

12 Economic Development Element



CITY OF
LIVERMORE
CALIFORNIA

Draft General Plan 2045



12. ECONOMIC DEVELOPMENT ELEMENT

This element presents information supporting economic development and growth in Livermore.

Economic development plays a crucial role in the prosperity, sustainability, and overall quality of life in the Livermore community by fostering fiscal health, supporting a range of job opportunities and wages, and enabling the provision of essential services and amenities. In conjunction with tools like land use planning and zoning, economic development activities aim to facilitate investment in the community through new development, business attraction and expansion, and visitation. Economic development is also deeply connected to community building and placemaking, helping to create vibrant spaces that attract and retain a skilled workforce.

The General Plan provides a comprehensive policy framework that guides targeted economic development strategies and programs to achieve specific outcomes, ensuring progress through a combination of short-, medium-, and long-term initiatives that promote sustainable economic growth and vitality.



Public art can support economic development by attracting tourism and boosting property value.

The Economic Development Element contains goals, policies, and actions addressing the following topics:

- Culture and Place as Economic Drivers**
Supporting Livermore’s heritage to enhance quality of life and expand tourism.
- Economic Diversification and Emerging Sectors**
Developing programs and fostering coordination with partners and stakeholders to expand and strengthen a diverse economy.
- Innovation Economy and Talent Ecosystem**
Pursuing and fostering an economy that supports entrepreneurship and innovation.
- Strategic Land Use Planning and Real Estate Investment for Economic Growth**
Aligning land use regulations with economic development goals.
- Fiscal Sustainability**
Ensuring land use and policy decisions support long-term fiscal health.

Relevance to General Plan Vision and Guiding Principles

The Economic Development Element implements the 2045 General Plan Vision and Guiding Principles by fostering a thriving business environment that creates economic opportunities for all community members and supports the City of Livermore's (City’s) high quality of life. This element implements the following guiding principles:



Prosperity

- Encouraging a strong, diverse, and resilient economy that supports community prosperity across all sectors
- Supporting entrepreneurship, innovation, and business attraction and retention programs
- Establishing economic development districts and maintaining sufficient land capacity for job growth and fiscal sustainability
- Leveraging partnerships with government, education, business, and nonprofit organizations to maximize economic development resources



Homes

- Ensuring adequate land capacity for housing development that supports the current and prospective workforce
- Promoting fiscal health that enables the City to provide high-quality services to residents



Vibrancy

- Promoting the City's unique identity as a premier destination to live, work, and play
- Supporting festivals, cultural events, and programs that celebrate the City's unique community character.

- Encouraging tourism, business travel, and visitor attractions, including wineries, restaurants, and conference centers



Arts

- Supporting cultural arts facilities as part of downtown revitalization efforts
- Promoting the City's cultural attributes and creative economy through tourism and business development



Equity

- Ensuring economic development creates opportunities for community prosperity that benefit all residents
- Including diverse stakeholders and viewpoints in collaborative economic development partnerships



Diversity

- Building economic diversity through support for a range of business types, sectors, and employment opportunities
- Leveraging diverse organizations' capacity, knowledge, and perspectives in economic development efforts



Resiliency

- Building a resilient economy that can adapt to changing conditions and economic challenges
- Developing collaborative partnerships that strengthen the community's economic capacity



The City of Livermore has a rich scientific history and supports the expansion of our innovation economy.

CULTURE AND PLACE AS ECONOMIC DRIVERS



Local wineries are central to Livermore's "craft economy," which helps shape the craft-driven cultural identity while spurring economic growth.

