

# Table of Contents

|                                       |    |
|---------------------------------------|----|
| Introduction and Overview .....       | 1  |
| Community Input .....                 | 5  |
| Growth Prospects and Land Demand..... | 19 |
| Development Trends .....              | 25 |
| Citywide Constraints .....            | 31 |
| Residential Opportunity Sites.....    | 35 |
| Opportunity Areas.....                | 39 |
| Next Steps .....                      | 57 |



# 1. Introduction and Overview

This Opportunities and Constraints Working Paper is the second step in the process of preparing a new General Plan for the City of Concord. This paper acts as a companion piece to the Concord General Plan Update Map Atlas, published concurrently. The Map Atlas provides baseline information in map form on existing conditions in the City. This Opportunities and Constraints Working Paper builds on the information presented in the Map Atlas and describes planning issues for the General Plan. In addition to map-related information, this report also briefly summarizes public input received to date, discusses current plans and programs for Concord, analyzes growth prospects, land needs, development trends, and identifies opportunity areas in the City where changes in future land use designations and infrastructure improvements may be appropriate to accommodate growth and housing needs.

This report will be used as a guiding document for:

- Preparing alternative land use plans – Sketch Plans – for the City that will be the next step in the General Plan Update Process;
- Formulating policies and implementing actions for the General Plan; and
- Creating the environmental setting portion of the Environmental Impact Report on the General Plan.

This overview of the paper highlights key findings and General Plan discussion options that will be considered by the Planning Commission.

## COMMUNITY INPUT

The General Plan Update public participation program includes stakeholder interviews, community forums/workshops, initial and follow-up meetings, newsletters, and a General Plan Update website. On April 29, 2003 the City conducted an initial Community Workshop at which 50 attendees identified community assets, concerns and visions. This community input will be considered as General Plan options are discussed and evaluated.

## CURRENT PLANS AND PROGRAMS

The City of Concord's current General Plan, adopted in 1994, provides the land use framework for the pattern of development in the City. Since 1994, the City has adopted additional plans and programs which require alterations to the current General Plan. Plans and reports that impact the General Plan Update process include the 2003 Housing Element Update, the Concord Economic Vitality Strategy, the Concord Redevelopment Agency Strategic Plan, and the Shaping Our Future (SOF) 2003 Draft Vision Plan.

The City of Concord 2003 Housing Element Update and resulting policies were integral to the decision to update the General Plan. The housing needs analysis undertaken for the Housing Element Update indicated that the City is nearly built out and little land remains for housing development. The Housing Element includes a program to meet the six-year housing needs (2000-2006); a more long-term perspective will be provided by this General Plan Update. Specific actions contained within the Housing Element Implementation program include:

- Identifying potential sites for reuse or rezoning;
- Rezoning for multi-family residential development;
- Promoting mixed-use development;
- Developing a multi-family infill housing strategy;
- Promoting diversity of housing types, including higher income housing on large lots;
- Encouraging market rate housing downtown;
- Promoting high quality design principles; and
- Achieving a jobs/housing balance.

The SOF project, an interjurisdictional effort involving Contra Costa County local governments and the Association of Bay Area Governments (ABAG), presents growth scenarios which impact land use policies contained within the City of Concord General Plan. In SOF's 2003 Draft Vision Plan, the City of Concord is envisioned to become a major regional center over the next 20 years. The SOF planning concept also envisions that the County's Urban Limit Line will be changed to coincide with Concord's city boundary

that encompasses the Concord Naval Weapon Station, which is identified by the SOF project as a potential urban growth area.

**GROWTH PROSPECTS AND LAND DEMAND**

This paper includes a detailed analysis of growth projections prepared by the Association of Bay Area Governments (ABAG). These projections reflect the ideas of the Shaping Our Future and Smart Growth/Regional Livability Footprint projects. With an emphasis on compact development, infill, mixed-use and open space preservation, ABAG expects a significant increase in the number of people who would be expected to live in Concord as well as the number of jobs in the City. According to ABAG’s *Projections 2003*, as summarized in Table 1-1, the growth prospects for Concord over the 2000-2025 time period could result in:

- 24 percent increase in number of households;
- 35 percent increase in employed residents; and
- 32 percent increase in number of jobs.

An increase in population and employment will increase demand for both residential and non-residential land. Using ABAG’s 2003 growth projections Concord’s General Plan may need to provide for up to:

- 1,800 acres of land for new residential development;
- 129 acres for new retail space; and
- 564 total additional acres for offices, business parks and other non-residential uses.

The actual amount of land that would be available for future development will be determined through this General Plan Update; the projections of future growth and associated urban land demand presented in this paper are simply intended to frame the discussion of opportunity areas and ways for the General Plan to support the City’s Economic Vitality Strategy and respond to housing needs and visioning concepts offered by residents.

