

1 Introduction



CITY OF
LIVERMORE
CALIFORNIA

Draft General Plan 2045



1. INTRODUCTION

General Plan: Citywide Comprehensive Policy Document

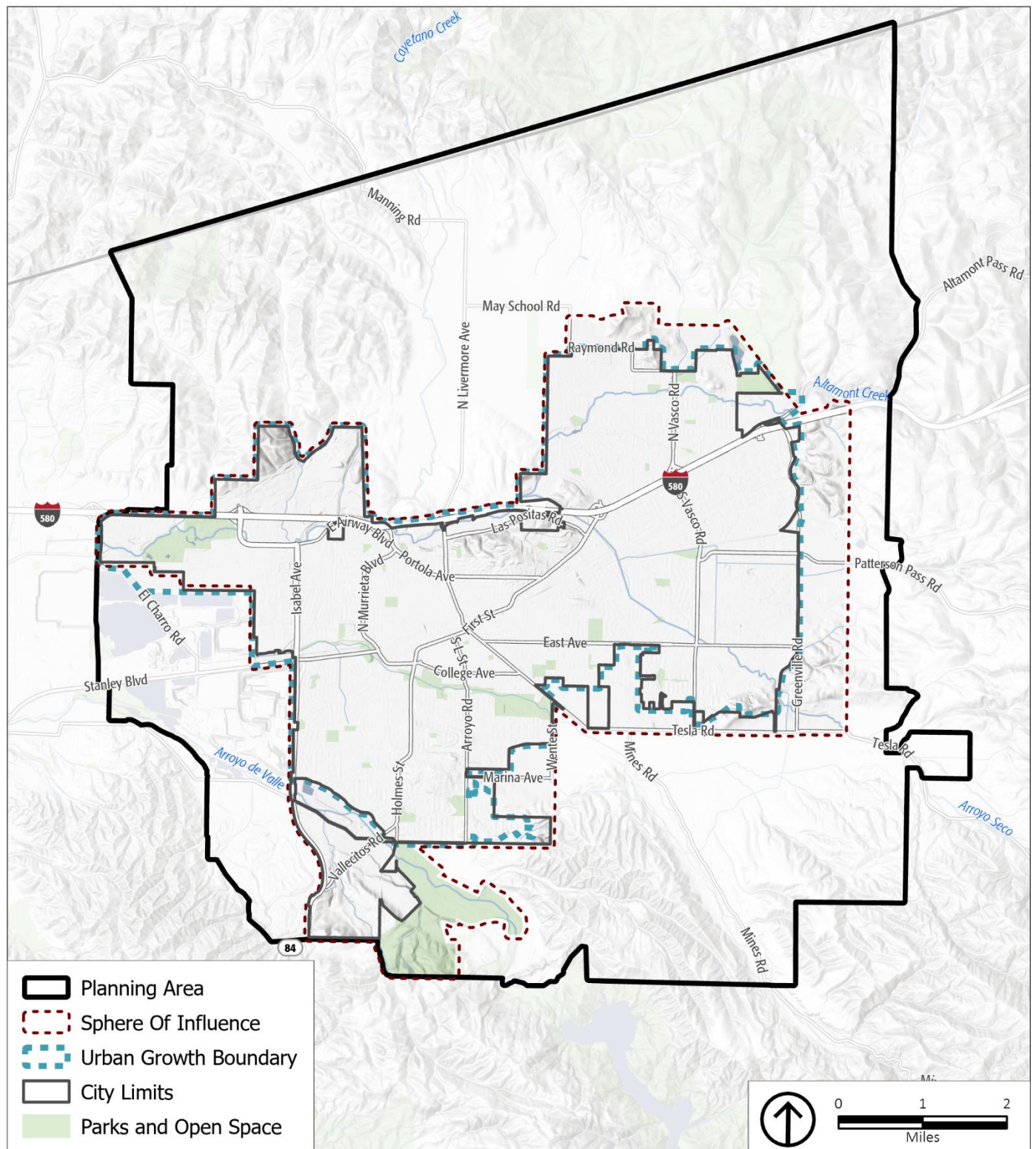
The General Plan is the City of Livermore’s (City) long-range policy document for growth, land use, sustainability, and resource and open space conservation. The State of California requires all cities and counties to have a General Plan that guides physical development within its jurisdictional boundaries as well as any land outside its boundaries that may relate to its planning processes. The State requires each General Plan to address various topics that affect the daily lives of community members. In addition to the required topics, cities may add topics of local importance. Livermore’s General Plan addresses all the required elements and includes additional optional elements like environmental justice and climate adaptation and sustainability (this is described in greater detail in the *Overview of the General Plan Elements* section later in this chapter).

