

CITY COUNCIL AGENDA REPORT

August 16, 2022
Community Development

**TITLE. CONSIDER APPROVING SCOPE OF WORK FOR STONERIDGE MALL
FRAMEWORK PLANNING PROCESS, INCLUDING KEY POLICY
CONSIDERATIONS FOR THE PLANNING EFFORT**

SUMMARY

The 2021-2023 City Council Work Plan includes an item to develop a framework to guide the development/redevelopment of the Stoneridge Mall (also known as the Stoneridge Shopping Center) The Stoneridge Mall Framework (Framework) would outline the community's expectations, allowed uses, and public amenities in conjunction with new development In recent years, various mall property owners have expressed interest in opportunities for redevelopment of existing vacant retail space, as well as for infill of the large parking fields that surround the core mall buildings, this interest has increased as two major anchor tenants (Sears and Nordstrom) have left, and as several parcels have changed ownership The Draft Housing Element identifies the Stoneridge Mall as a key opportunity site for new high-density housing, specifying a range of between 900 and 1,440 potential units that could be developed if rezoning as contemplated is approved Given these various factors and the degree of owner interest in moving forward with specific development proposals in the near future, staff recommends that the framework process be initiated, with the goal of completing it prior to the adoption of the Housing Element Outcomes of the framework process can inform policies or programs to be adopted at the time of Housing Element adoption that may define next steps for more detailed planning that may be needed and inform consideration of future development proposals This agenda item seeks City Council input on a proposed scope of work for this effort, as well as guidance from the Council on key policy and planning considerations to be explored in the framework process

RECOMMENDATION

Staff recommends the City Council

- 1 Consider and approve the scope of work for the Stoneridge Mall Framework, including any revisions recommended by the City Council
- 2 Provide input on any key planning considerations or goals for the Framework
- 3 Allocate \$176,400 from General Fund Contingency to the Professional Services account in Community Development/Advance Planning, to cover the costs of the related contracts as detailed below

FISCAL IMPACT

Completing the Framework will incur total estimated costs as summarized below

Consultant Name	Service	Estimated Cost
Economics & Planning Systems	Fiscal, market and financial analysis	\$55,090
Fehr & Peers	Traffic and transportation analysis	46,400
Van Meter Williams Pollack (VMWP)	Urban design and planning	75,000
	Total Estimated Costs	\$176,490

All three professional services contracts are within the scope of the City Manager’s authority to approve. With the Council’s endorsement of the overall scope of work, the City Manager would finalize and execute agreements with each of the three firms. It is noted that the total cost of this work exceeds the amount currently available in the Community Development Department’s budget for Professional Services, thus, staff recommends funding be allocated from the City Manager’s contingency to cover these costs.

BACKGROUND

The Stoneridge Shopping Center, commonly referred to as Stoneridge Mall, was constructed in the early 1980s by the Taubman Company. The mall was built to a design common at the time, with anchor stores and multiple in-line retail shops offering a self-contained, indoor shopping experience within a core set of attached buildings, surrounded by surface parking. The 1.34 million square foot mall¹ sits on an approximately 75-acre property, divided into six parcels. Existing parcels are currently held by four separate owners, with Simon Property Group (Simon) being the largest single owner. Within the 75-acre property, over 35 acres (47%) is dedicated to surface parking, including over 6,600 parking spaces. An overview of the mall area is shown in Attachment 1.

Over the past four decades, Stoneridge Mall has remained a regional shopping destination, and has generated significant sales and property tax revenues for the City. However, in recent years, the conditions and overall economic landscape for retail has become increasingly challenging, particularly with the rise of e-commerce that has contributed to the decline of brick-and-mortar stores across the nation, with traditional department stores particularly hard hit. While Stoneridge Mall has remained relatively successful compared to many other similar indoor malls across the Bay Area and California, two of the mall’s anchor tenants (Sears and Nordstrom) have closed their doors in the last five years, and sales tax revenue, as an indicator of the overall health of the mall’s businesses, has declined.

¹ A Development Agreement (DA) is in place between the City and Simon Property Group, which allows up to an additional 380,000 square feet of additional development at the Mall. Of this, a capacity of 362,700 square feet remains unbuilt. The DA expires in December 2023.

Across the country regional mall owners are facing similar challenges and seeking new opportunities to diversify their traditional, retail-focused land use and offerings – often with complementary uses such as housing and non-retail employment. And, within the retail sphere, these centers are seeking to create new and different experiences and attractions to draw patrons, including newly-created outdoor spaces, “lifestyle” uses such as gyms and movie theaters, and upgraded dining options. Many of these redevelopments take advantage of what is a currently underutilized asset – large sites, with many acres of land dedicated to surface parking, positioned close to regional highways and transit – to accommodate these uses.

