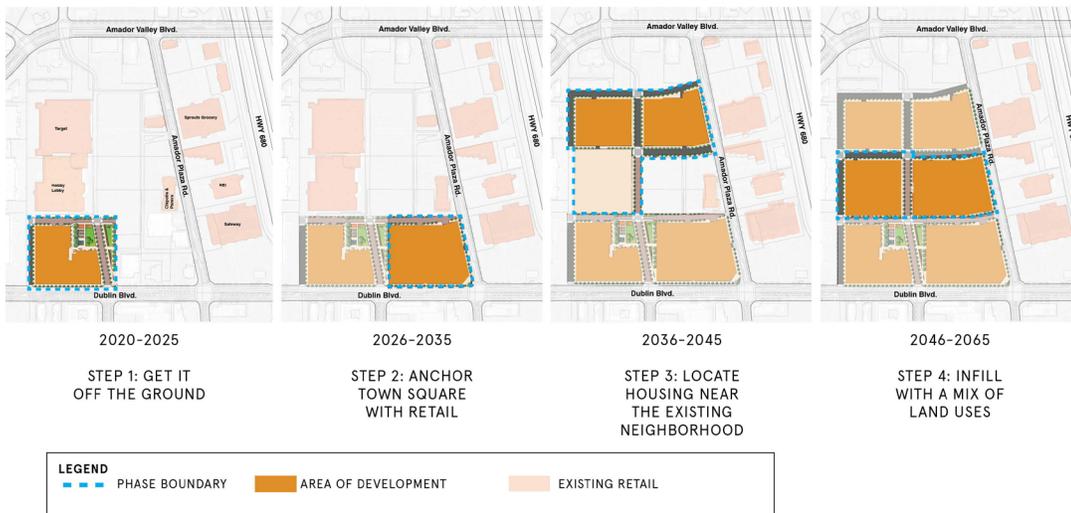
ATTEST:

City Clerk

EXHIBIT A: DOWNTOWN DUBLIN PREFERRED VISION



Potential Downtown Land Uses



Phasing of Preferred Vision

Preferred Vision

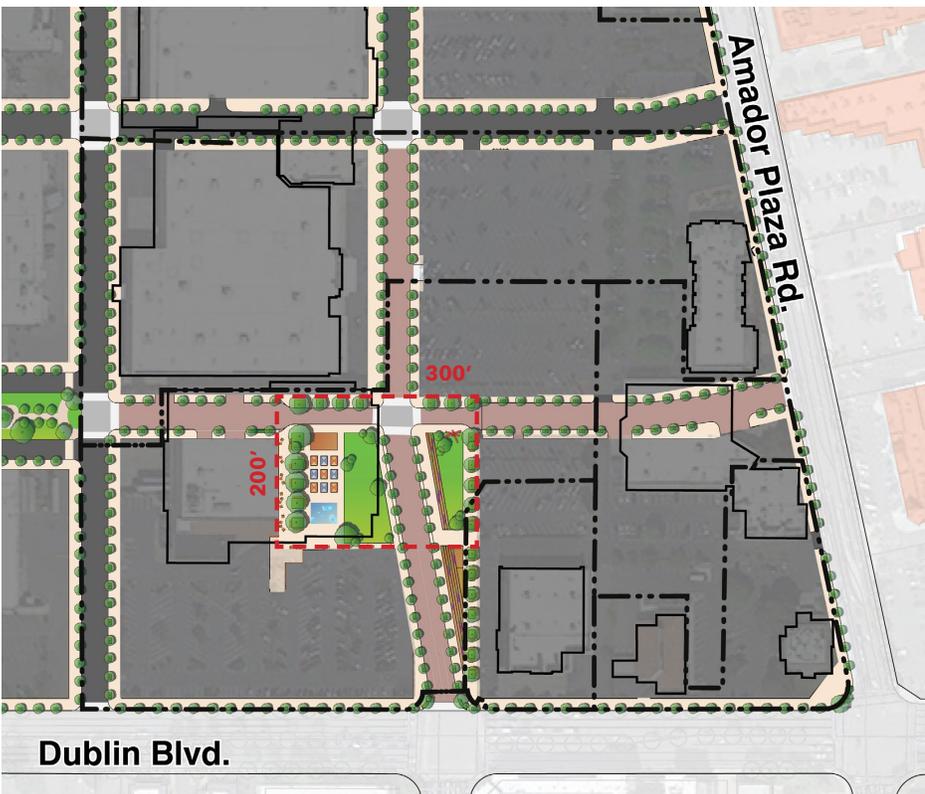
The Downtown Dublin Preferred Vision will chart a path forward to improve the Retail District of the Downtown Dublin Specific Plan over the next 30 to 50 years with the goal of achieving the following:

