



**CITY COUNCIL STAFF REPORT**

**ITEM NO. 8.1**

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**DATE:** May 11, 2026  
**TO:** Honorable Mayor and City Council  
**FROM:** Brent Smith, Community Development Director  
**SUBJECT:** Comprehensive General Plan Update – Draft General Plan 2045

**RECOMMENDED ACTION**

Staff recommends the City Council:

- Receive a presentation on the Draft General Plan 2045;
- Consider community, General Plan Advisory Committee (GPAC), and Planning Commission feedback on the Draft General Plan 2045; and
- Provide direction on any changes or revisions that should be incorporated into the Draft General Plan 2045.

**DECISION TYPE**

Not Applicable

**SUMMARY**

The Draft Livermore General Plan 2045 (Draft General Plan) updates the City’s existing 2003 General Plan to reflect current community priorities, address key challenges, and guide decision-making over the next 20 years. Shaped by extensive public engagement from 2021 to 2026, the Draft General Plan establishes a comprehensive framework of goals, policies, and implementation actions across State-required and locally significant topics such as land use, housing, mobility, infrastructure, and economic development.

The Draft General Plan builds on long-standing priorities like preserving open space, supporting downtown and South Livermore vitality, and promoting multimodal transportation, while introducing new emphasis on climate resilience, environmental justice, and healthy communities. Supported by an Environmental Impact Report and ongoing public input, the Draft General Plan is intended to ensure consistent and balanced decision-making in alignment with Livermore’s long-term vision, while addressing state-mandated requirements, such as planning for future housing growth.

The Draft General Plan is available at [www.ImagineLivermore2045.org](http://www.ImagineLivermore2045.org).

Staff recommends the City Council review the Draft General Plan and provide direction on revisions that should be incorporated into the Draft General Plan.

## **DISCUSSION**

### **DRAFT GENERAL PLAN 2045 PROCESS**

The Draft General Plan updates the 2003 General Plan to reflect community priorities, address key issues facing the City, support future decision-making, and improve overall organization and clarity. The Draft General Plan is shaped by input received through more than 50 community events (a combination of workshops, staff presentations, property owner meetings, pop-up events, and a communitywide survey), 36 General Plan Advisory Committee (GPAC) meetings, seven Planning Commission meetings, and eight City Council meetings from 2021 through 2026. The Draft General Plan is a culmination of community, GPAC, and Planning Commission feedback and, ultimately, City Council direction.

### **DRAFT GENERAL PLAN 2045 OVERVIEW**

The Draft General Plan includes a Vision, description of key community issues, goals and policies that guide how the City will address those issues, and it is supported by maps and diagrams. The Draft 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 Draft General Plan's goals, policies, and actions provide guidance to the City on how to direct change and manage resources over the next 20 years.

The Draft General Plan is made up of the following elements (an asterisk "\*" indicates the element is State required):

- **Land Use\***: Determines the types and locations of future uses and development of land in Livermore and establishes policy guidance more broadly for land uses within the Sphere of Influence (SOI) and Planning Area.
- **Community Identity**: Provides information about the unique qualities of Livermore, including civic life and governance, social interactions, arts and culture, the natural setting, urban design, scenic resources and gateways, lighting and glare, cultural and historic resources, and establishes policy guidance to identify, protect, and enhance these systems and features.
- **Mobility (Circulation)\***: Establishes policy guidance for transportation systems and the movement of people and goods within the community, including roadway safety, public transit systems, bicycle and pedestrian facilities, parking facilities, air transportation, goods movement, emerging transportation technology, and identifies system improvements necessary to meet existing and projected needs.
- **Housing\***: Identifies housing needs for residents of all income levels and establishes an action program to meet those needs, including planning for and requiring new affordable housing, preserving existing affordable housing, ensuring equal opportunity to access housing, collaborating regionally to address housing needs, and supporting energy efficiency in existing and new homes. The Housing Element is updated on a separate schedule from the rest of the General Plan to meet the requirements of State housing laws. The current 2023-2031 Housing Element is available under separate cover on the City of Livermore's website and will not be modified as part

of the General Plan 2045.