At Stoneridge Mall, some efforts to diversify land use have already been made. In the 2012 (4th Cycle) Housing Element, two areas of Simon’s property, totaling 10 acres, was designated for high-density housing. An application for a 360-unit housing project at the southeast quadrant of the mall is currently under review, as allowed by the zoning. And, in 2019, Simon received Design Review approval for a redevelopment of the former Sears building and parking deck with an expanded, outdoor-oriented commercial development focused around a central green space. While that project is currently on hold due to economic uncertainty, Simon has expressed its ongoing interest in pursuing this project or a similar type of redevelopment in the future and making new investments that can help secure the long-term viability of Stoneridge Mall’s retail core.

6th Cycle Housing Element

On July 19, 2022, the City Council recommended the Draft 6th Cycle Housing Element be forwarded to the State Department of Housing and Community Development for review. The Draft Housing Element identifies 25 sites that may be considered for re-zoning to allow housing. Stoneridge Mall was identified in community surveys and in Commission and City Council discussions as a strongly-preferred site for new housing, and the Draft Housing Element currently includes an estimated 900-1,440 housing units (up to 18 acres, at 50-80 dwelling units per acre) at the mall, with the distribution of those units to be determined. While the site inventory and planned housing numbers may get refined during the Housing Element process or as part of the Framework effort, there appears to be strong support for continuing to include this site in the inventory. The Housing Element is anticipated to be adopted by April/May 2023, providing an approximately 6-8 month timeframe during which progress can be made on the Framework, and with it the opportunity to create a more refined set of policies and a broader land use and circulation concept that will help to guide future housing development at Stoneridge Mall.

Basis for Framework Plan Effort

In addition to the in-process and entitled new projects at Stoneridge Mall, the City has continued to engage with various of the owners about opportunities for development and redevelopment of parking areas and currently vacant major anchor buildings. There have also been some ownership changes for mall properties, with sale of the Nordstrom property earlier this year, and acquisition of the Sears property by Simon several years ago, the JC Penney property, which was sold a few years ago, was acquired in July 2022 by a new owner.

Recognizing this interest and potential for strategic redevelopment and investment at the mall, the 2021-2022 City Council Work Plan includes an item to develop a framework to guide land use and other decision-making, and which would outline the community's expectations, allowed uses, and public amenities and amenities that would be required in conjunction with new development. The item is identified as Priority B, meaning that work would begin in the second year of the work plan period (i.e., this fiscal year).

With active owner interest, changing market conditions, and particularly with the consideration of a significant increment of new housing likely to be reflected in the Housing Element, staff believes it is appropriate and prudent to move forward with the framework effort in the near term.

DISCUSSION

Framework Purpose and Goals

As described above, the purpose of the Stoneridge Mall Framework is to provide initial policy guidance and conceptual planning for the mall, focused on the "inner" mall area including the mall buildings and surrounding parking fields.

A focus of the Framework will be to establish the distribution and integration of future housing development (as reflected in the Housing Element) along with other future and redeveloped commercial uses. The profile of these uses is likely to differ from the retail-dominated mall, and reflect a mixed-use concept, integrating both residential and commercial components, a more pedestrian-scaled environment, public and private open spaces, structured parking, and new circulation components. The Framework will be the first step towards future, more detailed planning efforts, which may be in the form of a Specific Plan or Master Plan but could also include incorporate more detailed implementation documents such as an infrastructure financing plan and other related Municipal Code Amendments.

The Framework will also provide an opportunity to bring the mall's various property owner interests together, understand their development goals, and work with the owners to outline a feasible development program that balances those goals with those of the City and the community. Staff has contacted representatives of all four property owners, each of whom have expressed willingness and enthusiasm about participating in the process.

Key outcomes of the study and framework will include

- Conceptual diagrams reflecting desired land use, circulation, and infrastructure, including conceptual building/structure placement, multimodal transportation connections, and public and private open space/community amenities
- Identification of key placemaking strategies and concepts
- Identification of constraints and any limiting factors for development, including land use adjacencies, traffic, and infrastructure constraints

- Identification of concepts/mechanisms for cost sharing of public improvement and amenities among property owners, as well as a “redevelopment strategy that will set the stage for next steps, including additional planning, environmental review, and development of financing and funding mechanisms to ensure successful implementation of the Framework
- The Framework will be complemented by the Objective Design Standards document being completed as a separate process, and will help define aspects such as height, density/FAR, setbacks, parking ratios, and site-planning and architectural design criteria/standards

The Framework will focus on the central mall properties (within the Stoneridge Mall Road loop), as the major area of expected redevelopment and land use change. However, the framework will look at peripheral sites, outside of the mall loop, to ensure land use adjacencies, connectivity, existing and planned development, and other relationships are appropriately reflected in the planning.