Planning Boundaries

The State of California encourages cities to look beyond their borders when undertaking the sort of comprehensive planning required of a General Plan. For this reason, the General Plan assesses several different boundaries, illustrated in **Figure I-1**. The boundaries assessed in the General Plan include:

- **City Limits.** The city limits encompass all land that is incorporated and that is under regulatory control of the City. Land immediately outside of the city limits is part of unincorporated Alameda County and is under the County’s jurisdiction.
- **Urban Growth Boundaries (UGB).** The UGB limits the extent of future urban development. The intent of this boundary is to preserve open space and agricultural land outside of it. There are two UGBs in Livermore. The South Livermore Urban Growth Boundary Initiative, passed by local voters in March 2000, established the UGB around the southern edge of the city. In December 2002, the City Council passed the North Livermore Urban Growth Boundary Initiative, which completed the UGB around the northern edge of the city.

Figure I-1 General Plan Planning Boundaries

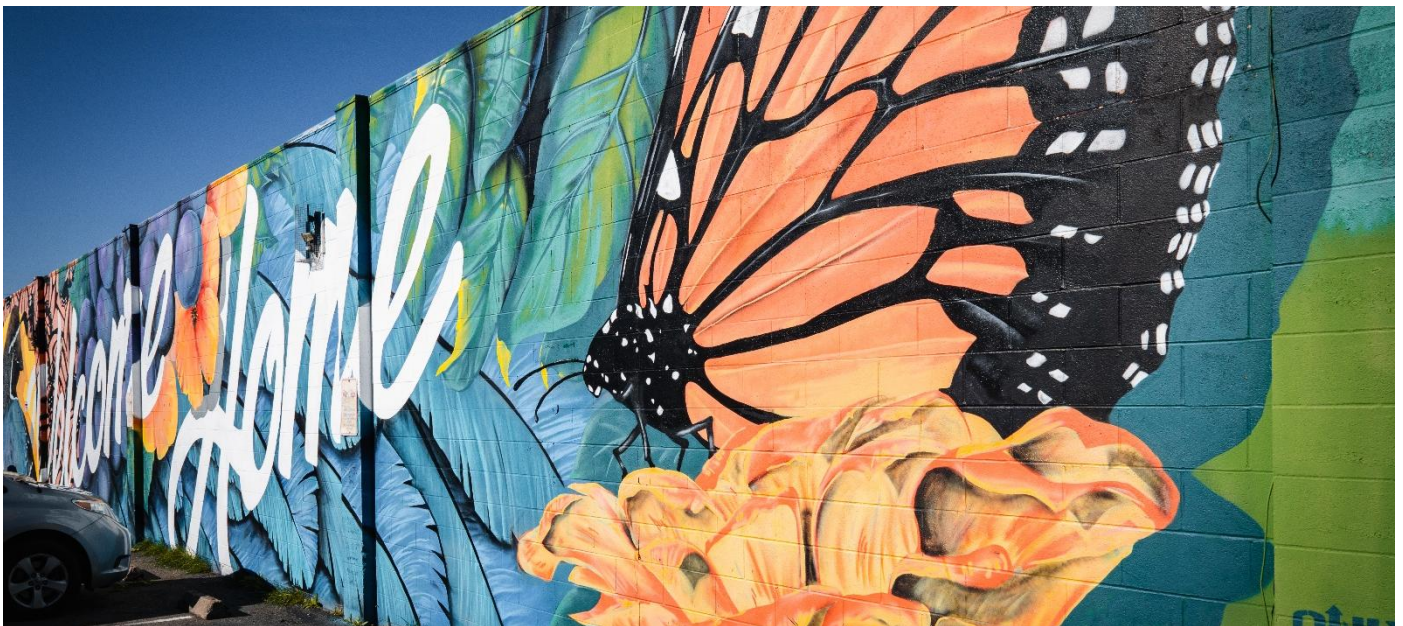


Source: City of Livermore, 2021; Esri, 2025; PlaceWorks, 2025

- **Sphere of Influence (SOI).** SOI is the term used for the area outside of the city limits, which the City could reasonably expect to annex in future years. Livermore’s SOI lies largely along the lines of the city limits but includes additional land in the north past Raymond Road, to the east past Greenville Road, to the south extending to Tesla Road, past Marina Avenue, and including certain portions of South Livermore Valley. The SOI is proposed by the City but must be approved by the Alameda County Local Agency Formation Commission (LAFCO).
- **Planning Area.** While the Planning Area does not give the City any regulatory power, it signals to the County and to other nearby local and regional authorities that development in this area has an impact on the future of Livermore. Under State law, the City is invited to comment on development or policy changes in the Planning Area that are subject to review by the County. However, the unincorporated portion of the Livermore Planning Area will remain under the jurisdiction of Alameda County. The Planning Area encompasses land in Alameda County surrounding the city extending up to four miles beyond the city limit to the north and south.

General Plan Vision and Guiding Principles

