



PLANNING COMMISSION STAFF REPORT

ITEM NO. 5.1

DATE: July 7, 2026

TO: Chairperson and Members of the Planning Commission

FROM: Steve Riley, Planning Manager

SUBJECT: Hearing to consider a resolution recommending certification of the General Plan Environmental Impact Report, approval of the Livermore General Plan 2045, and approval of conforming Zoning Map Amendments establishing a long-term vision, goals, policies, implementation actions and land use designations to guide future decision-making related to growth, development, and resource conservation through 2045.

RECOMMENDED ACTION

Staff recommends the Planning Commission adopt separate resolutions recommending the City Council:

- Certify the General Plan 2045 Final Environmental Impact Report (EIR)
- Adopt Livermore General Plan 2045, subject to the revisions identified in the Errata Sheet dated July 7, 2026 (GPA 21-003)
- Adopt an ordinance making conforming amendments to the Livermore Zoning Map (ZMA 26-001)
- Retain Existing General Plan Scenic Corridor Policy (under separate cover) until new Scenic Resources policies are considered at a future date (POL 26-002)

The Planning Commission's action is a recommendation to City Council.

SUMMARY

The Livermore General Plan 2045 (General Plan) establishes a long-term vision, goals, policies, and implementation actions to guide decision-making over the next 20 years. Developed through an extensive public engagement process from 2021 to 2026, the General Plan addresses State-required and locally significant topics such as land use, housing, mobility, infrastructure, and economic development. The General Plan builds on longstanding priorities such as open space, Downtown and South Livermore vitality, and multimodal transportation, while introducing new emphasis on climate resilience, environmental justice, and healthy communities.

In May 2026, the City Council reviewed the Draft General Plan, approved revisions recommended by the Planning Commission, and directed staff to proceed with adoption with additional minor revisions. Since that time, staff prepared minor amendments to the Land Use Map and policy language to provide greater

clarity and respond to needs of property owners. The proposed General Plan is supported by a Final Environmental Impact Report (EIR) and is intended to provide a balanced decision-making framework while accommodating state-mandated housing requirements, managing community resources, and advancing Livermore's long-term vision. The General Plan and Final EIR are available at www.ImagineLivermore2045.org. Staff recommend the Planning Commission recommend Council certify the General Plan EIR, adopt the General Plan with the proposed revisions, and amend the Livermore Zoning Map for consistency.

DISCUSSION

GENERAL PLAN 2045 OVERVIEW

The General Plan includes a Vision, description of key community issues, and goals and policies that guide how the City will address those issues and is supported by maps and diagrams. The General Plan covers all State-required topics and additional locally important themes identified by the community. The document also includes an Implementation Plan, which identifies specific actions the City can take to prioritize work programs, allocate resources, and ensure decisions are aligned with the community's long-term vision. Together the General Plan's goals, policies, and actions provide guidance and manage resources over the next 20 years. A Link to the General Plan is included in Attachment 7.

COUNCIL DIRECTION ON DRAFT GENERAL PLAN 2045

On May 11, 2026, the City Council received a presentation on the Draft General Plan 2045, including a summary of the community feedback and General Plan Advisory Committee (GPAC) and Planning Commission recommendations. For a summary, please refer to May 11, 2026, City Council Staff Report, Attachment 1. The City Council directed staff to incorporate the Planning Commission recommended revisions in addition to additional Council edits, into General Plan 2045, which are summarized in Attachment 8. (General Plan Errata Sheet)

STAFF RECOMMENDED CHANGES

In addition to the revisions directed by Council on May 11, Attachment 8 also includes new staff recommended revisions to the General Plan.

Midtown Land Use Designation and Policy

On February 24, 2025, the City Council authorized staff to proceed with the Draft Land Use Map and heard concerns from a large Midtown property owner, McGrath Rent Corps, located on Southfront and Las Positas Roads, regarding potential impacts of proposed land use and zoning changes on their ongoing operations. Recognizing both the area's suitability for future housing and the need to support a large, profitable business during any transition, the Council directed staff to work with the property owner to identify a balanced approach that provides flexibility until relocation is desired and feasible and the City is prepared to pursue a specific plan. Since then, staff have collaborated with the property owner to revise the land use designation to provide greater certainty, clarify policy language related to zoning in the absence of an adopted specific plan, and negotiate a First Amendment to an existing Development Agreement.

Midtown Land Use Designation. Staff recommend revising the General Plan Land Use Map to designate

an approximately 37-acre portion of the Midtown area as Service Commercial (SC), which is owned by McGrath Rent Corps and fronts onto Southfront Road, to maintain clarity and certainty regarding permitted and legal land uses. The approximate 40 acres represent a portion of the Midtown area envisioned for service oriented and industrial operations, providing the property owner flexibility to pursue new uses compatible with the SC designation. See attached Errata Sheet that reflects this General Plan Map change.