Key Planning Considerations

Staff has identified the following initial list of planning considerations and goals that will be integral to the Framework’s development

- Design and Placemaking Creation of an attractive, safe, and vibrant mixed-use neighborhood, that successfully integrates with and creates synergy with the existing shopping center, enhances the existing visual character of the mall area, provides a pedestrian-oriented scale within infill areas, and includes new opportunities for public spaces and amenities. An element of this will be to ensure that future projects provide quality open spaces and public/publicly-accessible areas. The project also allows for consideration of innovative strategies to support the City’s sustainability goals, including green infrastructure and other measures.
- Housing Types, Densities, Locations, and Affordability Establishing options for suitable housing types within the density range being considered in the Housing Element, as well as the distribution of housing units among the various portions of the mall, will be important, as will be consideration of related goals around affordability, unit size and mix and livability for new residents.
- Infrastructure and Traffic-Related Constraints The planning effort will need to shape its land use program around any physical and environmental constraints that may exist, particularly existing and future intersection capacity constraints. The scope of work includes input from Fehr & Peers, who will assist with modeling of nearby intersections to ensure that potential traffic impacts can be understood and mitigated. Any significant new infrastructure demanded by the project will be considered, and as described below, funding mechanisms identified to ensure that it can be constructed, with the goal that developers will fully fund any needed infrastructure improvements.
- Transit connectivity and Improving Multimodal Transportation With the entirety of the mall situated within a half mile of BART, future planning must provide

excellent connection to the station, and seek opportunities to improve the relatively limited pedestrian and bicycle network that exists today. Creating a finer-grained network of streets extending into and connecting through the interior of the mall site, consolidating vehicular entry points, and seeking opportunities to integrate non-vehicular paths and connections through the site, will be important goals.

- “Right-Sizing” Parking Supply. The existing mall has over 6,600 parking spaces and offers a very high parking ratio compared to more contemporary retail parking standards. While it will be critical to ensure adequate parking to support all future uses, there is an opportunity to integrate more land-efficient structured parking as part of future plans and consider opportunities for shared parking for uses with different peak demands.
- Market-Sustainable Development. The commercial and housing market has evolved since the Stoneridge Mall’s original construction and will continue to change into the future. Given that buildout of any redevelopment plans will take place over multiple years, it may be appropriate to consider providing some degree of flexibility to accommodate market-driven changes over time, while ensuring an appropriate balance of retail, housing and other commercial uses. As part of the Framework, consideration should be given as to whether a minimum amount of retail should be required to be retained over time, at what level, and how it should be distributed to ensure it remains viable and successful.
- Fiscal Balance. The mall has been a significant contributor to City sales tax revenue over the years but has suffered from the same overall decline in the retail sector seen across the country. It is likely that a future land use plan will include less retail than is in place today (or, at a minimum, provide for a broader array of retail-type offerings, for example, entertainment uses and/or local-serving retail like a grocery). Other uses such as housing, office, or lodging could offer increased property tax or hotel tax revenue. Various development scenarios will offer a different set of fiscal outcomes, in terms of revenue returned to the City, and potential cost of new services. EPS, as part of its professional services contract, will develop a fiscal model that allows for evaluation of different land use scenarios, and their relative fiscal pros and cons.

Scope of Work

The scope of work outlined for the project is elaborated in more detail in Attachments 2-4, but includes a relatively streamlined, approximately 6-8 month effort that will result in the development of a Final Framework Concept and supporting documentation by approximately early March 2023. This timing will allow any policies derived from the Framework effort to be integrated into the Housing Element and related General Plan amendments.

Key process steps include

- Assembly of background information, basemap creation and existing conditions, opportunities, and constraints analysis

- Review of comparable mall redevelopment project examples, and identification of elements applicable or appropriate to Stoneridge Mall
- Development of alternative Framework land use concepts to respond to identified existing conditions, constraints, and opportunities.
- Creation of a Final Framework Plan and accompanying supporting documents including land use concept and initial designations (including quantities of various land uses), circulation and infrastructure concept, including parking, public realm and placemaking concept, including publicly-accessible open space, and architectural standards/design guidance framework
- Creation of a Phased Redevelopment Strategy identifying subsequent implementation steps (e.g., development of a specific plan or master plan), CEQA analysis, potential zoning or code amendments, and actions to be undertaken by the City and property owners to allow for entitlements to be pursued by property owners/developers

Public and Stakeholder Process

Despite a relatively accelerated timeline, the Framework process will provide several opportunities for City Council, Planning Commission, and public input. It also invites the key property owners at the mall to participate in a series of planning sessions with staff to understand their various interests and goals and weigh in on a draft and final framework.

Expected meetings include

- Three City Council Meetings, including this initial scope discussion, and meetings to review and provide input on the Draft and Final Framework. Meetings of the Planning Commission will also be scheduled to consider the Draft and Final Framework
- Up to three Property Owner Roundtable Meetings to introduce the Framework process and goals, and review Draft and Final Framework
- Two Community Workshops held either in person or via Zoom, to provide input on the Draft and Final Framework

Professional Services Team

Staff recommends using a professional services team to assist with this effort, to provide technical expertise and input, and to supplement available staff capacity.

Attachment 2 outlines the scope of work to be undertaken by the primary consultant on the project, Van Meter Williams Pollack. Their work will be supported by two technical consultants, Economics & Planning Systems (EPS), with respect to market and fiscal considerations, and Fehr & Peers, with respect to traffic and transportation. EPS' and Fehr & Peers' draft scopes of work are included as Attachments 3 and 4, respectively.