The 2045 General Plan Vision and Guiding Principles expresses a shared idea of Livermore’s future for the next 20 years, as shown in **Figure I-2**. The Vision is intended to be ambitious, inspirational, and unique to Livermore. Developed through a community visioning process, the Vision describes the future of Livermore as the community would like it to be in 2045 and sets the tone for the entire document. In addition to the Vision, Guiding Principles informed the development of the General Plan goals, policies, and actions. The policy direction in the General Plan is intended to support the implementation of the Vision and Guiding Principles. Each Element of the General Plan summarizes how the goals and policies in that Element advance the Guiding Principles.



Public art, including murals throughout Livermore, reflects the community’s identity and enhances the quality of life for residents and visitors alike.

Figure I-2 General Plan Vision and Guiding Principles

Vision

In 2045, Livermore will be a community with a big heart where families and individuals flourish, and people with diverse experiences and perspectives work together for the common good. Insightful land use policies and wise resource management will ensure services and infrastructure for a high quality of life and enable Livermore to be safe and welcoming for all.

Guiding Principles



Prosperity

Excellent city services and infrastructure support a thriving local economy with a wide spectrum of local jobs, including those in science and technology, arts and trades, agriculture, and tourism.



Homes

Individuals and families of all types and income levels can find diverse housing choices close to jobs, exceptional schools, shopping, entertainment, and well-maintained parks.



Vibrancy

People enjoy a vibrant downtown, commercial districts, cultural venues, wineries and breweries, and parks throughout the city and surrounding areas to work, shop, dine, and have fun.



Equity

Everyone can easily participate in civic life and have a voice in city decisions. We enable access to services and opportunities and provide for those who have been underserved so that everyone can be healthy and flourish.



Mobility

A wide variety of convenient, comfortable zero-emission modes of transportation and interconnecting routes enable everyone to easily travel to meet their daily needs for work, errands, and play.



Diversity

Neighbors feel connected to each other and their city, welcome and celebrate everyone, and respect differing viewpoints to foster a close-knit community where civic life and opportunity thrive.



Sustainability

We live sustainably to preserve our vital resources, work to clean up our environment, protect open spaces and habitats, and integrate nature into the urban environment.



Continuity

We honor our complex heritage, which began with the indigenous peoples, who were the original stewards of this land, and followed by the increasingly diverse community that is our future.



Resiliency

We prepare for emergencies and a changing climate, help those affected, and ensure the durability of our homes, businesses, and supporting infrastructure, while maintaining sufficient financial reserves.