Local culture and community identity are an economic engine for the City of Livermore. The City's identity is deeply rooted in its history and culture, and continued support for key community assets helps to sustain and grow the city's attractiveness, competitiveness, and quality of life. Characterized by local wineries, breweries, restaurants, independent retail, and service providers that emphasize personalized, high-quality experiences for their customers, Livermore's "craft economy" is defined by businesses that prioritize quality, creativity, and a deep connection to the local community. Whether operating on a smaller or larger scale, their commitment to excellence, sustainability, and maintaining Livermore's cultural heritage makes them key contributors to the local economy. Strategic placemaking efforts tied to this craft-driven identity are spurring new business formation and economic growth, reinforcing the City's position as a vibrant and desirable place to live, work, and invest. The City recognizes visitation and tourism as essential drivers of Livermore's craft economy, attracting customers, collaborators, and investors to local creative enterprises. Through partnership with local organizations and businesses, the City leverages events, cultural destinations, and targeted marketing to expand visibility, strengthen community assets, and create new economic opportunities for local businesses.

Public and private-sector investments yield a range of enhancements that increase potential for sustained economic success. A range of City and partnership initiatives, including branding programs and contributions to local festivals and cultural events, celebrates and enhances Livermore's unique community identity, supports homegrown entrepreneurs, and contributes to local economic activity.

Goal ED-1

Promote local land uses that celebrate Livermore’s heritage, support a strong community, and enhance quality of life for visitors and residents.



Policies

Policy ED-1.1 Livermore’s Unique Identity

Support programs and activities that highlight the unique community and cultural attributes of Livermore as a premier location to live, work, and play.

Policy ED-1.2 Cultural Assets and Economic Infrastructure

Invest in parks and natural open space restoration, downtown, the wine region, and cultural arts facilities that serve both residents and visitors, prioritizing improvements that enhance Livermore’s identity and support economic vitality.



Policy ED-1.3 Tourism Development and Visitor Experience

Invest in a range of visitor-serving attractions, amenities, and overnight accommodations, particularly in the wine country and downtown, that enhance the visitor experience, encourage multi-day visits, and celebrate Livermore’s unique attributes.

Policy ED-1.4 Agricultural Heritage

Support the efforts by public agencies and private organizations to preserve and promote agriculture in the Livermore Valley through land use policies and infrastructure investments such as sewer service in South Livermore, that sustain agricultural operations and the pastoral landscape of Livermore.

Policy ED-1.5 Agricultural Access

Facilitate farmers’ access to land within the wine country area by promoting long-term agricultural leases, land conservation programs, and partnerships that preserve vineyard and crop production as a core component of the local economy.

Policy ED-1.6 Wine and Agricultural Production

Support the development and expansion of wine production facilities (and related products) by connecting skilled talent and production opportunities through incubators, shared-use spaces, and collaborative facilities that foster innovation and growth in the wine sector.

Policy ED-1.7 Market Demand and Visitor Engagement

Drive consumer demand for Livermore’s local wine and other craft products through targeted marketing campaigns, signature events, and strategic partnerships with tourism and hospitality organizations. Position Downtown, Vasco Row, and South Livermore Valley as a vibrant destination for tasting rooms, culinary experiences, recreational opportunities, and cultural activities that amplify the wine country’s appeal and attract regional and national visitors.

Policy ED-1.8 Social Cohesion and Activation

Facilitate land uses, public spaces, and community activities and events that foster social connection, civic pride, and a vibrant public realm.

Policy ED-1.9 Entrepreneurship and Talent Attraction

Grow Livermore’s craft economy by encouraging flexible land use policies, business assistance programs, and access to shared spaces or incubators for local entrepreneurs, artisans, and makers, positioning Livermore as a premier hub for wine, food, and hospitality entrepreneurship.

