LIVERMORE
CALIFORNIA

PLANNING COMMISSION STAFF REPORT **ITEM NO. 5.2**

DATE: July 7, 2026

TO: Chairperson and Members of the Planning Commission

FROM: Steve Riley, Planning Manager

SUBJECT: Hearing to consider an ordinance authorizing Development Agreement 24-004 to establish a framework and secure vested rights for a future residential project on approximately 50 developable acres within a 122-acre property at 3658 Las Colinas Road (Assessor Parcel Number 902-8-1). The Development Agreement does not propose or authorize a specific development project or physical development, and future implementation actions would be subject to subsequent approvals.

RECOMMENDED ACTION

Staff recommend the Planning Commission adopt the following resolutions recommending the City Council:

1. Find that the Development Agreement is within the scope of the certified General Plan 2045 Environmental Impact Report (EIR) pursuant to California Environmental Quality Act (CEQA) Guidelines Section 15183 and that the Agreement itself has no potential to cause a significant environmental effect and is therefore exempt under CEQA Guidelines Section 15061(b)(3). No additional environmental review is required;
2. Adopt an Ordinance authorizing Development Agreement (DA) 24-004.

SUMMARY

The City received an application for a Development Agreement (DA 24-004) from Adventus, the owner of the 122-acre property at 3658 Las Colinas Road (Assessor Parcel Number 902-8-1) as part of the City's evaluation of potential land use changes during the General Plan 2045 update process. The property is undeveloped and generally located south of the Redwood Road terminus and north of Las Colinas Road (Attachment 1, Location Map). In February 2025, the City Council authorized staff to negotiate a Development Agreement concurrently with the update to ensure that it would function as an implementing mechanism of the General Plan 2045.

Development Agreement 24-004 establishes a framework and secures vested rights for the potential future development of approximately 50 developable acres within the larger property, including between 605 and 900 residential units consistent with the General Plan 2045 land use designations. It also outlines required affordable housing obligations, infrastructure improvements, community benefit

contributions, and subsequent approvals that must occur before any development may occur. The Development Agreement does not approve a specific development project or grant new development rights beyond those allowed under the General Plan; rather, it establishes the terms, timing, community benefits, and implementation requirements that would guide future development on the property. Any future development would require separate discretionary approvals and environmental review. The Draft Development Agreement is provided as Attachment 4.

In accordance with CEQA Guidelines, staff has determined that the Development Agreement is within the scope of the General Plan 2045 Program EIR pursuant to CEQA Guidelines Section 15183 and is also exempt from CEQA pursuant to Section 15061(b)(3).

The Planning Commission's role is to provide a recommendation to the City Council on the recommended actions. The City Council is the final decision-making body on the Development Agreement and associated environmental determination.

DISCUSSION

BACKGROUND

As part of the General Plan 2045 Update, the staff conducted a comprehensive, citywide review of land use designations to align long-term growth with community goals and policies. During this process, Adventus, the property owner at 3658 Las Colinas Road (Property), requested consideration of revised land use designations to allow for residential use on a portion of the subject property. This new Development Agreement will replace the existing Development Agreement that permits a Catholic High School at this site, however, the High School is no longer viable according to the property owner. Staff evaluated this request within the broader context of citywide planning objectives, including housing needs, opportunities for community benefit, open space preservation, infrastructure needs, and consistency with the General Plan's policy framework. Staff concluded that a land use change would need defined public benefits, infrastructure obligations, and implementation timing. A Development Agreement was identified as the appropriate tool to formalize these commitments and ensure consistency with General Plan goals.

Following this determination, Adventus submitted an application for a Development Agreement on December 9, 2024. On February 24, 2025, the City Council authorized staff to negotiate the agreement in coordination with the General Plan Update and directed staff to explore opportunities related to increased residential densities, infrastructure improvements, and contributions to the Community Benefit Fund. Staff has since completed negotiations with Adventus and finalized the terms and provisions in the Development Agreement.

PROJECT DESCRIPTION

The Development Agreement establishes a framework for the potential future development of residential uses on approximately 50 developable acres within the overall 122-acre property at 3658 Las Colinas Road (Project). The Project may include between 605 to 900 dwelling units at residential densities ranging from 8 to 30 units per acre within conceptually defined development areas, along with associated improvements such as common open space, a neighborhood park, stormwater treatment facilities, private internal roadways, pedestrian and bicycle trails, and related on- and off-site infrastructure, as conceptually illustrated in Attachment 4, Development Agreement, Exhibits B and C. The remaining acreage outside the developable areas is not authorized for residential use and would be preserved as open space or improved consistent with the Agreement, the General Plan, and subsequent discretionary approvals.