Estimated total costs for these services, include up to \$75,000 for VMWP, \$55,090 for EPS, and \$46,400 for Fehr & Peers, for a total estimated cost of approximately \$176,490. If the City Council approves the overall scope of work as outlined in this agenda

report, staff will work with each firm to finalize and execute the necessary professional services agreements through the City Manager

In addition to current work for the City of Pleasanton to develop Objective Design Standards, VMWP developed the Housing Design Standards and Guidelines adopted in 2012 for sites re-zoned as part of the 4th Cycle Housing Element, and the Draft Transit-Oriented Development (TOD) Standards that were ultimately incorporated into the Hacienda Design Guidelines VMWP has also consulted on a number of similar mall and shopping center redevelopment plans/frameworks in California and elsewhere, including planning for the Bay Fair Mall in San Leandro, Westminster Mall in Westminster, California, Gwinnett Mall in Gwinnett, Georgia, and Milpitas Square in Milpitas, among others

Both EPS and Fehr & Peers have also worked with the City on various past projects Fehr & Peers assisted with development of the City's traffic model and is engaged on the current Housing Element EIR, as well as providing similar services for numerous other environmental analyses on behalf of the City EPS assisted with development of the nexus studies for the most recent Development Impact Fee update and provided economic consulting services for the Draft East Pleasanton Specific Plan Both firms also bring extensive experience on similar types of mall and shopping center redevelopment projects

Staff believes the experience and technical expertise of all three firms will be essential to the success of the Framework

Submitted by



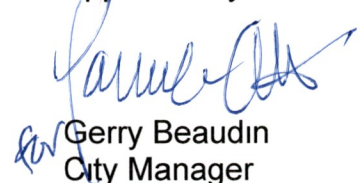
Ellen Clark
Director of Community
Development

Fiscal Review



Mahin Shah
Interim Director of Finance

Approved by



Gerry Beaudin
City Manager

Attachments

- 1 Framework Study Area and Vicinity
- 2 Van Meter Williams Pollack Draft Scope of Work
- 3 Fehr & Peers Draft Scope of Work
- 4 EPS Draft Scope of Work

Van Meter Williams Pollack

Stoneridge Mall Planning Study and Framework – Scope of Work

Introduction

The purpose of the Stoneridge Mall Planning Study and Framework is to provide initial policy guidance and conceptual planning for the Mall, focused on the “inner” mall area including the Mall buildings and surrounding parking fields. A focus of the Framework will be to establish the distribution and integration of future housing development (as reflected in the Housing Element) alongside future and redeveloped commercial uses. The Framework will be the first step towards future, more detailed planning efforts in the form of a Specific Plan or Master Plan for the Mall.

The Framework will also provide an opportunity to bring various property owner interests together, understand their development goals, and work with those owners to outline a feasible development program that balances property owner, City, and community goals (e.g. placemaking, community amenities, positive fiscal balance, minimizing traffic and infrastructure impacts).

SCOPE OF WORK

1 Base Map/Existing Conditions and Example Mall Redevelopments.

A Base Map and Existing Conditions

VMWP will create an existing conditions base map with information provided by City and Property Owners, including an Aerial Map, Mall survey with utilities and ownership parcels and cross easements. A map of leases will be provided if available. Mapping will include Mall core properties (within Stoneridge Mall road perimeter, but reflecting surrounding streets, transportation connections (vehicular, pedestrian and bicycle), properties and land uses. VMWP will evaluate the existing information and mapping provided and note the key issues, opportunities and constraints which will shape the alternative structure plans. Any conceptual plans or other site-specific analysis developed by property owners and made available to the City, will be provided to VMWP for consideration during the Framework process.

B Example of similar Developments or Developments or Development Plans

VMWP will collect a variety of examples of similar Mall redevelopments or plans for the City to review and note the key aspects of each which might inform this project.

To support the base-mapping/existing conditions mapping city Staff will provide VMWP with the following:

- Any existing proposed or approved development plans for Mall core and periphery sites for inclusion in mapping as needed
- Traffic Studies/Assessment of Existing and Projected Intersection Operations (with current zoning and Housing Element Rezone) as available
- GIS data for parcels, existing infrastructure, transportation and transit, etc., as available in the City’s GIS system

- Any other relevant City studies or background documents, including existing entitlements or agreements on file with the City

C Meetings

The following meetings would take place During this phase of the project, and following development of the existing conditions, opportunities, and constraints

- Property-Owner Roundtable and Follow-Up (1 1) Interviews/Meeting
- Community Workshop

2 Alternative Framework Plans

VMWP will develop two (2) draft Redevelopment Framework Plans, with input from other team members with respect to economic/fiscal goals, and traffic and circulation opportunities and constraints. The plans will provide different land use options for addressing identified real estate market, and infrastructure conditions, as well as land use. They will also include land use/massing, transportation/infrastructure, and public realm/placemaking frameworks. VMWP will work with the team to develop structure plan strategies to elicit preliminary feedback to various optional framework plans by the property owners, City staff and PC and CC in study session if desired. VMWP will use the framework plans to illustrate initial land uses, development intensities, open spaces, circulation (vehicular, pedestrian and bicycle) and overall holding capacities to be considered and discussed.