- **Infrastructure:** Establishes policy guidance to maintain adequate infrastructure service levels, including water facilities and delivery, wastewater collection and treatment, and stormwater capture and management.
- **Community Services:** Establishes policy guidance to support adequate access to services such as schools, childcare, solid waste disposal, healthcare and healthy food, libraries, and programs intended to support aging adults.
- **Open Space and Conservation\*:** Establishes policy guidance to conserve and protect open space and natural and agricultural resources, including park and recreation facilities in Livermore.
- **Noise\*:** Quantifies current and projected noise levels from a variety of sources, explains impacts associated with noise, and establishes policies to inform land use decision-making to address current and foreseeable noise impacts.
- **Safety\*:** Establishes law enforcement, emergency preparedness, and emergency response policies to ensure a safe community and protection from risks associated with the effects of seismic hazards, other geologic hazards, flooding, and wildland and urban fires.
- **Economic Development:** Establishes policy guidance to facilitate and maintain a balanced mix of economic activity and a variety of economic sectors throughout the community to support the fiscal vitality of Livermore.

The Draft General Plan carries forward important ideas and concepts in Livermore's current General Plan and other long-standing planning efforts:

- Maintaining and strengthening Downtown as the heart of the community
- Facilitating Infill Development consistent with the Urban Growth Boundary
- Protecting the natural environment and preservation of open space
- Promoting agricultural conservation and economic vitality of South Livermore
- Supporting bicycling, walking, and public transit as modes of travel

The Draft General Plan 2045 also introduces new approaches and areas of emphasis to General Plan topics and opportunities:

- *Climate Resilience and Sustainability* addresses climate change adaptation, greenhouse gas reduction, water conservation, and sustainable development through policies integrated throughout the Draft General Plan and denoted with an icon.
- *Environmental Justice* ensures all residents have access to services and safe and healthy places to live and play. Policies are woven into all elements of the Draft General Plan and denoted with an icon.
- *Economic Development* emphasizes Livermore's diverse economy by strengthening existing businesses and facilitating the growth of an innovation, visitation, and craft economy.
- *Community Identity* celebrates Livermore's unique qualities shaped by science, agriculture, and arts.
- *Healthy Communities* addresses access to healthcare, healthy food, childcare, and services for aging adults.

## COUNCIL POLICY DIRECTION

On April 28, 2025, the City Council directed that General Plan policy language should remain at a higher level of abstraction, and detailed strategies should be incorporated into the appropriate implementation

documents (such as the Development Code). Following Council direction, staff prepared the complete set of draft goals and policies, which are published as part of the Draft General Plan 2045.

COMMUNITY FEEDBACK ON THE DRAFT GENERAL PLAN 2045

Following publication of the Draft General Plan on February 20, 2026, City staff have undertaken outreach efforts to inform the community and gather feedback, as summarized in Table 1. As of April 30, 2026, approximately 181 people have provided feedback on the Draft General Plan 2045. (Some have provided comments more than once). Attachment 1 provides a summary of community input received to date. Based on the open house, online tool, and written comments, some of the emerging themes from the community feedback on the Draft General Plan include:

- Maintain and protect retail and industrial uses.
- Protect open space and agricultural resources.
- Provide a variety of housing types affordable to different incomes.
- Plan for a multimodal transportation system.
- Projected population growth appears higher than expected.

Table 1: Draft General Plan 2045 Outreach Activities and Comments

<b>Outreach Activity</b>	<b>Date</b>	<b>Number of Participants</b>
Draft General Plan 2045 Online Commenting Tool at <a href="http://www.ImagineLivermore2045.org">www.ImagineLivermore2045.org</a>	Published February 20, 2026	4
Public Hearing on the General Plan 2045 Environmental Impact Report	March 17, 2026	3
Open House at Robert Livermore Community Center	March 18, 2026	30
Draft General Plan 2045 Informational Video	Published March 18, 2026	n/a
Draft General Plan 2045 Executive Summary	Published March 19, 2026	4
GPAC Meeting on Draft General Plan 2045	April 1, 2026	4
Pop-up Events at Farmers' Market	April 9, 2026	15
Bilingual Intercept Outreach by La Familia (local Community Based Organization)	March and April 2026	100
Planning Commission Meeting on Draft General Plan 2045	April 21, 2026	7
Emails	February through April 2026	14

GPAC FEEDBACK ON THE DRAFT GENERAL PLAN 2045

On April 1, 2026, the GPAC provided a range of comments and recommended adoption of the General Plan 2045. A summary of the GPAC meeting and feedback is included as Attachment 2. Some of the overarching themes that emerged from the GPAC’s discussion included:

- Clarification that no new land uses are proposed for the east of Greenville future study area.
- Emphasized planning a future Midtown Specific Plan area that would not be dependent upon

future Valley Link service.