**Table 1-1 ABAG Projections for Concord**

|                           | <i>Projections 2003 (P-2003)<br/>“Shaping Our Future”</i> |
|---------------------------|---|
| <b>Households</b>         |   |
| 2000                      | 44,972  |
| 2025                      | 56,140  |
| Increase: 2000 to 2025    | 11,168  |
| <b>Employed Residents</b> |   |
| 2000                      | 68,412  |
| 2025                      | 92,720  |
| Increase: 2000 to 2025    | 24,308  |
| <b>Jobs</b>               |   |
| 2000                      | 63,060  |
| 2025                      | 83,410  |
| Increase: 2000 to 2025    | 20,350  |

*Source: Association of Bay Area Governments*

**DEVELOPMENT TRENDS**

The City has experienced substantial residential and non-residential development since the 1994 General Plan was adopted and little vacant land remains. As of July 1, 2003, 37 non-residential development projects were under construction, approved for construction or proposed in the City. Details are tabulated and maps of project locations are presented so the General Plan Update can support their emerging land use patterns.

**CITYWIDE CONSTRAINTS**

The Map Atlas presents existing conditions and constraints that will influence future development in the City of Concord. These maps document the nature of the supply of developable land in the City and frame choices for the long-term physical development of the City. Citywide constraints highlighted in this report include biological resources, earthquake-related hazards and public infrastructure systems.

## OPPORTUNITY AREAS

With few “greenfield” development sites remaining in Concord, growth in the City will need to be focused on redeveloped properties and infill sites. Infill areas within Concord that can best accommodate new development are identified as Opportunity Areas. These areas were identified based on current General Plan designations and an analysis of current land use – the intensity of development as well as the ratio of building improvement values to land values.

The Opportunity Areas are located in North Concord, Central Concord, Monument Boulevard Corridor, Clayton Road Corridor and the Concord Naval Weapon Station. The presentation for each area in this paper briefly describes current General Plan land use designations, opportunities for new uses, and constraints on development and offers General Plan options for discussion.

Each Opportunity Area presents its own unique opportunities and constraints. However, certain conditions and characteristics are common for many of the areas, such as:

- Access to freeways and major arterial roads;
- Proximity to downtown and other activity centers;
- Availability of vacant land or underutilized properties suitable for redevelopment;
- Proximity to parks and other recreational amenities;
- Proximity to a BART station;
- Established commercial nodes with pedestrian friendly amenities; or
- Established nearby residential neighborhoods providing a retail commercial base.

Similarly, Opportunity Areas face some familiar constraints on development or redevelopment. Among the more common constraints are:

- Environmental contamination related to hazardous materials;

- Lack of retail, services and other amenities that could serve new residents or office employees;
- Old industrial uses;
- Building height and safety issues related to Buchanan Airport flight paths;
- Access and circulation problems;
- Small parcels with multiple owners;
- Auto-oriented environment with limited pedestrian amenities; and
- Potential increase in traffic from development intensification.

In this General Plan Update the City of Concord can establish the framework to capitalize on opportunities in these areas and overcome their development constraints. The General Plan Options presented in this paper include (but are not limited to): the improvement of local street and pedestrian paths, changes to land use/density designations (particularly mixed-use), the identification of specific redevelopment sites for special treatment or assistance, the adoption of design standards, the establishment of retail corridor revitalization programs, the study of potential redevelopment sites and the targeting of park, recreation and community facility investments.

## NEXT STEPS

This report and the follow-up discussion with the Planning Commission are intended to guide work on the Sketch Plans – the next phase of the General Plan Update. Public comments on the paper’s discussion questions also will be considered by the Commission and the planning team. Several key issues have been identified in this report and will need to be addressed in the Sketch Plan land use alternatives. These issues include questions about where and how Concord will grow, determining the ultimate Urban Limit Line for planned development and updating the Plan’s policies and land use categories to take advantage of the opportunities for growth and housing development identified in this paper.



## 2. Community Input

Community input is an important part of the General Plan Update process. The public participation process will include listening to concerns and soliciting ideas that could be incorporated into the new General Plan for Concord. An effective public participation program will establish confidence in the planning process, ensure that Plan policies have broad-based understanding and support, and reflect the interests and needs of the community. Successful Plan-making requires a collaborative approach between the general public, City staff, the Planning Commission and the City Council, who ultimately will be the decision-makers.

- The General Plan Update public participation program will fulfill the following three broad purposes:
- Inform residents and the business community about the Plan process;
- Engage the community in review and affirmation of existing policies, solicit new ideas for the Plan, and Plan preparation; and
- Provide feedback and response to comments.