Midtown Policy Language. It has long been the intent that under the Midtown Designation the current zoning would remain in effect until such time the City adopted a new Specific Plan for the area. Confusion remains among property owners and members of the real estate brokerage community regarding permitted land uses. Therefore, staff recommend adding the following policy to the General Plan Land Use Element:

- **Policy LU-15.8 Midtown Land Use Consistency** To provide clarity, ensure a smooth transition, and avoid ambiguity, the zoning districts in effect at the time of adoption shall remain in place until a Midtown Specific Plan is adopted.

Development Agreement (DA). Additional terms and conditions are expressed in an Amendment to the existing DA with McGrath Rent Corps that allow for continued ongoing operations in addition to property owner support for future residential land use changes. Staff will present the Draft Amendment to the Development Agreement to Planning Commission as a separate item for consideration.

Los Colinas/Adventus Land Use Designation

On February 24, 2025, the City Council authorized staff to negotiate terms for a Development Agreement (DA 24-004) with Adventus Corporation to secure community benefits associated with requested land use designation changes to be considered as part of the General Plan Update. The subject 122-acre property is vacant and located at 3658 Las Colinas Road between I-580 and Springtown south of the Redwood Road terminus.

Through a year-long negotiation, staff recommends revising the General Plan Land Use Map by adjusting the floating Medium Density Residential (MDR) 3 designation to a dual MDR 2/MDR 3 floating designation and adding the High Density Residential (HDR) 1 designation on the southern portion of the site. This adjustment provides greater flexibility and range of housing product types, improved compatibility with surrounding development, and opportunities to achieve deeper affordability levels. General Plan policies require a future Neighborhood Plan to define site layout, building form, design, and circulation, which is anticipated to be part of a larger entitlement package. Staff will present a Draft Development Agreement under a separate item for Planning Commission's consideration. See attached Errata Sheet that reflects this General Plan Map change.

305 South Vasco Road and 5958 Brisa Street Land Use Designations

Staff recommends updating the General Plan land use designation from Neighborhood Commercial to General Industrial for a 3.6 acre vacant site located at the northwest corner of Brisa Street and South Vasco Road (it is comprised of two parcels that are addressed 305 South Vasco Road and 5958 Brisa Street). Due to the site's size and location within an established industrial area, neighborhood-serving retail and commercial uses are unlikely to be viable at this location. The site is better suited for industrial and employment-generating uses that complement the surrounding development pattern. See attached

Errata Sheet that reflects this General Plan Map change.

In addition, residential uses are prohibited on this site through existing agreements among property owners within the industrial park, further limiting opportunities for mixed-use development. Redesignation to General Industrial would support the City's economic development objectives, reinforce the integrity of the industrial employment area, improve compatibility with surrounding uses, and facilitate coordinated use and development of adjacent industrial properties.

Camden Commons/Cole Commons Designation

Staff observed a mapping error and recommends correcting the land use designation of an existing townhome development located at the intersection of Camden Commons and Cole Commons, in Springtown, from Neighborhood Mixed-Use High Density (NMH) to Medium Density Residential 3 (MDR3) to reflect the existing residential use. The existing NMH designation does not reflect site conditions and resulted from a mapping error associated with the site's previous dual designation of Neighborhood Commercial (NC) and Urban High Density Residential (UH3). The attached errata sheet reflects this General Plan map change.

CONFORMING AMENDMENTS TO LIVERMORE ZONING MAP

Staff recommends conforming amendments to the Zoning Map to maintain consistency between the City's Zoning Map and the General Plan upon its adoption, as required by State law.

The proposed amendments are based on the Draft General Plan Land Use Map authorized by the City Council in February 2025, which included updated land use categories, property owner requests, and staff-recommended adjustments to better align land use designations with existing uses. In addition, the proposed Zoning Map amendments incorporate the land use map refinements described above and identified in the Errata Sheet (e.g. Midtown, Las Colinas, and 305 Vasco Road). Attachments 10 and 11 illustrate the current and proposed Zoning Maps, respectively, and Attachment 12 identifies the areas where zoning alignments are proposed.

Further, Staff anticipate presenting subsequent Livermore Development Code conforming amendments to Planning Commission and City Council for review and consideration following the adoption phase of the General Plan Update process. Future amendments to the Livermore Development Code include updates to purpose statements, clarification of permitted uses, and adjustment to nonresidential development standards in conventional Zoning Districts in alignment with new General Plan policy.

SCENIC RESOURCES IMPLEMENTATION

General Plan 2045 includes policies that support the protection of scenic resources while balancing community and economic development objectives. During the General Plan update process, the Planning Commission recommended, and the City Council directed, that the General Plan retain high-level policy statements and that implementing regulations be removed from the General Plan and incorporated into the appropriate planning documents such as the Livermore Development Code. The Scenic Resources Policies and Actions identify future amendments to the Development Code to establish scenic overlay districts and implementing regulations. Until such time as a Scenic Corridor Overlay or other implementing regulations are adopted, staff recommend maintaining the existing Scenic Corridor Policies as a separate document (Attachment 14).