- Expressed the importance of keeping the General Plan at a high level to maintain flexibility in responding to evolving needs and technologies.
- The General Plan highlights the importance of South Livermore and identifies policy direction and actions to implement the continued vitality of the visitor serving region.

#### PLANNING COMMISSION FEEDBACK ON THE DRAFT GENERAL PLAN 2045

On April 21, the Planning Commission reviewed the Draft General Plan and received a presentation from staff. The Commission received public comments related to population growth and preservation of the Urban Growth Boundary. The Commission did not see the need for major revisions to the documents and accepted staff's minor modifications:

- Add new statement to clarify that the Floor Area Ratios (FARs) in the Land Use Element represent maximum allowable intensities. (Planning Commission did not recommend adjusting the the FAR identified in the Draft General Plan).
- Add a new policy establishing an open space separation in the Doolan Canyon area, similar to existing policies for South Livermore Valley.
- Make minor land use map adjustments to reflect current conditions and support existing businesses, including maintaining a dual designation in the First Street Transition Area and restoring a General Industrial designation for the Las Positas/Contractor's Place area.

Further, the Commission recommended minor adjustments to mobility policies and suggested clarifying that any study of the East of Greenville area would not be required under any circumstance, that the City retains full discretion, and that neither the policies nor a future study would alter the Urban Growth Boundary (Attachment 3). Similarly, Attachment 3 also includes additional administrative edits staff recommends making to the Draft General Plan.

#### THE DRAFT GENERAL PLAN 2045 ENVIRONMENTAL IMPACT REPORT

As required by the California Environmental Quality Act (CEQA), the City has prepared a Draft Environmental Impact Report (EIR) to address the environmental effects associated with adoption and implementation of the Draft General Plan 2045. The public review period for the Draft EIR began on March 7, 2023, and will end at 5:00 pm on April 24, 2026. (The Draft EIR can be found at the Imagine Livermore 2045 project website). The Draft EIR discloses the environmental impacts expected to result from implementation of the General Plan 2045 including the effects of potential future maximum buildout.

On March 17, 2026, the Planning Commission held a public hearing on the Draft EIR to receive public comments. Public comments received pertained to population assumptions included in the Draft EIR, remarking that the projections anticipate more population growth than will actually occur. The population assumptions included in the Draft EIR are not a projection or a forecast. The General Plan identifies a density range for each developable residential parcel. Whether to build new housing and at what density to build within the permitted range is at the discretion of the property owner. The Draft EIR is required to evaluate maximum potential impacts. The population numbers identified reflect the population growth that could occur with the maximum possible development capacity, as identified in the General Plan to accommodate future state housing requirements. The Draft EIR plans for a maximum of 16,610 net new

housing units by the horizon year 2045 which would house approximately 43,820 net new people based on Livermore's current average household size.

Livermore's state housing requirement (the Regional Housing Needs Assessment, or RHNA) for 2023-2031 is 4,570 housing units, distributed among four income categories that range from Very Low Income to Above Moderate Income. However, the Draft General Plan extends beyond the end of the 6th Housing Element cycle (2023-2031). Assuming continued 8-year housing allocation cycles, and that the General Plan's expected horizon year is 2045, the updated General Plan designates sufficient residential land to accommodate the future 7th cycle (January 2031 to January 2039) and possibly the 8th cycle (January 2039 to January 2047), depending on the RHNA housing allocation numbers required.