Policy ED-1.10 Independent Local Businesses

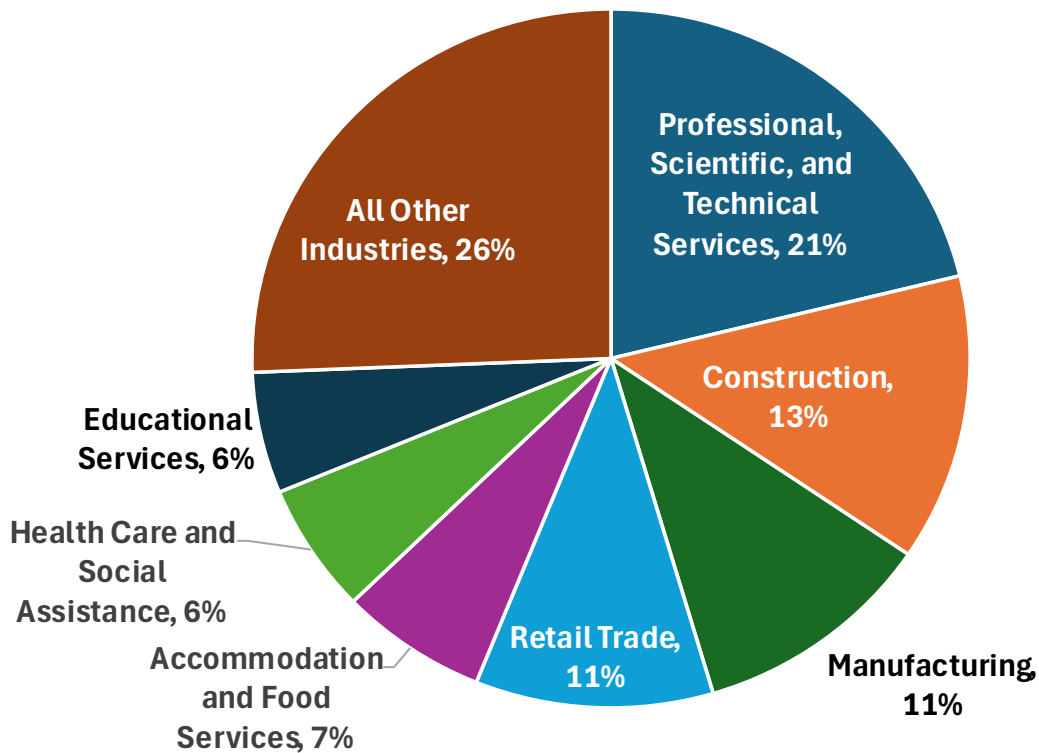
Support local independent businesses that contribute to Livermore’s quality of life and cultural identity through land use flexibility, technical assistance, and promotional efforts that help businesses thrive, strengthen community, and enhance Livermore’s appeal as a visitor destination.

ECONOMIC DIVERSIFICATION AND EMERGING SECTORS

The City of Livermore has a diverse economy composed of jobs that are distributed across a range of industries and sectors, including professional, scientific, and technical services; manufacturing; and retail trade, among others (**Figure ED-1, *Livermore Employment by Industry, 2024***). Lawrence Livermore National Laboratory and Sandia National Laboratories’ California site are two of the largest employers in the city, accounting for about 11,000 jobs. Significant job growth in the city’s retail industry occurred during the 2010s due to the opening of the Premium Outlets (**Figure ED-2, *Total Employment in Livermore, 2002 to 2024***). Going forward, local growth sectors include manufacturing, accommodation and food services, construction, and information. Emerging technology innovations and advanced manufacturing also offer opportunities for local job creation and associated real estate development.