The Framework Plans will form the basic structure of the site plans, primarily circulation and placemaking, which defines future development sites. The extent of the two options can be developed as the base information is gathered and initial discussions with the stakeholders are held, to define the extent of change anticipated in the two options. One may anticipate most of the current buildings remain, while the other might anticipate a number of the existing buildings may be redevelopment sites in the future, should property owners wish to pursue a more comprehensive redevelopment of their sites. The structure plan may be quite different or similar between the two options, depending on whether circulation options are limited.

As described in the process section, below, formulation and review of the Framework Plan option will be based on inputs from the property owner stakeholder group (including group and one-on-one meetings/interviews), City staff, community members, and Planning Commission and City Council. Draft concepts will also be posted on-line for public review and input.

Meetings

The following meetings would take place during this phase of the project, and following development of the existing conditions, opportunities, and constraints

- Property-Owner Roundtable, Review Framework Alternatives
- Planning Commission and City Council Meetings (1 each) Review Framework Alternatives

3 Final Redevelopment Framework Concept:

Based on input received from the various meetings and comments received on the Draft Framework options, the team will develop a final development structure concept. This concept will include

- Land use/massing concept. VMWP will lead the land use/massing concept with land use designations including number of units, square footage of nonresidential uses, employment generating land uses, and mixed uses. These will be expanded to illustrate building types and massing and integrate the illustrations of placemaking and other images.
- Transportation/Infrastructure Concept. Internal roadway networks, connections to existing roadways, the relationship to transit and the transit center, bicycle/pedestrian infrastructure, stormwater/green infrastructure (VMWP to support), any additional sewer/water infrastructure needed to support the concept.
- Public realm/placemaking concept. VMWP will lead the development of an architectural standards/design guidelines playbook, open spaces/community gathering spaces, on-site locations for place-making.
- VMWP will attend a three-hour virtual internal team charrette to develop the Final Redevelopment/Framework Concept, and refine the land use/massing concept and public realm/placemaking concept, and develop the final concept graphic.
- As appropriate, staff will take key guidance from the framework and use this to draft policies that could be integrated into the Housing Element or in another format, to ensure future development at the Mall is consistent with the Framework.

Meetings.

The following meetings would take place during this phase of the project:

- Internal Team Charette, Refine Final Framework Concept
- Property Owner Roundtable, Final Framework Concept
- Community Workshop #2 Final Framework Review
- Planning Commission (1) and City Council (1) Public Hearing, Review and Accept Framework

4 Phased Redevelopment Strategy:

VMWP will work with the City team with stakeholder input where applicable, to develop the phased redevelopment strategy. This will include an evaluation of current zoning and what would have to be added such as new regulations and list of permitted and conditionally permitted uses, an overlay using the Mixed-Use design standards and guidelines. It will also include a series of Design principles to articulate the Framework Plan's intent. [Note, in tandem with the Framework Process, the VMWP is developing Objective Design Standards that will be applicable to existing and future High Density Housing Sites, including the Mall. These standards will be coordinated with the Framework development to ensure they are consistent and compatible with the Framework vision.]

In conjunction with City staff, the Strategy will outline next steps (e.g. development of a Specific Plan or Master Plan, CEQA Analysis) and actions to be undertaken by the City and property owners to allow for entitlements to be pursued by property owners/developers.

And, based on input from other team members, the Redevelopment Strategy will also include recommendations around funding and financing of public improvements

DELIVERABLES

- Base Map and Existing Conditions Evaluation
- Alternative and Preferred Framework Plans during charrette/ Working Sessions
- Final Redevelopment Land Use/Massing Concept
- Redevelopment Strategy: Zoning Evaluation Overlay Standards/design guidelines (Design Principles)
- Support materials for Stormwater/green infrastructure concept, circulation/multimodal transportation connections, open space/community gathering spaces, creative placemaking Principles

MEETINGS SUMMARY

VMWP will provide support for (i.e. assist City Staff to develop agendas, provide presentation materials) and attend the following meetings

- Project Management and Coordination Meetings
 - Project Kickoff Meeting with City Staff and Consultant Team, via Zoom
 - Bi-Weekly Meetings with City Staff, via Zoom
- Other City Staff Meetings
 - One (1) Internal Team Charrette (3 hours) via Zoom or Hybrid
- Meetings with Property Owners (all via Zoom)
 - Roundtable meeting with all property owner representatives together, followed by one-on-one separately with each property owner (4)
 - Roundtable Meeting to review Draft Framework Alternatives
 - Roundtable Meeting to review Final Framework
- Community Workshops
 - Up to two community workshops, via Zoom or in-person
- City Council (3) and Planning Commission (2) Meetings, in person

