

# CONCORD 2030 GENERAL PLAN

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Volume I: Plan Policies

# CONCORD 2030 GENERAL PLAN





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# 1

## INTRODUCTION

Following Concord's Centennial celebrated in 2005, it is a most appropriate time for the City to take stock of its rich history and look to possibilities held by the future. The Concord 2030 General Plan articulates a vision for the City, one that draws its ideas from the many citizens, business owners, elected officials, and City staff who participated in the decision-making during the update process. The Plan envisions Concord as a modern and vibrant urban place, infused with a sense of its heritage, a vision that preserves the desirable qualities of the City that make it an ideal place to live, work, and play.

The maps and policies presented in this Plan are based on the need to accommodate a future population and employment base combined with a real vision for the future. The Plan is comprehensive and long-range in scope. It will be used on an on-going basis, as many City regulations, requirements, and actions are required by State law to be consistent with the General Plan.

### 1.1 PURPOSE OF THE GENERAL PLAN

The vision described in the Concord 2030 General Plan is not merely a compendium of ideas and wish lists. Plan policies focus on what is concrete and achievable out to the year 2030 and set forth actions to be undertaken by the City. Broad objectives such as "promoting economic development", "maintaining quality of life", and "conserving neighborhood character" are meaningful only if translated into actions that are tangible and can be implemented. As State law requires that a variety of City actions be consistent with the general plan, regular ongoing use of the Plan will be essential. The Plan is both general and long-range. There will be circumstances and instances when detailed studies are necessary before Plan policies can be implemented.

More specifically, the Concord 2030 General Plan:

- Establishes a long-range vision that reflects the aspirations of the community, and outlines steps to achieve this vision;



- Establishes long-range development policies that will guide the Planning & Economic Development Department, Building, Engineering, & Neighborhood Services Department, Community & Recreation Services Department, Public Works Department, Planning Commission, Design Review Board, and City Council decision-making;
- Provides a basis for judging whether specific development proposals and public projects are in harmony with plan policies;
- Allows City departments, other public agencies, and private developers to design projects that will enhance the character of the community, preserve environmental resources, and minimize hazards; and
- Provides the basis for establishing and setting priorities for detailed plans and implementing programs, such as the Zoning Ordinance, subdivision regulations, specific and area plans, and the Capital Improvement Program.



### Why the Plan is Being Updated



The General Plan update was initiated to take a comprehensive look at where the City is, where it would like to be in the future and to create a vision of what Concord should be like in 2030. Some areas of the City may change very little in this timeframe, and others may change dramatically. The General Plan update focuses on current community needs and neighborhood character, economic development opportunities and challenges, how to encourage mixed use and infill development, and growth outside the current urbanized area. It also addresses environmental resource conservation. Lastly, it responds to residents' preferences about where different land uses such as housing, shopping, industry, and public facilities should be located and how City resources should be used to achieve the Plan's goals.

The General Plan integrates plans and programs adopted since 1994, when the last comprehensive update of the Concord General Plan was adopted. These include the 2003 and 2010 Housing Elements, the Concord Economic Vitality Strategy, the Concord Redevelopment Agency Strategic Plan, the Trails Master Plan, the Shaping Our Future (SOF) 2003 Vision Plan, and the Area Plan for the Concord Reuse Project (e.g., the inland portion of the former Concord Naval Weapons Station)<sup>1</sup>. The Contra Costa Transportation Authority (CCTA) also updated the Countywide

<sup>1</sup> The Area Plan for the Concord Reuse Project covers the Inland portion of the former Concord Naval Weapons Station, plus the North Concord-Martinez BART Station and the Diablo Creek Golf Course.



Transportation Plan and County voter approved Measure J in 2004, which provides \$2 billion in funding for transportation programs and modified CCTA's Growth Management Program.

Looking ahead, Concord will face several planning challenges during the life of this General Plan, including how to enhance Downtown as a vibrant center, build a diversified job base, provide sites for housing and mixed use development, create a multi-modal transportation system, manage integration of the former Naval Weapons Station into the City, have adequate parks and public facilities for future residents, and protect open space, particularly in the hills around the City.

Thus, this General Plan has been prepared to:

- Address the need for a development framework for the urban areas;
- Ensure that the General Plan reflects Concord's current planning and economic efforts, and includes goals, policies, and desires of Concord residents and businesses;
- Plan in a manner that meets future land needs based on the projected population and job growth; and
- Meet the City's jobs/housing balance objectives, the need for housing in the community, and State law requirements for Concord's allocation of regional housing needs.

### Plan Preparation Process

The General Plan update was initiated in March 2003, following initial work in 2002 on the City's multi-year Zoning Ordinance update project. In order for the General Plan to accurately address community needs and values, a comprehensive public process of obtaining the input of residents, businesses, and property owners as well as City officials was central to the update process. This involved the sharing of information and ideas between elected and appointed officials, City staff, the planning consultants, and residents. The following methods were used over the course of the General Plan update to ensure the community's full participation:

- *Community Workshops.* The first Community Visioning Workshop on Issues and Opportunities was held in April 2003; subsequent workshops on sketch plan concepts were held in April and May 2004. Small group discussions allowed for all workshop participants to be heard. Spanish translators and translation of workshop materials were made available at one of the workshops.