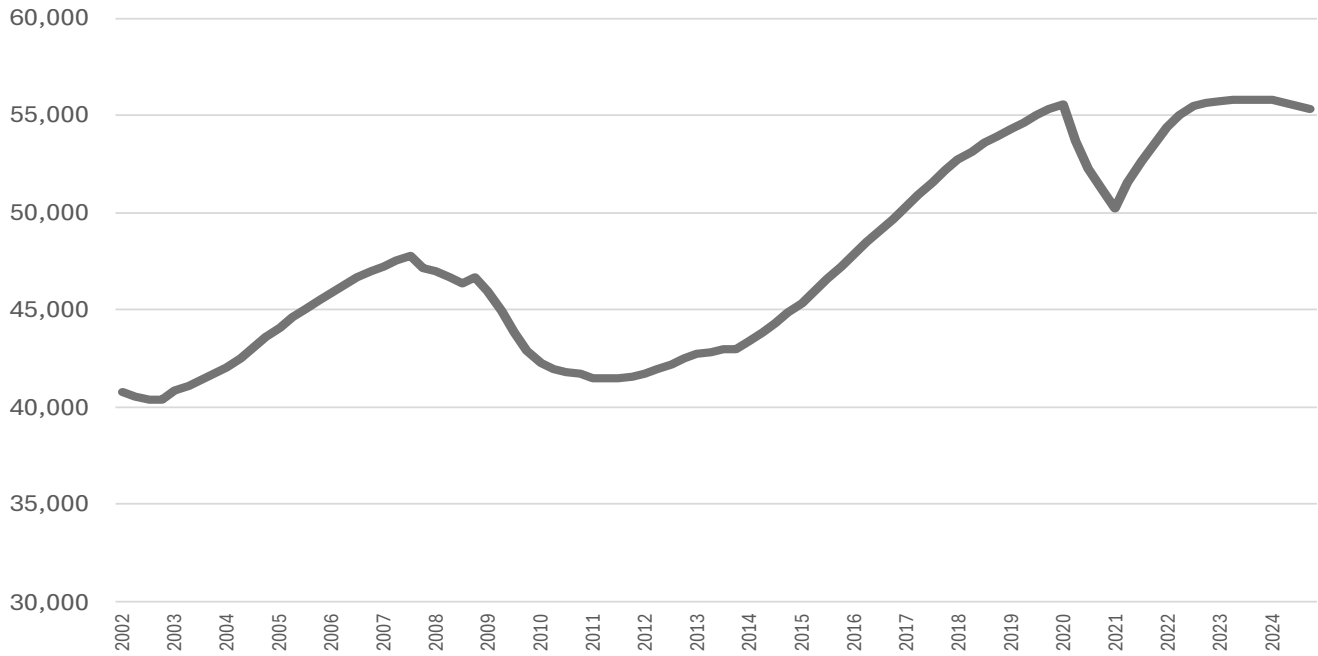
A balanced and diverse economy benefits the community by supporting varied job opportunities, creating economic resiliency and adaptability, and contributing to consumer options and quality of life. The City can foster economic diversity by maintaining a diverse commercial real estate base, monitoring the mix of local employers, and proactively encouraging businesses in targeted sectors to locate and expand in Livermore. Augmenting private-sector activities with local and regional programs that help attract and retain high-growth and innovative companies contributes to the City’s economic growth and diversification.

Figure ED-1 Livermore Employment by Industry, 2024



"All Other Industries" include administrative and waste management services, wholesale trade, arts and entertainment and recreation, transportation and warehousing, finance and insurance, real estate rental and leasing, information, public administration, and other services.

Figure ED-2 Total Employment in Livermore, 2002 to 2024



Source: JobsEQ

Goal ED-2

Foster a thriving, diverse, and resilient economy that supports Livermore’s long-term prosperity, enhances job quality and density, and strengthens fiscal sustainability.



Policies

Policy ED-2.1 Intergovernmental and Organizational Collaboration

Collaborate with local, regional, state, and federal partners, including government agencies, educational institutions, businesses, and nonprofits, to strengthen economic development efforts, share expertise, coordinate resources, and engage with relevant legislation.