BUDGET

The following Budget is a fixed fee per task including meetings per the scope above

1	Project Initiation: Base Map/ Existing Conditions and Example Mall Redevelopments	\$10,000
2	Alternative Framework Plans	17,500
3	Final Redevelopment Framework Concept.	\$17,500
4.	Phased Redevelopment Strategy	\$12,500
	<i>Total Fees</i>	<i>\$57,500</i>
	<i>Reimbursables Travel</i> Reproduction etc,(if required)	<i>\$ 2,500</i>
	<i>Total Budget</i>	<i>\$60,000</i>
	<i>Contingency (25%)</i>	<i>\$15,000</i>
	<i>Grand Total</i>	<i>\$75,000</i>



July 28, 2022

Mr Mike Tassano
Deputy Director of Community Development, Transportation
City of Pleasanton
PO Box 520
Pleasanton, California 94566

Subject Proposal – Transportation Planning Support – Stoneridge Mall

Dear Mike

Fehr & Peers is pleased to submit this proposal to prepare an assessment to evaluate and describe baseline transportation conditions in the vicinity of Stoneridge Mall. The work would serve as a framework for future work that may include the preparation of a specific plan for the potential redevelopment of the site. As part of the current effort, we will prepare a summary of transportation conditions in the area under existing, existing plus approved projects and cumulative conditions. This will include evaluations of Foothill Road, Stoneridge Drive, and the Stoneridge Mall Loop Road. A discussion of existing and planned pedestrian, bicycle and transit facilities will also be provided. Our draft scope of work and fee estimate is summarized below.

SCOPE OF WORK

Task 1 – Data Assembly and Review

Fehr & Peers will assemble weekday morning and evening peak hour traffic counts at critical study intersections in the Stoneridge Mall area. We will review available data from the city's travel demand model as well as counts conducted as part of transportation impact assessments prepared for recent developments in the area (Workday, Genomics 10X and others) and summarize the most recent available baseline data for use in the study. Data will be collected at the following locations:

- 1 Foothill at I-580 Westbound Ramps (signalized)
- 2 Foothill at I-580 Eastbound Ramps (signalized)
- 3 Foothill Road at Dublin Canyon Road/Canyon Way (signalized)
- 4 Foothill Road at Deodar Way (signalized)
- 5 Foothill Road at Stoneridge Drive (signalized)
- 6 Stoneridge Drive at Springdale Avenue (signalized)
- 7 Stoneridge Mall Road at Stoneridge Drive (signalized)
- 8 Stoneridge Drive at I-680 SB Ramps (signalized)
- 9 Stoneridge Drive at I-680 NB Ramps (signalized)
- 10 Stoneridge Drive at Johnson Drive (signalized)



- 11 Stoneridge Mall Road at Springdale Avenue (unsignalized)
- 12 Stoneridge Mall Road at Genomics Place (signalized)
- 13 Stoneridge Mall Road at Workday Way (signalized)
- 14 Stoneridge Mall Road/Canyon Way (signalized)
- 15 Stoneridge Mall Road/Embarcadero Court (signalized)
- 16 Stoneridge Mall Road/Laurel Creek Way (unsignalized)
- 17 Stoneridge Mall Road/Deodar Way (unsignalized)

Task 2 – Intersection Analysis

The intersection peak hour level of service and 95th percentile vehicle queues at each study intersection will be calculated using the *2000 Highway Capacity Manual* method for the following scenarios

- **Scenario 1:** Existing Conditions – Existing volumes obtained from traffic counts and the existing roadway system configuration
- **Scenario 2** Existing Plus Approved Projects (EPAP) Conditions – Existing volumes plus traffic estimates for approved developments and/or traffic increases due to regional growth Regional roadway system improvements for this scenario, if any, will be confirmed with City staff
- **Scenario 3** Far-Term (Cumulative) Conditions – Projected traffic volumes and the projected roadway system using the City of Pleasanton Travel Demand Model The traffic forecasts include approved projects from Scenario 2, in addition to build out of land uses consistent with the General Plan and Housing Element Roadway improvements to assume in this scenario will be discussed with City Staff

Based on the results of the above analysis, we will identify potential operations (level of service and queues) that exceed the City's standards For deficient conditions, we will develop and prepare improvements that will mitigate failing locations to operations within the City's service level standards

Task 3 – Stoneridge Mall Land Use Evaluation

Fehr & Peers will prepare a summary of the land uses proposed on the Stoneridge Mall site within the model and the effects of traffic generated by those land uses on the local transportation network This will include summaries of the trip generation of the proposed land uses as well as the model's assignment of that traffic to the local circulation system This data will be presented in both tabular and graphic format

Task 4 – Multimodal Facilities

A discussion and description of existing and proposed multimodal transportation facilities in the study area will be prepared, to include the following



- Pedestrian facilities
- Bicycle facilities
- Transit routes and amenities
- Micro-mobility facilities and accommodations

Improvements proposed and planned by area developments as well as those described in the *Bicycle and Pedestrian Master Plan* will be documented

Task 5 – Documentation

Fehr & Peers will prepare the following documents as part of this scope of work

- Draft Technical Memorandum
- Final Technical Memorandum

Draft and Final Technical Memoranda will be prepared and submitted to the city summarizing the results of the data collection and analysis effort

FEE ESTIMATE

We estimate the total fee of above tasks as \$46,400, as shown on the attached fee schedule

Please contact Bill Burton at 925-930-7100 if you have any questions

Sincerely,

A handwritten signature in black ink, appearing to read "Bill Burton". The signature is written in a cursive, flowing style.