- *Community Outreach.* City staff provided presentations on the General Plan Update project to community service organizations including the Concord Chamber of Commerce, Rotary Clubs, and Parent Teacher Associations for five public schools in Concord.
- *Planning Commission Tour and Workshops.* The Planning Commission conducted a tour of the opportunity areas and held a workshop in September 2003 to provide direction on key policy issues. The tour and workshops were open to the public. Subsequent Planning Commission Study Sessions on Plan policies were held in April-June, 2005.
- *Joint City Council/Planning Commission Study Sessions.* The City Council and Planning Commission met to hear community comments, discuss issues and opportunities, sketch plan alternatives, and a preferred land use concept and provide direction on the General Plan update. These Study Sessions were open to the public as well.
- *Newsletter updates and mailings.* The City published newsletters to provide updates on the planning process and mailed meeting and workshop notices to over 2,400 organizations and individuals, including City residents and property owners, business owners, developers, service organizations, and other interested agencies.
- *City website.* Many of the documents and maps created during the update process as well as meeting agendas and staff reports were posted on the City's website: [www.cityofconcord.org](http://www.cityofconcord.org).
- *Public Service Announcements.* The City provided Public Service Announcements regarding the Community Workshops, Planning Commission, and City Council Study Sessions on the City's cable station.
- *General Plan update mailing list.* Those interested in receiving information and notices were placed on the General Plan update mailing list.
- *Availability of all documents and results.* The results of all City Council and Planning Commission meetings, workshops, and presentations were summarized and made available to the public; hard copies of documents also were available in the Permit Center, the City Clerk's Office, and the Concord Library.



### ***The Concord Naval Weapons Station and the 2030 General Plan***

The 2005 decision to close the Concord Naval Weapons Station (CNWS) created an unprecedented opportunity for the City of Concord. More than 5,000 acres of the CNWS (commonly referred to as the “Inland Area”) became available for reuse, providing space for new parks, neighborhoods, businesses, and public facilities. The proximity of this area to the North Concord - Martinez BART Station is an added benefit. Much of the new development on the site will rely on BART and other forms of public transportation, placing less strain on local and regional roads and reducing the air quality and greenhouse gas impacts of new growth.

Reuse planning began in 2006, following 65 years of military use on the site. A 21-member Citizens Advisory Committee was appointed to guide the planning process and several large workshops were held to solicit public input. Seven alternative concept plans, each with a different mix and arrangement of uses, were ultimately developed and evaluated. In 2009, the “Clustered Villages” alternative was selected and further studied through an Environmental Impact Report (EIR).<sup>1</sup> It was incorporated into a Reuse Plan adopted in early 2010 by the Concord City Council sitting as the Local Reuse Authority. This alternative became the basis for the follow-up planning process that culminated in the three-volume Area Plan and associated General Plan Amendment.

Plans for the former CNWS call for up to 12,272 homes and 26,500 jobs, along with a 2,500-acre regional park and an extensive network of smaller parks and trails. The site greatly increases Concord’s development capacity and has the potential to change Concord’s role in the region during the next 20 years. Careful planning will be required to ensure that the new development area is seamlessly integrated with the rest of the City, and complements plans for other parts of Concord.

The 2030 General Plan has been updated to reflect the city’s expanded growth potential. The update included changes to the Land Use Map within the Reuse Project area, edits to General Plan policies and implementation measures, and editing of the General Plan narrative, tables, and graphics. These changes ensure that reuse of the site can be accomplished while still achieving the vision for Concord initially established by the General Plan. The Concord Reuse Project Area Plan provides further guidance on the use of the site, including specific policies and standards for its development and conservation.

In 2011, the City of Concord updated the 2030 General Plan to reflect plans for the former Concord Naval Weapons Station (CNWS). When the General Plan was initially adopted in 2007, the City was in the process of preparing a Community Reuse Plan for the CNWS. The General Plan did not address potential redevelopment of the CNWS at that time, but it did acknowledge the need for a future General Plan Amendment once reuse planning was complete. The reuse planning process took several years and involved extensive public outreach (see text box above). A Concord Reuse Project (CRP) Area Plan for the roughly 5,000 acre inland portion of the CNWS was adopted concurrently with a General Plan Amendment in January 2012. A subsequent amendment was adopted in July 2012 to reflect changes made as part of the Development Code Update.

## **1.2 REGIONAL LOCATION AND PLANNING BOUNDARIES**

### **Regional Location**

The City of Concord is situated 29 miles east of San Francisco in the north-central region of Contra Costa County. Natural features frame the fertile valley in which the City is located—the Suisun Bay stretches to the north, rolling hillsides hem in the City to the east and south, and Walnut Creek abuts the southwestern City limits. Neighboring cities include Clayton, Martinez, Pittsburg, Pleasant Hill, and Walnut Creek. Across the bay to the north lies Solano County, accessible from Concord by Interstate 680, a major transportation arterial that borders the western edge of the City. Major transportation arterials that transect Concord are Highway 4, Highway 242, and Interstate 680. Highway 4 leads west to and intersects with Interstate 80 near Hercules in the East Bay, and due east to the cities of Antioch and Stockton. Highway 242 runs south, and serves primarily as a connector between Highway 4 and Interstate 680. Interstate 680 is a major regional artery that connects Concord to Solano County to the north and cities such as Dublin and San Jose to the south.