- Policy ED-2.2 Business Attraction and Retention Programs**
Establish supportive local programs to attract and retain a diverse mix of industries and workforce that contribute to economic prosperity.
- Policy ED-2.3 High-Growth Innovative Industries**
Create and implement programs that facilitate innovative businesses, research and development, local entrepreneurship, and job growth. Complement private-sector efforts with local and regional initiatives to attract and retain high-growth innovation-driven companies.
- Policy ED-2.4 Craft Economy Development**
Promote Livermore’s craft economy, including local artisans, makers, breweries, wineries, and specialty food producers, by supporting small-scale manufacturing, mixed-use spaces, marketing, and other initiatives that strengthen local businesses and tourism.
- Policy ED-2.5 Technological Resources**
Utilize modern technological solutions to promote citywide economic development activities, support business, and enhance the operational process.
- Policy ED-2.6 Aviation Innovation and Mobility**
Pursue and evaluate opportunities to leverage the Livermore Municipal Airport as an economic development and community serving asset.

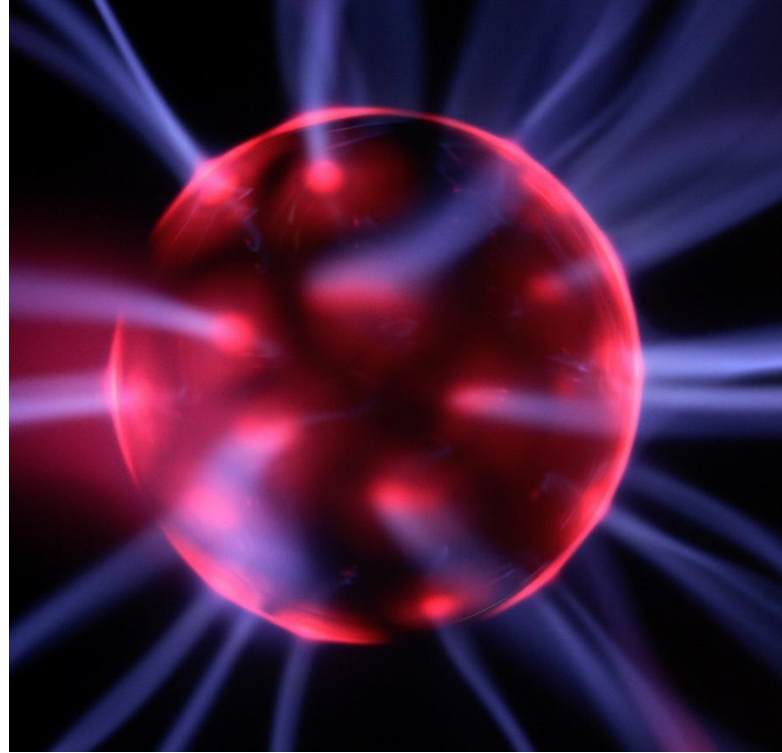
INNOVATION ECONOMY AND TALENT ECOSYSTEM

Livermore is uniquely positioned within the Bay Area’s innovation ecosystem, with nationally recognized research institutions, a robust industrial base, and a growing network of advanced industries. The City seeks to attract, retain, and expand the innovation economy, with particular emphasis on industrial innovation sectors such as energy, advanced manufacturing, and research and development. These businesses contribute to job quality, job density, and fiscal sustainability, offering higher wages, more jobs per square foot, and greater property tax revenues due to their use of high-value facilities and equipment. Because the goods produced by these industries are often exported to other markets, they bring outside capital into the community, strengthening the City’s economic resilience.

To realize this potential, the City will continue to invest in infrastructure, land use planning, business support systems, and process improvements that foster innovation. A key opportunity lies in creating a research campus that can serve as a catalyst for talent development, applied research, and startup formation. Building on the presence of Lawrence Livermore and Sandia National Laboratories, a campus dedicated to commercialization of research and development would deepen the city’s innovation ecosystem, support workforce development, and help retain world-class talent in the region.

Goal ED-3

Facilitate the growth of Livermore's innovation economy by supporting advanced industries, fostering talent development, and creating an environment where research, entrepreneurship, and high-value job creation can thrive.



Policies

Policy ED-3.1 Innovation Economy Growth

Support the expansion and attraction of businesses focused on innovation, particularly in sectors such as energy, advanced manufacturing, and research and development, through targeted land use planning, infrastructure investment, incentives, and streamlined permitting processes.