Arts

We foster a vibrant and thriving cultural arts community so that the arts, in all their beauty and variety, will enhance the lives of residents and visitors alike.

Overview of the General Plan Elements

State law requires that General Plans contain seven mandatory sections, or “elements.” The State provides flexibility in how these elements are organized. This General Plan addresses all the topics required by State law but has tailored the organization to reflect the local context. Once adopted, all the elements have equal standing and must be internally consistent; policies and actions must complement one another across topic areas without conflicting.

The General Plan also includes other topics that are not required by State law, but that the community has identified as being fundamental to quality of life in the city. Topics such as environmental justice and climate adaptation and sustainability have been woven in to all the elements, signaling the importance of these topics to the community and the City. Policies that address these topics are identified by icon:



This icon denotes policies that support climate adaptation and sustainability, the concept that communities, ecosystems, and economies have the ability to anticipate, accommodate, and recover from the impacts of climate change.



This icon denotes policies that support environmental justice, the concept that everyone in Livermore should have equitable access to safe and healthy places to live and play.

The purpose of each General Plan element is outlined below (elements with a * indicate a State-required element):

- **Land Use.*** Determines the types and location of future uses and development of land in Livermore and establishes policy guidance more broadly for land uses within the 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, and cultural and historic resources, and establishes policy guidance to identify, protect, and enhance these systems and features.
- **Mobility (Circulation).*** Establishes policy guidance for the city’s 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, and 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 law. The current Housing Element is available under separate cover [on the City of Livermore’s website](#).

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- **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, 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 variety of economic sectors throughout the community to support the fiscal vitality of Livermore.
- The General Plan includes a **Glossary** to define technical terminology used in the document.

Table I-1 provides an overview of the topics included in each element.

General Plan elements must be internally, or “horizontally consistent” with one another. For instance, the policies in the Land Use Element must be consistent with those of the Housing Element and vice versa.

State law also requires subsequent documents that implement General Plan policies to be consistent with the General Plan. **Figure I-3** illustrates this “vertical consistency,” which applies to the City’s implementation documents, including, but not limited to, Specific Plans, Master Plans, and City ordinances, such as the Livermore Development Code.