- Siting of Town Square
- New Street Grid Network
- Downtown Character

EXHIBIT B: DOWNTOWN DUBLIN TOWN SQUARE



Conceptual rendering of Downtown Dublin's Town Square



Proposed location of the Town Square

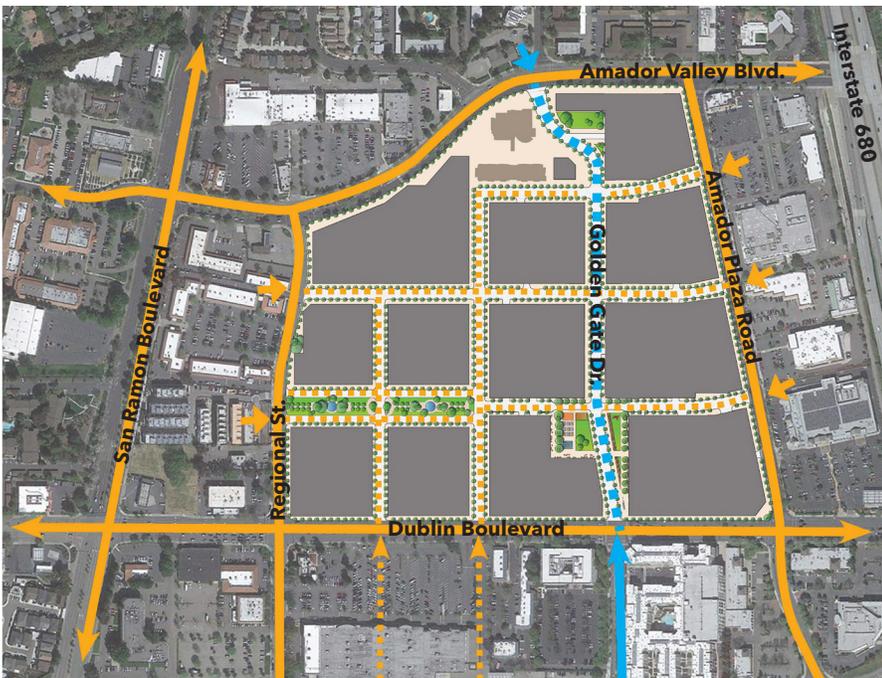
Town Square

- Civic scaled plaza
- Park/Plaza Size: 1 acre, not including streets
- Perceived size: 200 feet x 300 feet from building face to building face
- Located 1 block from Dublin Boulevard on Golden Gate Drive at the heart of the retail district
- Includes public amenities: market promenade, outdoor dining, and event space
- Programming: weekly farmers' market, yoga in the park, concerts, play and water features, and outdoor seating
- Part of a larger open space network
- Town Square located within 1/4 mile of BART (about a 5 minute walk)

EXHIBIT C: DOWNTOWN DUBLIN STREET GRID NETWORK



Conceptual rendering of Golden Gate Drive Streetscape



Downtown Dublin Street Grid -
Golden Gate Drive becomes Main Street,
connects to Amador Valley Blvd

Downtown Streets

- Network of new streets in a traditional grid pattern
- New streets connect the entire district
- Three new east-west streets off Amador Plaza Road
- Three new north-south streets off Dublin Blvd
- Breaks up big blocks into walkable sized blocks
- Block sizes are between 350 to 450 feet per side
- Blocks are sized to fit parking structures hidden behind active uses
- New streets are 60 to 90 feet wide
- Streets include wider sidewalks for ground floor restaurants
- Streets are designed for traffic calming and pedestrian amenities

EXHIBIT D: DOWNTOWN DUBLIN CHARACTER



Conceptual rendering of Downtown Dublin looking west over the Town Square



Conceptual rendering of the view from Dublin Boulevard and Golden Gate Drive

Downtown Character

- Diversified economic base with new mixed-use development
- Land uses include: Retail (ranging from small independent to national regional-serving), restaurants, services, civic, entertainment, office, housing, and hotels
- Four block concentration of mixed-use around the Town Square, includes ground floor restaurants and retailers
- On-site residential community activating the area throughout the day, evening, and weekends
- Massing and density aligns with what is currently permitted in the Downtown Dublin Specific Plan
- 4-6 stories tall
- 75 foot maximum (with 10 foot extension for special elements)
- Developed in phases over the next 30-50 years