Policy ED-3.2 Research Environment

Pursue partnerships and planning strategies to attract a research institution that complements Livermore's national laboratories and innovation assets.

Policy ED-3.3 Innovation Infrastructure and Startup Support

Invest in infrastructure, shared workspaces, and business support programs that enable startups and small-scale innovators to scale locally and find access to capital, mentorship, and collaboration.

Policy ED-3.4 Innovation and Employment Districts

Designate and enhance geographically defined innovation and employment districts, particularly around the airport, priority production areas, and research assets, to support long-term industry development, research activity, and workforce attraction and retention.

STRATEGIC LAND USE PLANNING AND REAL ESTATE INVESTMENT FOR ECONOMIC GROWTH



Through strategic land use planning and real estate investment, the City of Livermore has cultivated the Tri-Valley's largest industrial real estate market, with highly competitive industrial areas located near Interstate 580.

The City of Livermore's continued growth is an essential contributor to its economic vitality. New homes ranging from single-family homes, townhomes, and apartments add to the local consumer base, support workforce availability, and generate opportunities for both existing and new businesses. As the City anticipates continued household growth across a variety of formats and densities, ensuring a balanced land use strategy for continued economic growth and resilience becomes increasingly important.

The success of the local economy is closely tied to the availability and quality of commercial and industrial real estate. The City hosts the largest industrial real estate market in the Tri-Valley, with highly competitive industrial zones located near Interstate 580. Figure ED-3, *Priority Production Areas*, shows areas that are prioritized for regional investment and continued industrial development. Retail and hospitality sectors have also expanded, particularly with the opening of the Premium Outlets in 2012, which led to additional retail and hotel developments. However, office development has been limited in recent decades, with most new projects initiated by companies building to suit their own needs.

Despite these strengths, Livermore faces challenges related to land availability. The city has little remaining greenfield or high-potential redevelopment land zoned for industrial or commercial uses, which may constrain future business attraction and real estate investment opportunities. Additionally, some

commercial and industrial lands may need to be converted to residential uses to meet state housing requirements. While the pace of this transition is uncertain, market conditions suggest it is likely to occur over time, potentially reducing the already limited supply of land available for economic development.