Figure I-3 City Policy Document Hierarchy

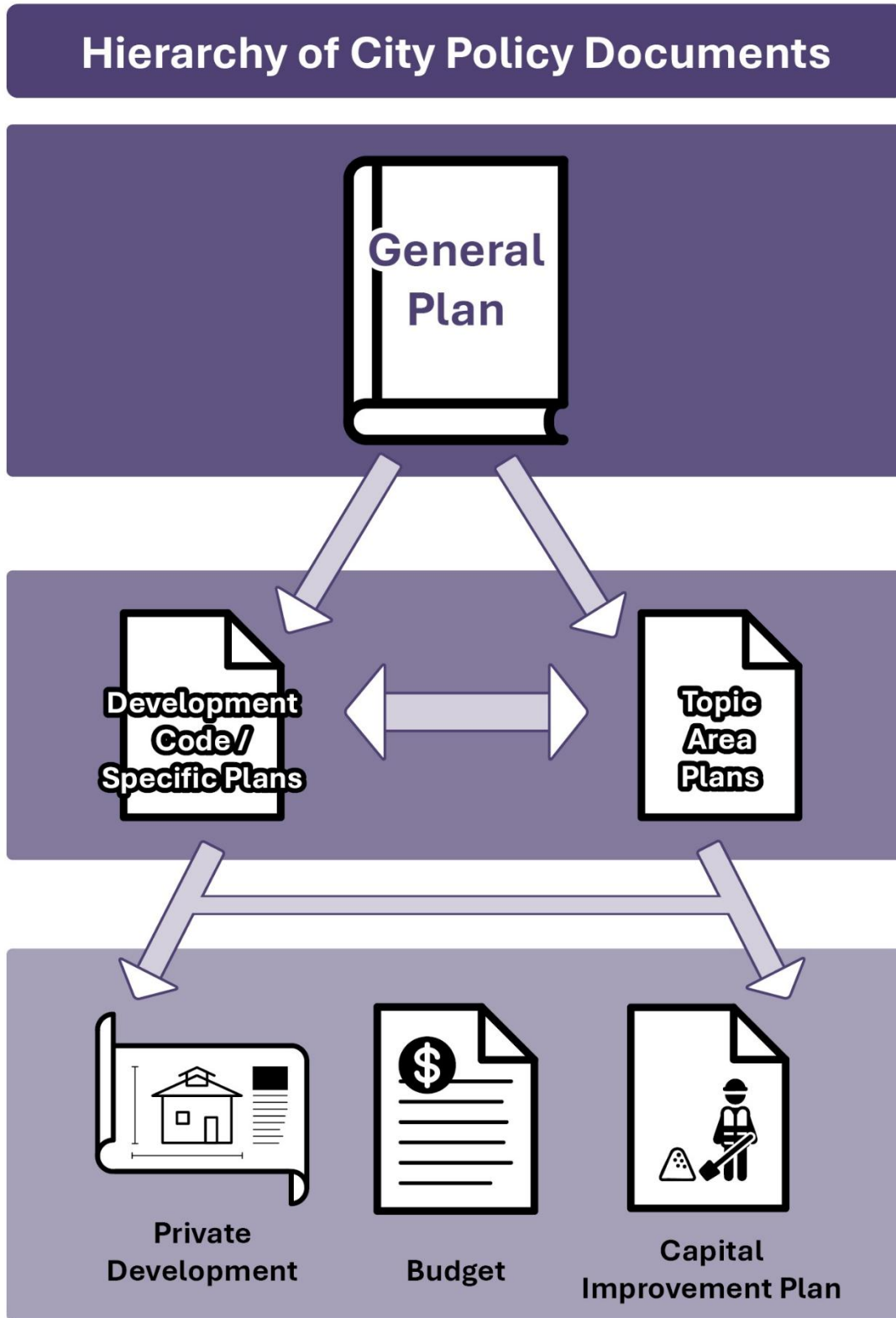


Table I-1 Overview of General Plan Elements

Element	Element topics	
3. Land Use	<ul style="list-style-type: none"> • General Plan Land Use Designations • Balanced and Efficient Land Use • Urban Growth Boundary • Residential Land Uses • Mixed Uses • Commercial Land Uses • Industrial Land Uses • Agricultural and Rural Land Uses • Public and Quasi-Public Land Uses • Airport Compatible Land Uses 	<ul style="list-style-type: none"> • Climate Action and Sustainable Development • Special Planning Areas: Downtown, South Livermore, Isabel Neighborhood Specific Plan, El Charro Specific Plan, and Midtown Specific Plan • Transitional Areas: Vasco Row, Las Colinas Neighborhood Plan, Brisa Neighborhood Plan, First Street • East of Greenville • Regional Coordination
4. Community Identity	<ul style="list-style-type: none"> • Civic Life and Governance • Arts and Culture • Cultural and Paleontological Resources • Historic Resources • Natural Setting 	<ul style="list-style-type: none"> • Scenic Resources • Lighting and Glare • Gateways • Urban Design
5. Mobility	<ul style="list-style-type: none"> • Complete Streets • Reducing Vehicle-Miles Traveled • Active Transportation (Biking and Walking) • Transit • Safe and Efficient Circulation System • A Walkable Downtown 	<ul style="list-style-type: none"> • Parking and Curbside Management • Air Transportation • Goods Movement • Transportation Technology • Regional Transportation
6. Housing	<i>Under separate cover</i>	
7. Infrastructure	<ul style="list-style-type: none"> • Asset Management • Water Distribution • Wastewater 	<ul style="list-style-type: none"> • Stormwater • Solid Waste • Private Utilities
8. Community Services	<ul style="list-style-type: none"> • Schools • Childcare • Healthcare and Healthy Food Access 	<ul style="list-style-type: none"> • Libraries • Seniors and Aging Adults