The scale of future RHNA housing allocations is unknown and difficult to predict. Housing requirement numbers are ultimately determined by the State and Association of Bay Area Governments (ABAG) based on statewide demographics. Hypothetically, if the 7th cycle of state Housing requirements is in the same proportion to the existing number of homes as the 6th cycle, it would call for approximately 5,100 new units. Similarly, if the 8th cycle continues that trend, it could be expected to call for an additional 5,900 new units. The combined total would be approximately 11,000 new units over the 7th and 8th cycles (2031 to 2047). This does not include any additional "buffer" for the two future housing requirement cycles. A buffer is necessary to ensure that if the sites listed in the housing opportunity sites inventory are developed without housing or are developed with less than the full amount of housing claimed in the inventory, there is remaining capacity to ensure an ongoing supply of sites for the full allocation during the eight years of the Housing Element cycle. The State recommends a buffer of least 15% to 30%.

If the City does not designate adequate residential sites to meet the future requirements as part of this Draft General Plan 2045, the next Housing Element, which must be adopted in January 2031, and could begin preparation in 2028 or 2029, the City may need to revisit the General Plan land use map and include a process to identify and change the designations on additional sites to accommodate more future housing.

The Draft EIR provides an analysis of future housing and population growth that aligns with future state housing requirements and reflects the residential capacity that would be available from the land use designations on the Draft General Plan land use map. The City of Livermore is obligated to plan for sufficient housing sites and have policies in place to support housing production, but ultimately market conditions and the decisions of private landowners and project applicants will determine the amount of housing that is built over the next 20 years. The population assumptions used for the Draft EIR are not a target or a forecast and do not commit the City to approving or constructing any specific project.

### FISCAL IMPACT ANALYSIS

Assuming that actual population growth would likely be lower than the maximum zoning capacity and determined by market conditions and developer/property owner decisions, staff prepared the Fiscal Impact Analysis based on a feasible development scenario. The purpose of the Fiscal Analysis is to confirm that future growth will be fiscally sustainable, public services can be maintained, and to evaluate the fiscal health of the City through the horizon year 2045. (Attachment 4).

The fiscal analysis uses the City's budget documents and forecasting methods to assess how the General Plan 2045 may affect General Fund revenues and expenditures. It is based on a realistic

development scenario informed by past growth trends, assuming less residential and non-residential development than the full theoretical buildout considered in the Draft EIR. The analysis estimates 7,500 net new housing units by 2045, consistent with trends under the current General Plan. During the 2003 General Plan cycle, the City planned for about 11,800 housing units but developed approximately 5,400, an overall buildout rate of about 46%. Rather than projecting actual revenues, the analysis evaluates the relative fiscal value of different land use types.

The fiscal analysis evaluates the value associated with different land use types; it does not forecast expected City revenues. Existing deficiencies in City services, depreciation of public facilities, and new infrastructure that may be required by new development are outside of the scope of the fiscal analysis. Overall, the fiscal analysis found that the assumed buildout of the General Plan 2045 is projected to generate annual General Fund revenues that exceed the costs of providing public services under existing service standards.

### **NEXT STEPS**

Following this Council meeting, staff will revise the Draft General Plan 2045 based on Council direction and prepare the following steps to finalize the Draft General Plan 2045:

- July 2026: Planning Commission and City Council will hold public hearings to provide recommendations and consider adoption of the General Plan 2045 and conforming Livermore Development Code amendments and certification of the EIR.
- August 2026: Finalize and publish the adopted General Plan 2045 per Council direction.

### **FISCAL AND ADMINISTRATIVE IMPACTS**

The Draft General Plan envisions a 20-year buildout to the horizon year 2045. Based on the feasible development scenario analyzed, the General Plan 2045 is anticipated to provide sufficient resources to cover the cost of public services under existing service standards. A detailed Fiscal Impact Analysis is provided in Attachment 4.

### **COMMUNITY PILLAR:**

4. Inclusive and Inviting Spaces and Places

### **GOAL:**

4. Continue to complete the General Plan Update

### **ATTACHMENTS**

1. [Community Feedback on Draft General Plan 2045](#)
2. [Summary of GPAC Feedback on Draft General Plan](#)
3. [Recommended Revisions to Draft General Plan 2045](#)
4. [Livermore GPU 2045 Fiscal Impact Analysis](#)

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