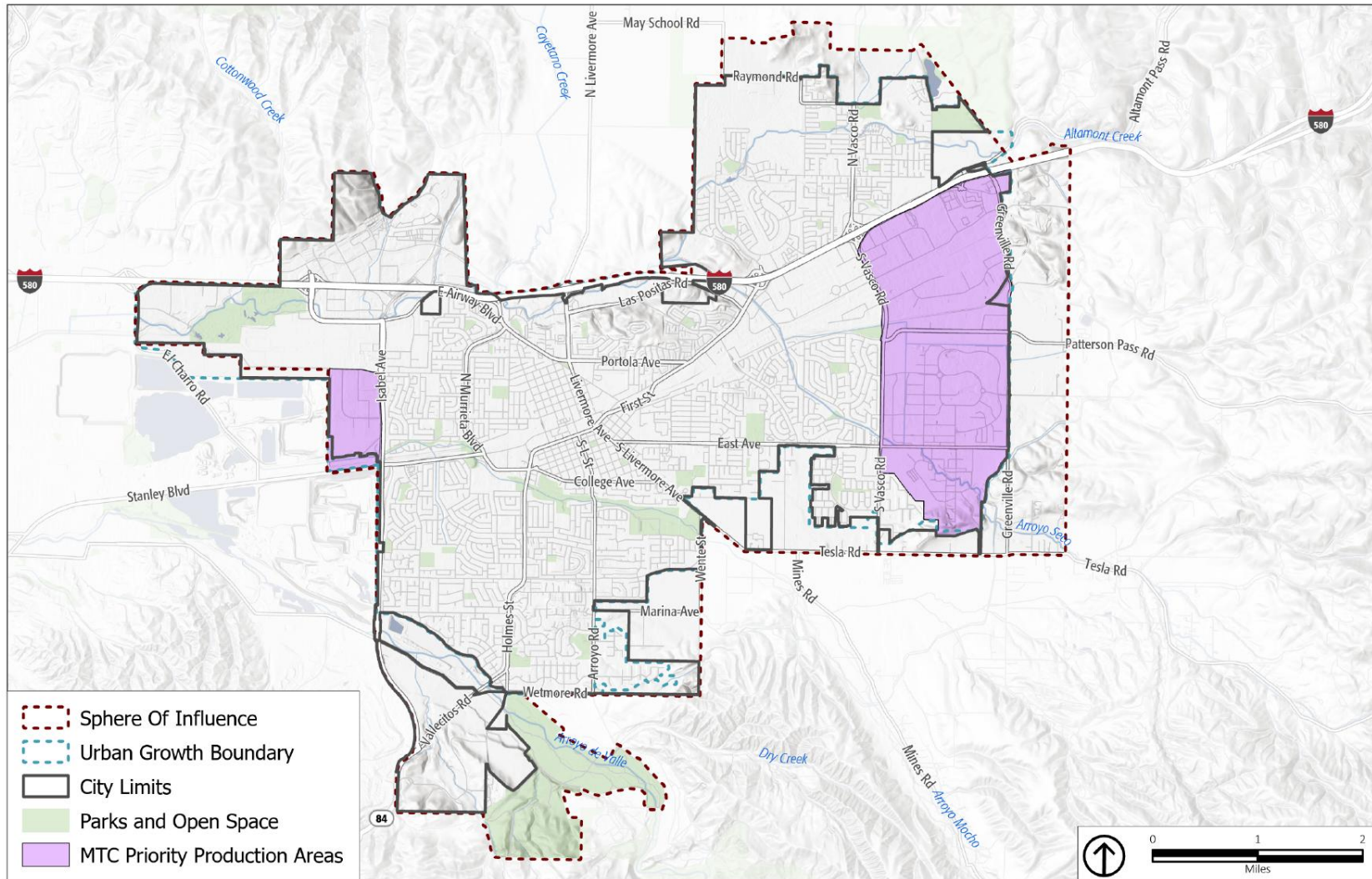
As workplaces and employment centers evolve, their thoughtful integration with commercial and residential land uses is essential to promoting economic growth and fiscal sustainability.

To address these challenges, the City must maintain a variety of land development opportunities and strategies that support evolving workspaces, employment centers and workforce housing consistent with Livermore's economic development and fiscal stability goals. Land use controls, entitlement risk, permitting processes, and local fees influence real estate and financial decisions and can either support or hinder economic growth. Through the General Plan, Livermore seeks to provide land use capacity that encourages fiscal health, economic growth, and community vitality.

Ensuring capacity for continued commercial and industrial development is vital to maintaining a diverse economy, a range of job types and wages, and sustainable revenue to fund core City services.

Priority production areas (PPAs) identify clusters of industrial businesses and prioritize them for economic development investments and protection from competing land uses. These districts are already well-served by the region’s goods movement network. Typical businesses in PPAs include manufacturing, distribution, warehousing, and supply chains. PPAs are nominated by local governments and adopted by the Association of Bay Area Governments. (Source: MTC)

Figure ED-3 Priority Production Areas



Source: City of Livermore, 2021; MTC, 2025; Esri, 2025; PlaceWorks, 2025

12. Economic Development Element

Note: This map is included for informational purposes and is not adopted as part of this General Plan.

Goal ED-4

Strategically design land use regulations to drive real estate investment, employment growth, fiscal stability, and long-term vitality.



Policies

Policy ED-4.1 **Balanced Development**

Balance a mix of residential, commercial, and industrial development to support local employment opportunities, a diverse economy, and a sustainable tax base.