### **Planning Boundaries**

The City of Concord encompasses approximately 19,840 acres, or 31 square miles of land area. The City limits extend to Mallard Reservoir in the north and beyond Ygnacio Valley Road in the south. Interstate 680 and the City of Walnut Creek bound the City to the west, and the eastern boundary is defined by the extent of the former CNWS. The City limit is depicted along with other relevant planning boundaries in Figure 1-1.

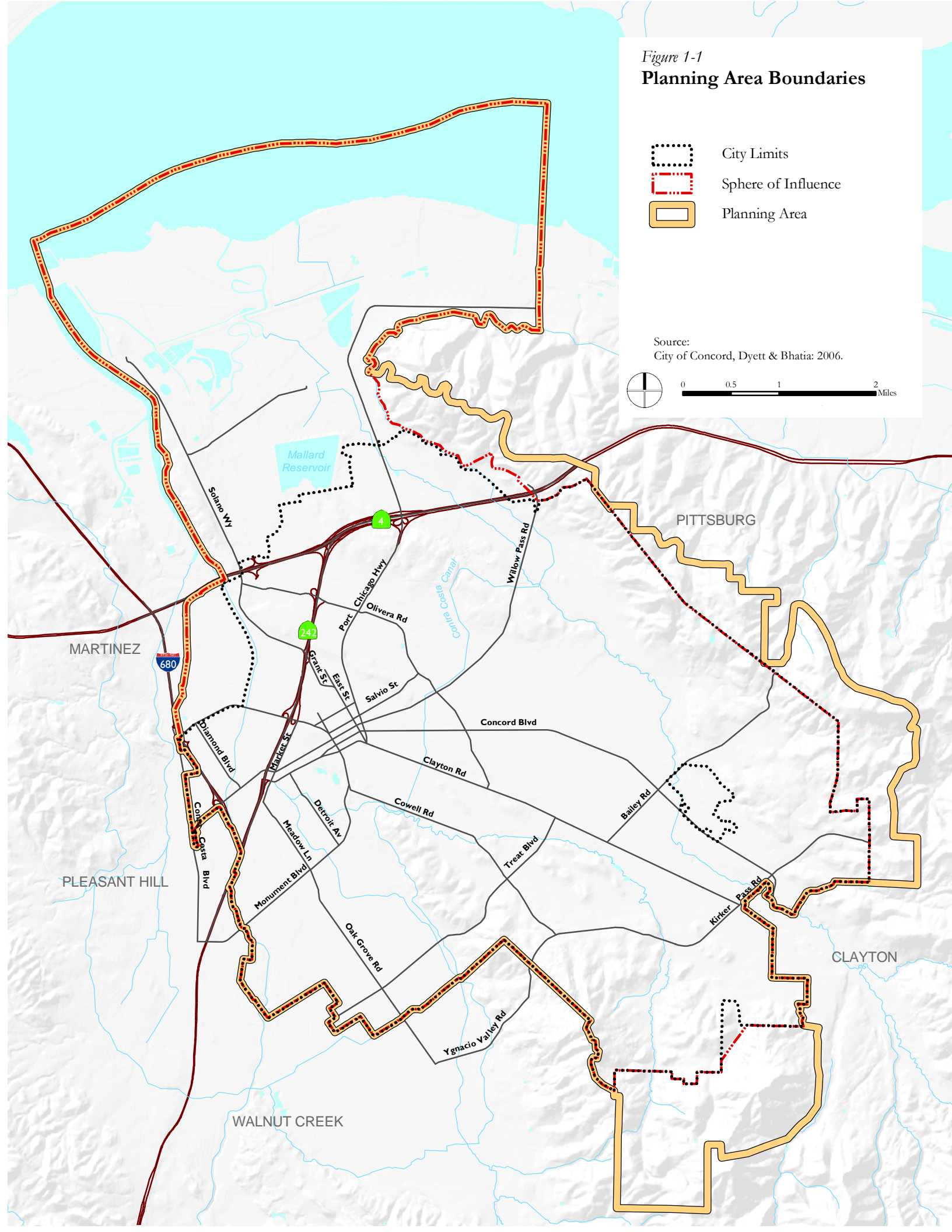
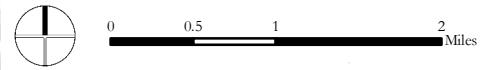
The City Sphere of Influence (SOI) represents the total area for which the City will provide urban services. The SOI measures approximately 29,540



Figure 1-1  
**Planning Area Boundaries**

-  City Limits
-  Sphere of Influence
-  Planning Area

Source:  
 City of Concord, Dyett & Bhatia: 2006.



acres, or 46 square miles. At this time, approximately 9,600 acres lie outside the existing City limits in unincorporated Contra Costa County. The General Plan land use designations for the SOI Area have corresponding County zoning classifications that correlate with the General Plan designations. The inclusion of this area does not necessarily mean that Concord is considering annexation, but it is relevant to consider these areas when planning the future development of the City.