Bill Burton, PE
Principal

Attachment
Fee Estimate

Fee Proposal for Stoneridge Mall Transportation Review

Fehr & Peers									
Tasks	Project Manager	Principal-in-Charge	Sr. Planner/Engineer	Project Planner/Engineer	Graphics/GIS/CAD	Project Coordinator	Labor Hours	Direct Costs	Total
Task 1 - Data Assembly and Review	\$340	\$285	\$200	\$165	\$155	\$135			
1.1 Data Assembly and Review	2		1	8		1	12	\$120	\$2,455
Task 2 - Intersection Analysis									
2.1 Scenario 1	2		2	16		3	23	\$210	\$4,335
2.2 Scenario 2	2	1	4	24		4	35	\$310	\$6,575
2.3 Scenario 3	2	1	4	24		4	35	\$310	\$6,575
2.4 Mitigation	2	2	2	16		3	25	\$230	\$4,925
Task 3 - Stoneridge Mall Land Use Evaluation									
3.1 Stoneridge Mall Land Use Evaluation	2	1	1	16		3	23	\$210	\$4,420
Task 4 - Multimodal Facilities									
4.1 Pedestrian Network	1			8		1	10	\$90	\$1,885
4.2 Bicycle Network	1			8		1	10	\$90	\$1,885
4.3 Transit Network	1	1		4		1	7	\$70	\$1,490
Task 5 - Documentation									
5.1 Draft Technical Memorandum	4	1		24	16	6	51	\$440	\$9,335
5.2 Final Technical Memorandum	2	1		6	2	1	12	\$120	\$2,520
Total for all Tasks	21	8	14	154	18	28	243	\$2,200	\$46,400

Notes

This fee proposal is valid for a period of 90 days from the proposal submittal date.

Actual billing rate at the time of service may vary depending on the final staffing plan at the time the project starts, the overall fee will not be exceeded

Mileage is billed at the IRS rate plus 10% handling fee

Rates and non key staff are subject to change at any time, without notice and within the total budget shown

July 28, 2022

Ellen Clark
Community Development Director
City of Pleasanton
Sent via email to eclark@cityofpleasantonca.gov

Subject Stoneridge Mall Framework Plan, EPS #221022

Dear Ellen:

Thank you for requesting a proposal from Economic & Planning Systems (EPS) to provide market and economic consulting services pertaining to a Framework Plan for the Stoneridge Mall. The City of Pleasanton is interested in redeveloping the Stoneridge Mall, an indoor shopping center, into a mixed-use town center and community gathering place. Additionally, the City identified the site as an opportunity for housing development in their Housing Element and is interested in policy guidance for the distribution of land use. Should additional services be requested, EPS will modify the scope and budget as appropriate.

The Economics of Land Use



EPS Scope of Work

The following work program describes the specific tasks that EPS proposes to undertake as part of the Stoneridge Mall Framework Plan process.

Task 1: Fiscal Analysis

EPS will create a fiscal model to compare the impacts of various land use programs being considered, focusing on residential, office, retail, and hotel. The fiscal model will be used iteratively to test the implications of changes in site programming on the City's General Fund budget.

The fiscal analysis compares General Fund revenues generated through property tax, sales tax, transfer tax and other sources with the costs of providing urban services to the Stoneridge Mall area. The analysis will be based on real revenue and costs from the City's most recent budget. The research, analysis and conclusions of this technical work will be summarized in draft technical memoranda.

Task 2: Market Analysis

EPS will evaluate the market conditions and prospects for various uses being considered for the Stoneridge Mall site. While EPS will gather market data and provide high level findings for residential, office, lodging, and other potential land uses, the task will focus on the retail sector. In particular, EPS will seek to confirm programming assumptions related to the amount, format, and orientation of retail that is likely supportable in the study area over the long-term.

Economic & Planning Systems, Inc
1330 Broadway
Suite 450
Oakland, CA 94612
510 841 9190 tel

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Denver
Los Angeles*

www.epsys.com

To establish market demand potential, EPS will research local and regional growth factors, demographic and employment trends, real estate development patterns, and real estate pricing and absorption considerations. EPS also will evaluate the pipeline for competitive development, considering market orientation, product formats, and other project attributes. Finally, EPS will provide information on long-term trends in retail sector, particularly for regional malls, and how other locations and projects have sought to successfully repositioning these assets.