The public participation process will provide a means of expression to both established groups that are comfortable with the traditional decision-making process and individuals and groups who do not normally participate in this process. It also will serve as an educational forum, providing an understanding of the inter-relationship between Plan issues, and their implications for Concord residents and businesses. The success of the General Plan Update will depend in large measure on how well it takes into account the public's views about growth, economic development, parks, open space, transportation other community issues, and how well it addresses those issues identified as most critical to the future of the community.

The public participation effort for the General Plan Update will be coordinated with outreach efforts being undertaken concurrently for the Zoning Ordinance Update. These two efforts will include a multifaceted approach to ensure adequate outreach to those in the community who might not normally participate in the planning process. The key elements are:

- Key stakeholder interviews at the outset of the process; and
- Community forums/workshops at critical stages in the planning process.
- **Initial Meetings:** to be conducted in preparation of the analysis of issues, in order to understand and acknowledge community concerns about the General Plan and Zoning; and
- **Follow-up Meetings:** to be conducted prior to preparation of the draft General Plan, in order to obtain community feedback on alternative land use concepts ("sketch plans") and new policies that are being considered.
- Newsletters; and
- Information on the City's General Plan Update Website.

As part of the initial outreach for the General Plan Update, the City hosted a Community Workshop on April 29, 2003. This was the kick-off event for the General Plan Update process, and approximately 50 people attended it. The workshop was organized to encourage broad public input through small group discussions. The idea was to allow participants to address General Plan Update issues and opportunities in an informal setting. The format was similar to an earlier meeting hosted by the City on the Zoning Ordinance Update.

After a brief presentation describing Concord's current General Plan and the Update process, workshop attendees divided into small groups for roundtable discussions. All of those participating in this process were asked to address the following questions:

- What do you like and dislike about Concord?
- What about Concord makes you proud?
- What are the greatest threats to the quality of life in Concord?
- Where and how can new housing and new jobs be accommodated in Concord?
- What is your vision of Concord in the year 2025?
- What do you think should be a priority for the General Plan Update?

A summary of key issues and concerns raised by those attending the April 29 Community Workshop follows; additional information on the workshop, including quotes from participants, is on the City's General Plan Update website: [www.cityofconcord.org](http://www.cityofconcord.org).

### COMMUNITY ASSETS

According to workshop attendees, Concord's community assets include housing affordability, quiet neighborhoods with distinctive character, a strong sense of community, a diverse population, convenient shopping, broad choice in employment and entertainment, a family atmosphere with good recreational activities, job opportunities close to where people live, and a location close to "all the good things in life!" Concord is seen by many as a comfortable place for people to live and work. Good transportation access also was mentioned by many as a community asset, including not only access to BART, but also good pedestrian and bike facilities.

On the subject of City government, a number of participants were complimentary, noting that City staff is eager to work with homeowner groups, and that the City Council is working with schools, that parks are well maintained, and that it is relatively easy to get a permit processed in comparison with other jurisdictions in the County.

Lastly, the open spaces around the City, access to Mt. Diablo, and the park system, Pixie Playland, Camp Concord, and Lime Ridge are all highly valued community assets.

### VISIONS FOR THE FUTURE

Those attending the Community Workshop offered several visions for the future that provided the first step to help shape work on the new General Plan. It should be noted that some of these visions conflict and others are not necessarily consistent with the City's Economic Vitality Strategy or the 2003 Housing Element Update.

As in any community planning process, visioning is an important first step in that it enables people to start thinking about the future – about opportunities that should be explored as well as constraints that will need to be overcome. Where there are conflicts, a balance will need to be achieved involving choices between competing objectives. The visions described by residents participating in this initial meeting have been organized into logical topics, as follows:

#### *Growth and Community Character*

- Growth that does not adversely affect the 'Quality of Life'.

The City avoids large commercial developments.

The City does not accept growth projections set by others, but determines its own future.

#### *Neighborhood and Residential Land Use*

- The City strikes a balance between over-development and under-development, so current residents' children can live here in the future.
- Neighborhood mixed-use is encouraged, but the quality of neighborhoods is maintained.
- Housing around BART is improved.

#### *Downtown and Commercial Areas*

- Concord continues to have a vibrant Downtown with free parking.
- The Park N' Shop site is redeveloped with a mix of uses.
- The Bel Air, Holbrook, Estates, and several Lucky's shopping centers are improved.
- North Concord (the Bates Avenue area) office development is expanded.
- More housing is built Downtown and in existing commercial areas.

#### *Jobs and Employment*

- The City should set a goal to have fifty percent of residents work in Concord.
- There is more training so residents can get access to jobs, particularly entry-level.

#### *Transportation*

- Traffic impacts, particularly cut-through traffic in the neighborhood, are minimized.
- Transportation facilities are improved.
- Land use planning keeps up with traffic generation.

*Concord Naval Weapons Station*

- An open space corridor is created through the Concord Naval Weapons Station, linking the Suisun Bay to Mt. Diablo.
- New transportation facilities through the Concord Naval Weapons Station that provide traffic relief.
- Jobs are provided along transportation corridors at the Concord Naval Weapons Station.
- Sensitively planned development occurs adjacent to existing neighborhoods.