According to State law, the City can establish a Planning Area that consists of land within the City and, “any land outside its boundaries which, in the planning agency’s judgment, bears relation to its planning.” The City of Concord has defined its Planning Area as all lands encompassed by the SOI, and three areas outside the SOI. These areas, although not within the SOI, are included in the Planning Area because they have direct bearing on:

- Planning for the Urban Area;
- Protecting views of ridgelines and visible hillsides; and
- Coordinating planning with the Cities of Walnut Creek and Pittsburg on open space areas of mutual interest.

The City Limits, SOI, and the Planning Area for the Concord 2030 General Plan are illustrated in Figure 1-1.

### **Planning in Context: A Brief History of Concord**

The following provides a brief overview of the development of Concord. Figure 1-2 illustrates the general evolution of the City’s structure over time.

The land on which Concord is now located was originally occupied by a group of Chupcan inhabitants, members of the Miwok linguistic division of American Indians. Several archaeological sites are still present within City limits, the largest of which is a mound that provides information about these earliest residents. From the excavation of these sites, it is known that the Chupcan were present in the area as early as 200 BC and maintained relatively continuous occupation until AD 900.



The most extensive known site—located on what is now part of the former CNWS north of Willow Pass Road was abandoned completely until 1700, after which it was used again as a campsite. By the early 1800s, the numbers of Chupcan in the area were so reduced that they offered little resistance to the arriving Spanish settlers. The remaining Chupcan were ultimately assimilated into the new culture.



Figure 1-2:  
Historical Development of Concord



The modern history of Concord can be traced back to 1834, when Don Salvio Pacheco successfully petitioned for a land grant of 17,921 acres that covers much of the area of the present day City. Salvio Pacheco and his family quickly settled on the land, known as “Rancho Monte del Diablo,” and were joined by neighboring settlers in the nearby town of Pacheco. The area became prosperous, profiting initially from cattle-based products, and later from the boom of the Gold Rush in the late 1840s and 50s. Its fertile soil and proximity to navigable waterways also greatly contributed to the success of Pacheco and the Rancho Monte del Diablo.

However, a series of disastrous floods, compounded by a large earthquake in 1868, severely damaged the town of Pacheco and ruined the homes of many of its inhabitants. In response, Don Salvio Pacheco platted out 20 acres of land in the center of his Rancho (in modern Downtown) and offered the land to victims of the natural disasters in Pacheco. This generous act created the Town of Todos Santos, which would grow into the City of Concord in a few short years.



Although it is not known exactly why the name was changed from Todos Santos, within a few months of its founding the name of the town was reported in the Contra Costa Gazette as Concord. Despite protests from its founders, Concord became the accepted title of the town and the name under which it was incorporated in 1905.

The City of Concord grew steadily but modestly in the early 1900s, aided by the extension of railroads throughout Contra Costa County and the entrepreneurship of incoming residents. A devastating fire in 1917 caused severe damage to the City, but the residents were able to rebuild successfully, in large part due to the use of Port Chicago for military purposes during World War I.

The development in Concord in the decades following the first World War reflects trends observed throughout the country during that time. The 1920s brought post-war expansion and prosperity, while during the early 1930s residents struggled with the hardships of the Depression. Economic conditions nationwide began to improve mid-decade, and the opening of the San Francisco-Oakland Bay Bridge in 1936 and the Caldecott Tunnel in 1937 provided major boosts to Concord’s economy. These improvements also made Concord easily accessible to San Francisco and the East Bay, and paved the way for an explosive expansion during the following decades.

The outbreak of World War II accelerated Concord’s transition from a rural, agriculture-based economy to a modern market economy. The Naval Magazine at Port Chicago (later renamed the

Concord Naval Weapons Station) was established in 1942 to provide the Navy with a war-scale ammunition shipping point on the West Coast. The CNWS served to concentrate industries required for the war effort in the immediate area, and also took thousands of acres of farmland out of agricultural use. After the war, additional land was converted from agriculture to residential development to meet the housing needs of the astronomical influx of “baby boomers” to the City, whose population grew 408 percent between 1940 and 1950 and 419 percent between 1950 and 1960.