Element	Element topics	
9. Open Space and Conservation	<ul style="list-style-type: none"> • Open Space and Natural Ecosystems • Biological Resources • Water Quality and Water Resources Management • Agricultural Resources 	<ul style="list-style-type: none"> • Parks and Recreation • Air Quality • Climate Change, Energy Conservation, and Efficiency • Mineral Resources
10. Noise	<ul style="list-style-type: none"> • Sensitive Receptors • Noise Sources • Noise Mitigation 	
11. Safety	<ul style="list-style-type: none"> • Emergency Management • Emergency Response (including Police and Fire Services) • Disaster Preparedness • Wildfires • Seismic and Geologic Hazards • Flooding and Inundation 	<ul style="list-style-type: none"> • Drought • Severe Weather • Extreme Temperatures • Hazardous Materials • Airport Safety
12. Economic Development	<ul style="list-style-type: none"> • Culture and Place as Economic Drivers • Economic Diversification and Emerging Sectors • Innovation Economy and Talent Ecosystem 	<ul style="list-style-type: none"> • Strategic Land Use Planning and Real Estate Investment for Economic Growth • Fiscal Sustainability

Goals and Policies

The 2045 General Plan is built around a series of goals and policies in every Element and actions housed in the Implementation Plan to achieve the community’s vision for the future.

Goals and policies are defined as follows:

- A **goal** is a description of the general desired result that the City seeks to create through the implementation of its General Plan.
- A **policy** is a specific statement that guides decision making in pursuit of attaining a goal. The General Plan establishes policies that will be used by City staff, the Planning Commission, and City Council in deciding about City actions, such as in their review of development projects.

Relationship with the Strategic Plan

The City of Livermore’s 2045 General Plan and the Strategic Plan are closely aligned. The General Plan is the City’s leading policy document, while the City’s Strategic Plan guides the City’s work program. The Strategic Plan serves as an implementation framework that advances the long-term vision outlined in the 2045 General Plan.

The Strategic Plan is organized around five Community Pillars that are defined as building blocks that reflect the community’s values, and the City’s vision, mission, and organizational values. Each pillar identifies specific goals and objectives that will be implemented to uphold the pillar. The Community Pillars include:

1. **A Safe Community That Thrives.** Support facilities, design programs, and ensure compliance with regulations that create a healthy, resilient, and engaged community that is prepared, safe, and housed.
2. **Economy That Prospers.** Encourage a thriving business environment that results in a strong, diverse, resilient economy and supports community prosperity.
3. **Environmental Stewardship.** Preserve and protect Livermore’s climate and environment for future generations and become a municipal leader in sustainability, reducing and drawing down greenhouse gas emissions, and encouraging sustainable development.
4. **Inclusive & Inviting Spaces & Places.** Create inclusive and inviting natural and built places and spaces for contemplation, play, arts, and connection while celebrating our history and encouraging community pride.
5. **A City That Works.** Foster an organization that is fiscally sustainable, innovative, effective, and efficient; provides excellent public services; invests in professional development and well-being of employees in alignment with the Community and Organizational Values; and responsibly invests in the City’s infrastructure.

Figure I-4 Relationship Between General Plan and Strategic Plan: Implementing the 2045 General Plan