The Development Agreement does not approve a specific development project, rather it establishes obligations and implementation requirements to guide future development proposals. Any physical development of the site would require separate review and approval through subsequent discretionary actions, including:

1. Neighborhood Plan and Planned Development zoning to establish detailed land use, circulation, open space, and design parameters;
2. Tentative Tract Map to subdivide the property into legal development parcels;
3. Site Plan Design Review to demonstrate compliance with applicable development and design standards; and
4. Environmental review under CEQA for each subsequent discretionary approval.

These subsequent approvals would require review by the Planning Commission and City Council prior to any construction.

PROJECT SITE CONTEXT

The Property, located along the northern side of Interstate 580 and Las Colinas Road, is undeveloped and characterized by a range of natural features, including rolling hillside topography, grassland open space, and the confluence of two natural creek corridors (i.e., Arroyo Seco and Arroyo Las Positas) that traverse portions of the site. The Property is situated in proximity to the Springtown neighborhood and lies adjacent to or near existing and planned single-family and multifamily residential communities to the north and east. Portions of the Property's southern and western boundaries are adjacent to unincorporated Alameda County land, which consist primarily of rural residential, open space, and agricultural uses.

Directional Location	**General Plan Land Use Designation(s)**	**Zoning Designation**	**Existing Land Use(s)**
North	Low Density Residential 4; Medium Density Residential 2 (Livermore) Large Parcel Agriculture (Alameda County)	Planned Development (Livermore) Agriculture (Alameda County)	Low and Medium Density Residential Agriculture; Open Space
South	Medium Density Residential 2 (Livermore) Large Parcel Agriculture (Alameda County)	Planned Development (Livermore) Agriculture (Alameda County)	Undeveloped Agriculture
East	Medium Density Residential 2 (Livermore)	Planned Development (Livermore)	Residential; Undeveloped
West	Large Parcel Agriculture; Resource Management (Alameda County)	Agriculture (Alameda County)	Open Space; Agriculture

Subject Site	Hillside Conservation (HLCN) with Floating Medium Density Residential 2/3, and High Density Residential 1 (Livermore)	Planned Development (Livermore)	Undeveloped

STAFF ANALYSIS

General Plan

Land Use

The Development Agreement is consistent with the Property's General Plan 2045 land use designations, including Hillside Conservation (HLCN) with a Floating Medium Density Residential 2/3, and High Density Residential 1. The Development Agreement establishes a framework for future residential development within the allowable density range of 8-30 units per acre, while ensuring that areas designated HLCN are preserved or improved consistent with policies for resource protection, slope stability, visual character, and open space conservation.

The Development Agreement advances key General Plan 2045 goals and policies by:

- Providing a range of housing opportunities through a framework that enables medium and high-density residential development consistent with adopted land use designations.
    - Goal LU-3: Create neighborhoods that include a mix of uses and a range of housing types to meet the needs of all residents.
        - Policy LU-3.1: Range of Housing Types. Provide a range of housing types, sizes, and affordability levels in all Livermore neighborhoods.
        - Policy LU-3.2: Maximize Residential Density. Advance development entitlements that maintain or increase residential density, particularly in areas designated for medium- and high-density housing. Collaborate with development partners to fully utilize allowable densities to expand the housing supply, promote efficient land use, and foster walkable, transit-oriented neighborhoods.
- Ensuring context-sensitive neighborhood transitions by requiring future development to be designed in relation to surrounding neighborhoods and to incorporate multimodal connections.
    - Goal LU-17: Cultivate the transition of new complete neighborhoods that have access to community amenities, respect the design of the surrounding area, and support multimodal transportation options.
        - Policy LU-17.1: Transitional Area Project Design. Require future development to design projects in context with the surrounding land uses and facilitate a mix of housing types.
        - Policy LU-17.2: Transitional Area Connectivity. Establish streets, trails, and pathways that improve access between neighborhoods and other destinations.
- Preserving natural features and open space by maintaining protections for creek corridors, hillside areas, and scenic open space within the HLCN designated portions of the site.
    - Goal OS-1: Conserve the value and function of Livermore's open space for natural resource

protection, recreation, and scenic value.

- Policy OS-1.1: Diverse Open Space System. Foster an open space system that supports the natural function of the land, protects sensitive wildlife and plant species, preserves important viewscapes, and creates opportunities for recreation.

Housing Element

Although the Property is not included in the 2023-2031 Housing Element Sites Inventory, the Agreement facilitates future residential development that will increase the City's overall housing capacity and may assist in meeting current or future Regional Housing Needs Allocation (RHNA) obligations. The Development Agreement identifies the compliance options consistent with the City's Inclusionary Housing Ordinance (LDC Section 11.70), with the specific approach to be finalized through an Affordable Housing Agreement. These provisions support Housing Element goals to expand affordable housing opportunities, promote mixed-income neighborhoods, and provide long-term funding for human services.