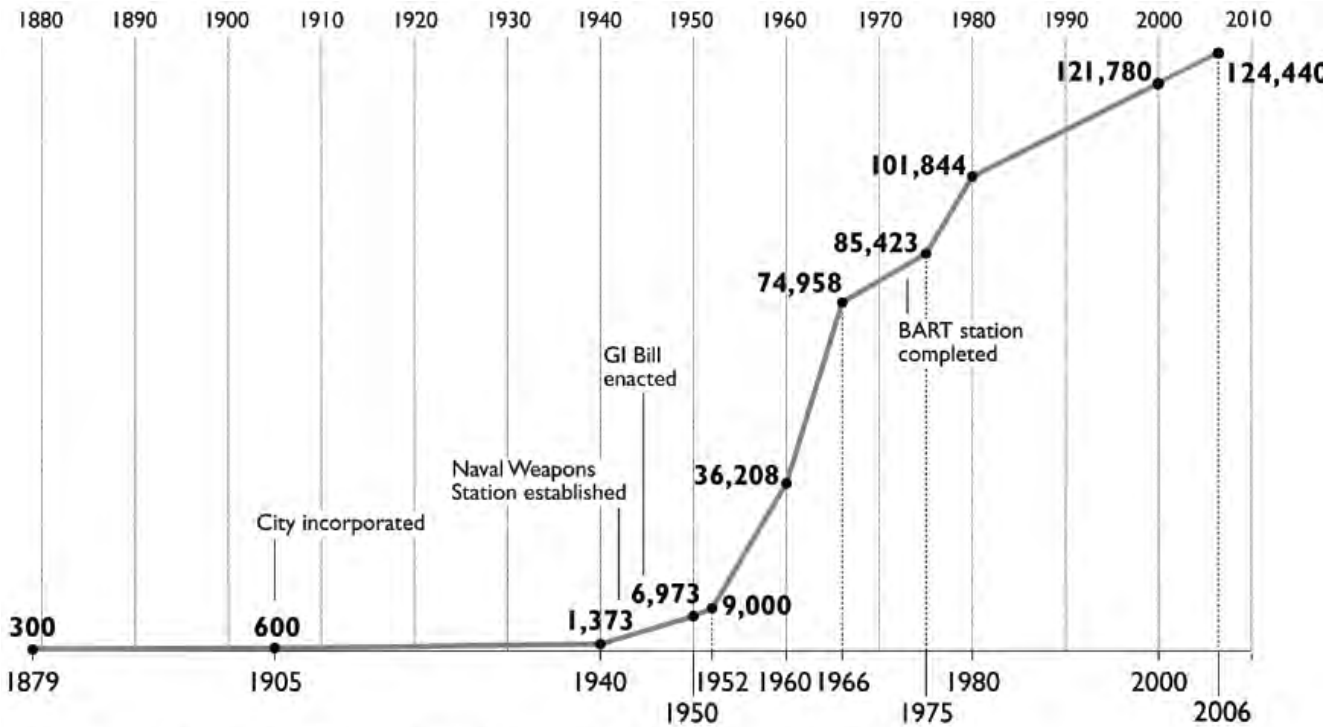
The exponential rate of population growth during this time in comparison to earlier population growth is illustrated in Figure 1-3. Retailers, industries, and business parks followed the surge of new residents. The first shopping malls in Concord were constructed in the 1950s, followed by the first major business parks in the 1960s and 1970s. By 1970, Concord was recognized as the largest city in Contra Costa County.

The completion of the Downtown BART station in 1973 provided a regional mass transit service for Concord residents, and connected them to cities in the East Bay and San Francisco. Since then, Concord’s economy has continued to thrive and grow as the City was increasingly recognized as a convenient, cosmopolitan, and affordable alternative to live and do business in the Bay Area.

The closure of the CNWS in 2005 began a new chapter in the City’s development. The site provides the opportunity for Concord to become a regional leader in sustainable, transit-oriented development. Other parts of the City are also adapting to contemporary development trends as they mature. These trends includes revitalizing Downtown Concord’s historic core, attracting new businesses to diversify Concord’s economy, providing a more varied mix of new housing choices, and attracting infill development which fills in the gaps left during the city’s earlier development. Recent trends have laid the groundwork for the City to continue to prosper during the 21<sup>st</sup> Century.



Figure 1-3: Concord Population Growth, 1879-2006



Source: *History of Concord: Its Progress and Promise*, Concord Historical Society; 1986. US Census; 2000.

### 1.3 GENERAL PLAN REQUIREMENTS

State law requires each California municipality to prepare a General Plan. A General Plan is defined as “a comprehensive, long-term general plan for the physical development of the county or city, and any land outside its boundaries which in the planning agency’s judgment bears relation to its planning.” State requirements call for general plans that “comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.”

A city’s general plan has been described as its constitution for development – the framework within which decisions on how to grow, provide public services and facilities, and protect and enhance the environment must be made. California’s tradition of allowing local authority over land use decisions means that the State’s cities have considerable flexibility in preparing their general plans.

While allowing considerable flexibility, State planning laws do establish some requirements for the issues that general plans must address. The California Government Code establishes both the content of general plans and rules for their adoption and subsequent amendment. Together, State law and judicial decisions establish three overall guidelines for general plans:

- **The General Plan Must Be Comprehensive.** This requirement has two aspects. First, the general plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and it should include other areas that the city determines are relevant to its planning. Second, the general plan must address the full range of issues that affect the city’s physical development.
- **The General Plan Must Be Internally Consistent.** This requirement means that the general plan must fully integrate its separate parts and relate them to each other without conflict. “Horizontal” consistency applies both to figures and diagrams as well as general plan text. It also applies to data and analysis as well as policies. All adopted portions of the general plan, whether required by State law or not, have equal legal weight. None may supersede another, so the general plan must resolve conflicts among the provisions of each element.
- **The General Plan Must Be Long-Range.** Because anticipated development will affect the city and the people who live or work there for years to come, State law requires every general plan to take a long-term perspective.