Task 3: Development Feasibility

EPS will take on an advisory role regarding the development feasibility associated with various land use programs proposed by the City. The firm will be using a high-level approach to assemble key considerations as well as identifying potential issues the City and landowners may face when developing the site. EPS will provide professional expertise on inclusionary housing and mixed-use development and how they would impact feasibility.

Task 4 Infrastructure Financing

EPS will draw on its breadth of experience to array the possible combination of instruments and make financing strategy recommendations given the forecast financial parameters of the site. A set of financing mechanisms will be recommended to fund these costs. These mechanisms may include an "area development impact fee", a Mello Roos Community Facilities District, assessment district(s), "incentive zoning"-related developer contributions, and other mechanisms, as identified. The infrastructure costs will be assigned to these mechanisms to explore financial capacity and feasibility constraints.

Task 5: Meetings and Presentations

This task includes ongoing project management and regular coordination with the City team and the planning firm. The proposed budget includes up to six (6) team coordination meetings, which could be some combination of landowner/City/consultant(s) or City/consultant(s). We have also included up to four (4) public meetings in the budget. The budget for the public meetings includes preparation time as well as attendance and participation at each meeting. Additional team coordination and/or public meetings can be accommodated and will be billed on a time and materials basis. Additional public meetings are estimated to cost approximately \$2,000 each.

Optional Tasks

EPS will be available to assist with this process as issues arise. If the City is interested in implementing some of the tools and or policies discussed, such as setting up an impact fee or providing a detailed inclusionary housing analysis, EPS would be able to submit a separate scope breaking down the tasks necessary to complete the additional work.

Schedule and Budget

We estimate the budget required for the work program outlined above, excluding the optional tasks, could be completed for **\$55,090**, as shown below on **Table 1**. As always, we are happy to discuss ways to modify the scope and budget to better meet your needs and resources. EPS bills clients only for time spent on projects as such the budget estimate represents a "not-to-exceed" amount for the work described.

The project is expected to be completed in approximately 6 months, with key meetings and other project junctures to be determined in conjunction with client needs. To the extent additional meetings and analysis are necessary, a supplemental scope and budget will be prepared.

Table 1 Proposed Budget

Table 1
 Proposed Budget Estimate
 Stoneridge Mall Framework Plan

Task/Description	EPS Staff		Staff Cost Subtotal	Direct Costs [1]	Grand Total
	Managing Principal Moody	Associate Gregory			
Task 1 Fiscal Analysis	27	36	\$15,030	\$0	\$15,030
Task 2 Market Analysis	23	43	\$15,085	\$0	\$15,085
Task 3 Development Feasibility	16	27	\$9,955	\$0	\$9,955
Task 4 Infrastructure Financing	12	18	\$7,050	\$0	\$7,050
Task 5 Meetings and Presentations	16	16	\$7,920	\$50	\$7,970
Total Task Hours	94	140			
Hourly Billing Rates [2]	\$310	\$185			
Total Project Costs	\$29,140	\$25,900	\$55,040	\$50	\$55,090

pbud

[1] Direct costs include costs related to travel, acquiring data, mileage, reproduction, and other non-staff costs.
 [2] Billing rates shown are applicable during calendar year 2022 and are subject to change annually.

We greatly appreciate the opportunity to provide this proposal, and hope to work with you on this interesting and important assignment. If you have any questions or suggestions regarding our proposal, please contact me at your convenience.

Sincerely,
 ECONOMIC & PLANNING SYSTEMS, INC

Jason Moody
 Managing Principal

EPS Experience and Qualifications

The Firm

Economic & Planning Systems, Inc (EPS) is a land economics consulting firm experienced in the full spectrum of services related to real estate development, the financing of public infrastructure and government services, land use and conservation planning, and government organization

Guiding Principle

EPS was founded on the principle that real estate development and land use-related public policy should be built on realistic assessment of market forces and economic trends, feasible implementation measures, and recognition of public policy objectives, including provisions for required public facilities and services

Areas of Expertise

- Real Estate Market and Feasibility Analysis
- Public Finance
- Fiscal and Economic Impact Analysis
- Reuse, Revitalization, and Redevelopment
- Real Estate Transactions and Negotiations
- Regional Economics and Industry Analysis
- Land Use Planning and Growth Management
- Open Space and Resource Conservation
- Government Organization
- Transportation Planning and Analysis
- Asset Valuation and Repositioning

Clients Served

Since 1983 EPS has provided consulting services to hundreds of public- and private-sector clients in California and throughout the United States. Clients include cities, counties, special districts, multi-jurisdictional authorities, property owners, developers, financial institutions, and land use attorneys.

Staff Capabilities

The professional staff includes specialists in public finance, real estate development, land use and transportation planning, government organization, and computer applications. The firm excels in preparing concise analyses that disclose risks and impacts, support decision making, and provide solutions to real estate development and land use-related problems

EPS Locations

Oakland, Sacramento, Los Angeles, and Denver

EPS Web Site

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