Future Neighborhood Planning and Zoning

The Property lies within a Transitional Area identified in Land Use Element, where the General Plan 2045 calls for coordinated, context-sensitive neighborhood planning (refer to General Plan Land Use Element page 3-44 and Figure LU-5). To implement this direction, the Development Agreement requires preparation and approval of a Las Colinas Neighborhood Plan and Planned Development (PD) zoning before any development may proceed. These subsequent approvals would establish detailed land use regulations, development standards, circulation networks, open space systems, and infrastructure phasing, ensuring that future development is comprehensively planned and aligned with General Plan 2045 and the Development Code.

Development Code Consistency

The Agreement complies with the Livermore Development Code by establishing permitted uses, development parameters, and a process for future discretionary approvals consistent with applicable zoning and General Plan policies.

Development Agreement

Government Code Section 65864, implemented locally through Livermore Development Code Chapter 9.04, authorizes cities to enter into Development Agreements to vest development rights and secure community benefits. As noted, the City Council previously directed staff to negotiate a Development Agreement with Adventus. Negotiations involved mutual concessions and incorporated City Council priorities, General Plan goals and policies, Strategic Plan pillars, and the Property Owner's development and timing considerations. The Development Agreement is provided as Attachment 4 (Exhibit A to the Resolution), with a summary of terms below.

Development Agreement Summary of Terms	
Agreement and Duration	15-year term with extension options consistent with the Livermore Development Code.
Subsequent Approvals	Future development requires Neighborhood Plan, PD zoning, Tentative Map(s), Site Plan Review, and project-level CEQA review.

Land Use and Conceptual Site Plan	Between 605-900 units within MDR 2/3 and HDR 1 areas; densities 8-30 du/ac; approx. 50 developable acres; remaining acreage in Hillside Conservation for open space, creek corridors, and resource protection. Conceptual plan includes internal streets, trails, neighborhood park, stormwater facilities, and open space network.
Community Benefit Fund Contribution	$6 million contribution paid in three installments tied to map recordation and building permit milestones; Consumer Price Index for All Urban Consumers (CPI-U) applies after year 5. Community Benefit Fund contributions would be used to support community infrastructure and amenities, such as capital improvement projects or programs in the Springtown area, to improve the quality of life for residents.
Affordable Housing Strategies	Authorizing an Alternative Means of Compliance consistent with LDC Section 11.70 through on-site units, in-lieu fees (for-sale only), land dedication, or an approved alternative plan.
Infrastructure Improvements (Roadway and Trails)	Property Owner constructs Las Colinas Road connection to Redwood Road, the Northern Las Colinas Trail Extension and Southern Las Colinas Trail Extension consistent with the Active Transportation Plan, required off-site improvements, and utility easements (as required).
Parkland	Dedication and construction of an approximately 3-acre publicly accessible park.
Infrastructure Financing Options	City cooperates in evaluating Enhanced Infrastructure Financing District or a Community Facilities District formation to help finance infrastructure improvements; but City has no obligation to approve formation.
Impact Fee Credits	City may consider fee credits for community serving park or roadway improvements; may carry forward to later phases.

The Property Owner has agreed to the terms summarized above in the Development Agreement. Staff recommend the Planning Commission recommend City Council approval of the Development Agreement because it is consistent with the General Plan, secures a substantial range of community benefits, and establishes a clear framework for future development.

ENVIRONMENTAL DETERMINATION

The City has determined that approval of the Development Agreement is within the scope of the General Plan 2045 Environmental Impact Report (General Plan EIR) (State Clearinghouse No. 2023030225) under CEQA Guidelines Section 15183 and is also exempt from CEQA under the common sense exemption in Section 15061(b)(3).

The Development Agreement is consistent with the General Plan 2045 land use designations for the Property and does not authorize development beyond what was evaluated in the certified General Plan

EIR. Because the Agreement does not introduce new or more severe environmental effects and no conditions requiring supplemental review under CEQA Guidelines Section15183 are present, it is within the scope of the General Plan EIR. Furthermore, the Development Agreement establishes procedural requirements and vested rights for future discretionary approvals, all of which will undergo separate CEQA review when submitted. Because the Development Agreement does not grant new development rights, change development intensity, or modify the land use assumptions already evaluated in the General Plan 2045 Program EIR, it cannot result in any physical environmental effects. As an administrative action with no potential to cause a significant impact, the Development Agreement qualifies for the common sense exemption under CEQA Guidelines Section 15061(b)(3).

ATTACHMENTS

1. Location Map
2. Resolution CEQA
3. Resolution Development Agreement
4. Exhibit A Development Agreement 24-004

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