This General Plan includes the seven elements required by State law: Land Use, Housing, Circulation, Open Space, Conservation, Safety, and Noise. It also includes three other elements that address local concerns: Economic Vitality, Growth Management, and Public Facilities & Utilities.

The General Plan also includes the Concord Reuse Project (CRP) Area Plan, a three-volume document which applies only to the Inland Area of the former Concord Naval Weapons Station, the Diablo Creek Golf Course, and the North Concord – Martinez BART Station. Table 1-1 outlines how the required elements correspond with those comprising the Concord 2030 General Plan.

**Table 1:1: Correspondence Between Required Elements and General Plan Elements**

| Required Element | General Plan Element                               |
|------------------|--|
| Land Use         | Chapter 3: Land Use                                |
| Circulation      | Chapter 5: Transportation and Circulation          |
| Open Space       | Chapter 6: Parks, Open Space and Conservation      |
| Conservation     | Chapter 6: Parks, Open Space, and Conservation     |
| Safety           | Chapter 7: Safety and Noise (includes air quality) |
| Noise            | Chapter 7: Safety and Noise                        |
| Housing          | Contained in Volume II                             |

## 1.4 GENERAL PLAN THEMES AND KEY INITIATIVES

The Concord 2030 General Plan is intended to carry out the following themes and key initiatives:

- Integrating economic development into the General Plan. The new Economic Vitality Element brings the City’s Economic Vitality Strategy into the General Plan and underscores the City’s goals for fiscal health, a strong regional center, a vibrant Downtown, and retail strength.
- Protecting community assets. The Plan renews the City’s commitment to protect and enhance its community assets, including quiet communities with distinctive character, a strong sense of community, a diverse population, high quality building design, convenient shopping, broad choice in employment and entertainment, a family atmosphere with excellent recreational activities, and job opportunities close to where people live.
- Supporting mixed use development and transit-supportive land uses around the City’s two BART stations and in commercial corridors with bus service. The Plan promotes mixed use development around the downtown BART station and the North Concord – Martinez BART Station and on underused or abandoned retail sites along arterial streets to create more vitality in these commercial corridors. Adjacent neighborhoods will be protected through buffering standards which avoid adverse impacts.





- Protecting ridgelines, visible hillsides and significant environmental resources. With the extended planning area, Plan policies are intended to protect ridgelines, visible hillsides and other significant natural resource areas from development that would have adverse environmental or visual impacts.
- Creating a safe and efficient multi-modal transportation system. The Plan establishes a comprehensive set of principles and policies to enhance the existing system and promote a well-integrated and coordinated transit network and safe and convenient pedestrian and bicycle circulation. With the November 2004 passage of Measure J, the City has access to additional funding for transportation improvements to serve planned development. The City also will work with the Bay Conservation and Development Commission and the Metropolitan Transportation Commission to ensure continued deep-water access to the CNWS and will continue to support use of Buchanan Field Airport for regional and local aviation needs.
- Preserving and enhancing environmental resources. Plan policies call for an interconnected open space system, restoration of degraded resources, protection of creeks and wetlands, and water conservation.
- Providing effective disaster response and planning. A Local Hazard Mitigation Plan was adopted, consistent with the guidelines for the Federal Emergency Management Agency and the Disaster Act of 2000.
- Planning for environmental justice. The City will plan for the equitable distribution of community facilities and services to meet the needs of all segments of the population and provide services for special needs that increase and enhance the community's quality of life while avoiding over-concentration in any one area.
- Integrating the former Concord Naval Weapons Station into the fabric of the existing community. One of the priorities for the next 20 years is to avoid the perception of "two ConCORDs" by ensuring that the Concord Reuse Project site functions as a natural extension of the existing City.

## **1.5 DEVELOPMENT UNDER THE GENERAL PLAN**

Full development under the General Plan is referred to as “buildout.” Although the General Plan applies a two decade planning horizon, the Plan is not intended to specify or anticipate when buildout will actually occur; nor does the designation of a site for a certain use necessarily mean the site will be built/redeveloped with that use by 2030. Refer to the Land Use Element for more detailed analysis of the Concord 2030 General Plan buildout.

This General Plan is subject to an Urban Limit Line (ULL), which was established in response to Contra Costa County’s Measure J (2004) in order to promote compact development, discourage urban sprawl, and protect rural lands and open space resources. The ULL was submitted for voter approval, under the “Principles of Agreement” established in Measure J, and approved in the November 2006 general election. Refer to the Growth Management Element for more details.

### **Residential Development**

As shown in Table 1-2, approximately 43,980 households currently live in the Concord Planning Area. The General Plan is intended to accommodate an additional 5,230 households through infill development. This will bring the total number of households to 49,210.

The approval of the Reuse Plan for the former military base substantially increases buildout potential above this level. Another 12,272 housing units can be accommodated. Assuming a 5 percent vacancy rate, that would bring the General Plan buildout total to approximately 60,870 households.