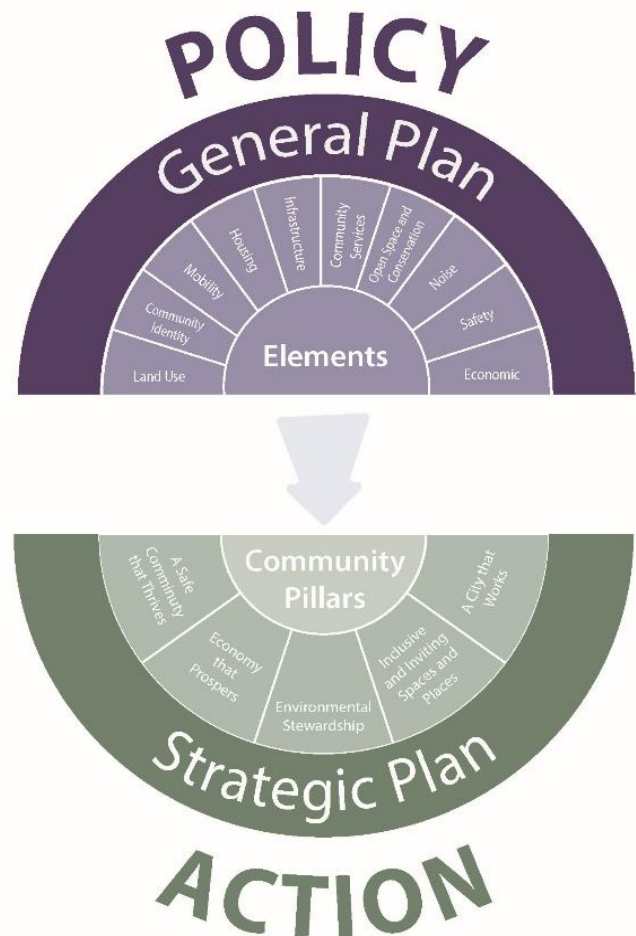


Figure I-4 shows the relationship between the General Plan Elements and the Strategic Plan. The goals and objectives under the Strategic Plan tend to be more specific and finite compared to the high-level policy direction included in the 2045 General Plan.

Long-range planning in Livermore does not end with the adoption of this document. To achieve the community's vision, decisions about development projects, capital improvements, subdivision maps, specific plans, and other plans and policies affecting land use, transportation, and the physical environment must be consistent with the 2045 General Plan.

Implementation Chapter

The City will work to implement actions that help achieve the goals and policies identified in each element. **Chapter 13, *Implementation***, includes all General Plan actions, organized by element. The implementation chapter describes the timing and responsible City department. The City Council has ultimate decision-making authority over which actions to prioritize during each Strategic Plan and budget cycle. The General Plan implementation chapter will be maintained and updated over time to keep it current and to reflect progress toward realizing the General Plan's vision.

In addition, as best practice, the City will track Key Performance Indicators (KPIs) to evaluate the need to adjust policies, land use designations, or other General Plan components as the General Plan is implemented over time. These KPIs are discussed in more detail in the implementation chapter and include the City's ability to provide adequate land for housing, a need to expand employment opportunities to better balance jobs and housing, revenues, and costs of infrastructure maintenance and City services.

Relationship with the Development Code and Other Plans

The General Plan establishes a broad vision and framework for economic growth, land use, sustainability, and resource conservation in Livermore and provides policies to manage development through 2045. In addition to the work program expressed in the citywide strategic plan, the General Plan is implemented through various planning documents, codes, and regulations. Each of the subsequent documents must be consistent with the General Plan.

Livermore's Development Code implements the General Plan Land Use Element and must be consistent with it. The Development Code establishes Livermore's Zoning Map, which specifies where certain land uses are allowed; provides development standards for new buildings; regulates height, lot coverage, lighting, and other features; outlines procedures for subdividing land; and specifies development review and permit procedures. In addition, the City uses Specific Plans to implement the goals of the General Plan in defined areas to achieve tailored outcomes and address unique development needs and physical attributes of different neighborhoods and districts. Finally, there are other key documents that implement the General Plan, including the Climate Action Plan, Tri-Valley Local Hazard Mitigation Plan, Active Transportation Plan, Mixed-Use and Multifamily Objective Design Standards, and the citywide Design Standards and Guidelines.

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Amending the General Plan

The 2045 General Plan establishes a broad and long-term framework to guide Livermore’s future, but change is often unpredictable and ongoing. Because of this, the City must regularly track progress toward the General Plan’s goals over the coming decades and make policy adjustments when necessary to stay aligned with shifting conditions. Amendments to the General Plan may be required to reflect changes in land use patterns, community priorities, or physical and economic circumstances in the region. Amendments to the General Plan follow a similar review and decision-making process as its adoption.



Community workshops were a key component of the General Plan Update process to ensure that the 2045 General Plan policy direction reflects community priorities.