FINAL ENVIRONMENTAL IMPACT REPORT

As required by the California Environmental Quality Act (CEQA), staff have prepared a Final Environmental Impact Report (Final EIR) (Attachment 3) for General Plan 2045, in response to public and agency comments received on the Draft EIR.

On March 3, 2026, the City issued a Notice of Availability and circulated the Draft EIR for public review and comment. The Draft EIR was distributed to local, regional, and State agencies, as well as interested parties, published in a newspaper of general circulation, and made available for review on the General Plan 2045 website at www.ImagineLivermore2045.org. On March 17, 2026, the Planning Commission held a public hearing to receive comments on the Draft EIR. Written comments were accepted throughout the 53-day public review period, which concluded on April 24, 2026.

In addition to oral comments received at the public hearing, the City received 13 comment letters during the public review period, including four from government agencies and nine from members of the public. The Final EIR includes revisions to the Draft EIR and responses to all comments received. To address recurring issues, the Final EIR includes master responses on (1) Standards for Responses and Focus of Review and (2) Population Growth. The Standards for Responses and Focus of Review master response explains that CEQA requires responses to comments on environmental issues, but does not require responses to comments on the merits of the project. The Population Growth master response clarifies that the population assumptions used in the Draft EIR are not growth targets or forecasts, but rather a conservative buildout scenario based on the amount of growth the City must plan for under State law and regional planning requirements.

Chapter 3 of the Final EIR includes revisions to the Draft EIR that consist primarily of clarifications, corrections, and updated information, including:

- Revisions to tribal cultural resources mitigation measures
- Clarifications to proposed General Plan policies and Land Use Map
- Updated references for regional planning documents
- Updated school enrollment and capacity information from the Livermore Valley Joint Unified School District
- Addition of transportation regulations
- Correction of a typographical error in the projected water demand table
- Clarification of projected buildout under the proposed project and Alternative A

Under CEQA Guidelines Section 15088.5, recirculation is required only when a Draft EIR contains “significant new information,” such as a new significant impact, a substantial increase in the severity of an impact, a feasible but unadopted alternative or mitigation measure that would clearly reduce impacts, or when the Draft EIR is so inadequate that meaningful public review is precluded. The revisions included in the Final EIR do not meet these thresholds, and recirculation is not required.

The EIR identifies significant and unavoidable impacts related to Agricultural Resources, Air Quality, Greenhouse Gas Emissions, Mineral Resources, and Noise that cannot be mitigated to a less-than-significant level. Accordingly, certification of the EIR includes adoption of a Statement of Overriding Considerations (Attachment 4). The Statement of Overriding Considerations concludes that the benefits

of General Plan 2045 outweigh these unavoidable environmental impacts. Key benefits include extending the City's planning horizon and updating policies to meet State requirements; supporting infill development to accommodate future housing needs and economic growth; protecting resources while providing adequate infrastructure and public services; promoting long-term fiscal sustainability through efficient development patterns; and fostering a diverse and resilient local economy.

Finally, the Final EIR includes a Mitigation Monitoring and Reporting Program to identify the timing and responsible party for each mitigation measure in the EIR.

IMPLEMENTATION AND FUTURE WORK PROGRAMS

Following the adoption of the General Plan 2045 Update, staff anticipate bringing forward the following implementation work programs for Planning Commission and City Council review and consideration:

- Scenic Resources Overlay District: create associated development standards to protect scenic resources in balance with other city objectives and new General Plan policies.
- Business Ready Initiative: support business attraction, retention, and growth through improved permitting and fee processes and strategic partnerships.
- Vasco Row District Plan and Downtown and South Livermore Valley Specific Plan updates: expand economic development opportunities, support local businesses, increase visitation, and encourage investment.
- Missing Middle Housing standards and incentives: broaden housing options while maintaining neighborhood compatibility.
- Active Transportation Plan and Standard Details updates: codify bicycle and pedestrian facility design standards among other ATP updates.
- Noise Ordinance: revisions to improve clarity and implementation.
- Development Impact Fees update: respond to infrastructure needs identified in General Plan 2045.

Staff anticipate commencing these implementation initiatives in late 2026 and early 2027, pending City Council direction.

ATTACHMENTS

1. CC May 11 GPU Staff Report
2. Resolution CEQA
3. Exhibit A - Link to General Plan 2045 Final EIR
4. Exhibit B - Findings of Fact and Statement of Overriding Considerations
5. Exhibit C - Mitigation Monitoring and Reporting Program
6. Resolution recommending General Plan adoption
7. Exhibit A - Link to Livermore Draft General Plan 2045
8. Exhibit B Errata Sheet
9. Resolution Zoning Map Amendment
10. Exhibit A - Existing Zoning Map
11. Exhibit B - Proposed Zoning Map

- 12. Exhibit C - Proposed Change Areas
- 13. Resolution - Scenic Resources Policy
- 14. Exhibit A - Scenic Resources Policy

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