### **Buildout Population**

As shown in Table 1-2, the Concord Planning Area will accommodate a population of approximately 138,560 people at buildout, excluding the former Naval Weapons Station. This is an increase of about 11 percent over the current (2006) estimated population of 124,440. Addition of the former Naval Weapons Station substantially increases the City’s buildout capacity. Approximately 28,800 persons are projected to reside on the site, bringing citywide buildout population to 167,360. This is a 34 percent increase over the Year 2006 population. Approximately two-thirds of the City’s future residential development potential is on the former Naval Weapons Station site.

### **Buildout Employment**

As shown in Table 1-2 and Table 1-3, Concord will accommodate approximately 85,380 jobs at buildout, excluding the former Naval Weapons Station. This is an increase of about 40 percent over the 2006 base of 60,890 jobs. The addition of the former military base will substantially

increase the City's employment potential. Buildout projections for the former Weapons Station indicate another 26,530 jobs on the site. This brings the citywide buildout potential to 111,910 jobs, which is almost double the number of jobs that existed in 2006. Approximately 52 percent of the City's employment growth potential is associated with the former Weapons Station site.

### Jobs/Employed Resident Balance

A city's jobs to employed residents ratio would be 1:1 if the number of jobs in the city equaled the number of employed residents. In theory, such a balance would eliminate the need for commuting. More realistically, a balance means that in-commuting and out-commuting are matched, leading to efficient use of the transportation system, particularly during peak hours. The current jobs/employed residents ratio in Concord is 0.92:1, which means that the number of jobs in the City is lower than the number of employed residents by about 8 percent. At buildout, the Concord 2030 General Plan will add more jobs than population, and the jobs/employment balance will become more favorable for local workers, because a larger number of jobs will be available in Concord.

Including the former Naval Weapons Station, the projected number of jobs at buildout is 111,910 while the number of employed residents is 91,305. The resulting ratio is 1.23:1. Achieving this ratio could potentially result in more people commuting in to Concord than out during the peak hours. By concentrating employment growth near transit stations, impacts on roads, air quality, and greenhouse gas emissions can be substantially reduced.

Table 1-3 displays existing and projected jobs per employed resident ratios.

**Table 1-2: Households, Population, and Jobs at Buildout<sup>1</sup>**

|                         | Existing<br>(2006) | Additional,<br>outside Reuse<br>Project Area | Additional, within<br>Reuse Project<br>Area | Citywide<br>Buildout |
|-------------------------|--------------------|--|---|----------------------|
| Population <sup>2</sup> | 124,440            | 14,120                                       | 28,800                                      | 167,360              |
| Households <sup>3</sup> | 43,980             | 5,230  | 11,660                                      | 60,870               |
| Housing Units           | 46,290             | 5,510  | 12,270                                      | 64,070               |
| Jobs <sup>4</sup>       | 60,890             | 24,490                                       | 26,530                                      | 111,910              |

<sup>1</sup> All numbers rounded to the nearest ten. Figures exclude unincorporated area.

<sup>2</sup> Buildout population for area outside Reuse Project Area (e.g., the former Concord Naval Weapons Station) was calculated assuming 2.7 persons per household.

<sup>3</sup> Assumes a 5% vacancy rate for new housing units

<sup>4</sup> Existing 2006 jobs were calculated using the average annual growth rate assumed by ABAG for 2005-2010. 1.13%

Source: Department of Finance: ABAG Projections, 2005; City of Concord, 2011; Concord Reuse Project Area Plan, 2011

**Table 1-3: Jobs per Employed Resident Ratios<sup>1</sup>**

|                                 | Existing (2006) | Buildout |
|---------------------------------|-----------------|----------|
| Jobs                            | 60,890          | 111,910  |
| Employed Residents <sup>2</sup> | 65,970          | 91,305   |
| Ratio                           | 0.92            | 1.23     |

<sup>1</sup> All numbers rounded to the nearest ten

<sup>2</sup>Employed residents at buildout were calculated using the ratio assumed by ABAG for Contra Costa County for 2030: 1.5 employed residents per household.

Source: ABAG Projections 2005. Dyett & Bhatia, 2006. City of Concord, 2011. Concord Reuse Project Area Plan, 2011

## 1.6 PLAN ORGANIZATION

The Concord 2030 General Plan is organized into the following chapters:

1. *Introduction.* This includes General Plan objectives and key initiatives, State requirements, and requirements for administration of the Plan.
2. *Economic Vitality.* This chapter establishes policies to promote economic expansion and job growth in the City.
3. *Land Use.* This chapter provides the physical framework for development in the City. It establishes policies related to the location and intensity of new development and citywide land use policies.
4. *Growth Management.* This chapter addresses traffic levels of service and interprets regional growth management directives at the local level. It complies with the requirements of the Measure J Growth Management Program administered by the Contra Costa Transportation Authority.
5. *Transportation and Circulation.* This chapter includes policies, programs, and standards to maintain efficient circulation. It identifies future street and bikeway improvements, and addresses alternative transportation modes and parking.
6. *Parks, Open Space and Conservation.* This chapter outlines policies and standards relating to regional and local parks and recreational facilities and preserved open space. It also addresses policies relating to habitat and biological resources, water quality, air quality, and historic and archaeological resources.