Policy ED-4.2 **Economic Development Districts**

Establish and maintain economic development districts in strategic geographies that further the City's long-term economic vitality, job creation, and industry growth. Promote business synergies within these areas by encouraging clustering of complementary industries and services. Support branding and marketing efforts to elevate the visibility and competitiveness of these districts as premier locations for investment and innovation.

Policy ED-4.3 **Industrial Park Formation**

Facilitate the formation of an Industrial Park Foundation for purposes of establishing an industrial park as an added inducement in attracting new industries.

Policy ED-4.4 **Alignment of Economic Goals and Permitting**

Ensure that land use regulations, permitting processes, and local fees align with economic development goals and support business-friendly practices in starting, operating, and expanding businesses in Livermore. Prioritize land uses and development projects that deliver high job density, provide quality employment opportunities, and contribute significantly to the City's fiscal health.

Policy ED-4.5 **Use of City Property**

Utilize City-owned land for economic development objectives where appropriate, including business incubation, job creation, and catalytic redevelopment purposes as well as temporary activation to meet economic development goals and policies.

Policy ED-4.6 Preservation of Employment Lands

Protect and prioritize industrial and commercial land for economic uses, especially in areas with limited redevelopment potential, to ensure long-term capacity for job-generating development.

Policy ED-4.7 Adaptive Land Use Planning

Ensure that rezoning or redevelopment of commercial and industrial land does not compromise the City's ability to meet future economic development needs.

Policy ED-4.8 Real Estate Readiness

Encourage site readiness and infrastructure investment in key commercial and industrial areas to attract private investment and reduce barriers to development.



Designating sufficient land for office and industrial uses will help provide local jobs and help the City meet its economic development goals.

FISCAL SUSTAINABILITY

A balanced and diverse economy requires a mix of uses that generate jobs, contribute revenue, and support quality of life. The City desires a stable fiscal base that is not overly dependent on any single land use, major taxpayer, or revenue type. Land use planning and decision making have implications for the fiscal health of Livermore. The two largest sources of City revenue, property taxes and sales taxes, are directly related to the amount and type of development in Livermore. Development also creates new costs for the City, including the need to pay for capital improvements and to maintain service levels. In addition to development impact fees and taxes paid by developers and property owners, local tax measures, tax increment financing, grant sources, and other funding may be appropriate to support future capital improvements necessary for community building.

The City provides a variety of municipal services, including public safety (police, fire, building inspection, water, and sewer), street and landscape maintenance, street lighting, planning and public improvements, public libraries, general administrative services, and municipal airport services. Livermore’s current financial condition is positive, but over the life of this General Plan, the City will face future liabilities, increasing service costs, and deferred infrastructure maintenance.

Fiscal sustainability in land use planning and decision making is a key piece of the City’s economic development goals and should be evaluated along with other land use goals and policies as the City evaluates urban planning decisions and discretionary land use changes.



Livermore’s agricultural heritage continues to shape its economic development strategy, guiding efforts to preserve local culture and legacy.

Goal ED-5

Ensure land use policies and development regulations support economic growth, business innovation, and long-term fiscal sustainability.



Policies

Policy ED-5.1 Capacity for Economic Growth

Designate land uses to provide sufficient capacity for economic growth and vitality in Livermore. Maintain capacity for a variety of land development opportunities in commercial and industrial sectors as well as other desired land uses.

Policy ED-5.2 Fiscal Sustainability Through Land Use

Provide a land use mix that generates stable, long-term revenues to fund City services, and ensure that fiscal impacts and long-term sustainability are key considerations in land use and development decision making.

Policy ED-5.3 Land Use Flexibility for Economic Innovation

Employ flexible land use and zoning strategies that support emerging industries, adaptive reuse, and innovative business models to respond to evolving economic conditions and foster fiscal sustainability.

Policy ED-5.4 Financing Capital Investments

Evaluate a range of public funding and financing approaches for strategic capital investments that support or incentivize high-value growth.