7. *Safety and Noise.* This chapter includes policies to limit the impacts of air pollution and noise sources throughout the City and addresses the risks posed by seismic and geologic hazards, flooding, as well as other topics, including solid waste management and recycling, hazardous materials, and emergency management.
8. *Public Facilities and Utilities.* This chapter outlines policies and standards relating to schools, libraries, and institutions of higher learning. The chapter also addresses local utilities, such as water and wastewater.

Volume II of the Plan includes the goals and policies of the Housing Element.

Volume III of the Plan is the Concord Reuse Project (CRP) Area Plan. As noted earlier in this chapter, the Area Plan is comprised of three documents, referred to as Book One (Vision and Standards), Book Two (Technical Chapters), and Book Three (Climate Action Plan). The CRP Area Plan is a free-standing set of documents that is fully consistent with the other volumes of the 2030 General Plan.

Volume IV of the Plan, which is not formally adopted, includes details on the manner in which the plan is to be implemented.

## Policy Structure

Each chapter of the General Plan includes brief background information to establish the context for policies in the chapter. This background material is not a comprehensive statement of existing conditions. Readers interested in a comprehensive understanding of issues related to a particular topic may refer to other documents available at City offices and online at [www.cityofconcord.org](http://www.cityofconcord.org). Within the General Plan, background information is followed by goals, principles, and policies. In some instances, commentary is also included.

Goals, principles, and policies are defined below:

- **Goals** describe a vision statement, the ultimate end-state that the City is hoping to achieve.
- **Principles** establish direction for a policy framework.
- **Policies** provide more specific direction on how to achieve goals and principles, by outlining actions, procedures, or techniques. Some policies include quantitative statements that can be implemented by City staff.
- **Commentary** presents further discussion of and potential implementation for the policy statement.

Together, the goals, principles, and policies articulate a vision for Concord that the Concord 2030 General Plan seeks to achieve. They also provide protection for the City’s resources by establishing planning requirements, programs, standards, and criteria for project review. Explanatory material or commentary accompanies some policies. Commentary provides background information or is intended to guide Plan implementation. The use of “should” or “would” indicates that a statement is advisory, not binding; details will need to be resolved in General Plan implementation. Where the same topic is addressed in more than one chapter, sections and policies are cross-referenced.

### **Policy Numbering System**

The General Plan is organized using a three-part numbering system that is intended to give each goal, principle and policy a discrete, easily referenced number. Each goal, principle and policy number is preceded by one or more letters, which refer to the plan element. For example Goal E-1 is the first goal of the Economic Vitality Element, while Goal LU-1 is the first goal of the Land Use Element. The sequence of numbering is as follows:

#### **GOAL LU-1**

##### **Principle 1.1**

##### **Policy 1.1.1**

## **1.7 ADMINISTRATION OF THE GENERAL PLAN**

The General Plan is intended to be a dynamic document. As such, it may be amended from time to time to conform to new State or federal laws, eliminate or modify obsolete policies, address new issues, or reflect changed conditions citywide or on a specific site.

### **Amendments to the General Plan**

State law limits the number of times a jurisdiction can amend its general plan to generally no more than four times in one year for a mandatory element, although each amendment may include more than one change. This restriction does not apply to optional general plan elements (Economic Vitality, Growth Management, and Public Facilities and Utilities), or if the amendment is necessary to allow for the development of workforce housing or to comply with a court decision.

## Annual Report

The California Government Code requires City staff to “provide an annual report to the legislative body on the status of the general plan and progress in its implementation” (Government Code § 65400(b)). This report must also be submitted to the Governor’s Office of Planning and Research and the Department of Housing and Community Development. It must include an analysis of the progress in meeting the city’s share of regional housing needs and local efforts to remove governmental constraints to maintenance, improvement, and development of workforce housing (Government Code § 65583, 65584).

In addition, any mitigation monitoring and reporting requirements prescribed by the California Environmental Quality Act (CEQA) identified in the General Plan Environmental Impact Report (EIR) should be addressed in the annual report because they are closely tied to plan implementation. Finally, the annual report should include a summary of all general plan amendments adopted during the preceding year and an outline of upcoming projects and general plan issues to be addressed in the coming year, along with a work program.

## Effects of the General Plan on Approved Projects and Projects in Process

Conditional use permits, variances, design review approvals and tentative subdivision maps which are valid on the effective date of the ordinances implementing the General Plan will remain valid until their expiration dates, if any. These projects can be built in accord with the development standards in effect at the time of the original approval, provided that the use permit or design approval is valid at the time building permits are issued and the permit is diligently pursued to completion. The General Plan will not require any changes to approved projects; however, any reapplication for an expired permit or subdivision map will have to meet the standards in effect at the time of the reapplication.

Projects for which no approval or permit has been granted prior to the effective date of the implementing ordinances which will be adopted following General Plan adoption will be subject to the use regulations, development standards and other policies of the General Plan.

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