*Community Facilities and Services*

- A unified school district is created.
- The library system is improved.
- There is more local control of schools.
- Attention to crime prevention makes neighborhoods safer.

*Environmental Conservation*

- Loss of Heritage Trees (particularly street trees) is halted.
- Open space is protected around the City.
- New trees are planted.



### 3. Current Plans and Programs

The following descriptions of recent planning efforts provide a contextual summary of programs, strategies and site-specific plans that have been set forth in the City of Concord.

#### **CURRENT GENERAL PLAN**

The City's current General Plan was adopted in 1994. The Plan includes six Elements: Land Use; Growth Management; Transportation/Circulation; Public Services; Parks, Recreation and Open Space; and Public Health and Safety. The Plan provides land use framework for the pattern of development within the City. The Plan's purpose is "to implement the goals and policies to shape Concord's future as it enters the twenty-first century. The Plan will guide decisions on future growth, development and the conservation of resources."

The General Plan presents a vision statement that represents what the community "believes Concord can be" and a mission statement that represents what the community "believes we can do to move towards our vision."

The vision statement is: "Concord is here for all its people – a harmonious place to live, work and play."

The mission statement of the plan is: "To guide the development of an orderly, safe, and enriching community as follows:

- Direct and guide future development;
- Conserve and enhance existing development;
- Encourage a wide spectrum of housing opportunities;
- Foster business development;
- Encourage mutual participation to implement the General Plan – public/public and public/private;
- Provide the basis for neighborhood planning, which includes the values and concerns of residents;
- Assure the necessary infrastructure to serve existing and future development; and

- Work with neighboring jurisdictions to manage growth and resolve regional and subregional issues."

The 1994 General Plan includes a broad array of land use objectives and policies as well as specific development standards. A number of provisions, such as the objectives and policies regarding neighborhood character and the mitigation of development impacts, may still be applicable to the current state of the City, while other policies may need to be updated in order to reflect new planning ideas that have emerged. Chapter 8, Opportunity Areas, includes some General Plan policy options for specific areas where changes in future land use designations may be appropriate.

The Plan's treatment of focused planning areas is inconsistent. The Newhall Ranch Area Plan dating from 1976 was adopted by reference, and several other area plans that predated the General Plan were not incorporated in the Plan itself. Furthermore, regulations from some Specific Plans predating the General Plan have been incorporated into the Zoning Ordinance as overlay districts. A better approach may be needed to facilitate planning efforts in specific areas.

#### ***Land Use Classifications***

The General Plan establishes a straight-forward set of land use classifications and intensity/density standards. The Plan also has many geographically-specific policies and standards. A generalized summary of the building intensity intended for each land use category is presented in **Table 3-1**. These standards are at times too specific and at other times too general for the existing conditions in Concord and may need to be reinvestigated as the General Plan Update is completed. Also, the classifications themselves may be too broad to accurately represent land uses in a manner that meets the City's planning objectives. Finally, new classifications may be needed to ensure consistency with the recently completed Housing Element Update and provide for new housing and mixed-use development.

INSERT CURRENT GENERAL PLAN MAP HERE

**Table 3-1 Existing Land Use Classifications**

| <i>Land Use</i>                   | <i>Building Intensity</i>                            |
|-----------------------------------|--|
| Rural Residential                 | 0.1 to 2.5 units per acre                            |
| Low Density Residential           | 2.5 to 10 units per acre                             |
| Medium Density Residential        | 10 to 24 units per acre                              |
| High Density Residential          | 24 to 100 units per acre                             |
| Central Area Multiple Use         | 10 to 43 units per acre,<br>Max 4.0 FAR*             |
| Neighborhood/Community Commercial | 0.2 to 0.5 FAR                                       |
| Community Office                  | 0.15 to 0.5 FAR                                      |
| Regional Office                   | Max 4.0 FAR,<br>5.0 adjacent to downtown BART        |
| Industrial/Business Park          | Max 0.6 FAR for warehouse,<br>Max 0.3 for other uses |
| Heavy Industry                    | Max 0.6 FAR  |
| Public/Quasi-public               | Max 0.35 FAR   |
| Wetland/Resource Conservation     | Max 0.01 FAR   |
| Parks                             | Max 0.2 FAR  |
| Naval Weapons Station             | Max 0.1 FAR  |

\* FAR: a building's floor to site area ratio.

***Land Use Compatibility***

Preserving and enhancing existing residential neighborhoods and ensuring compatibility of new development with existing uses are key objectives of the General Plan. The Plan also encourages the infill of vacant and underutilized properties. Existing General Plan policies that specifically serve to enhance compatibility include:

- Ensuring that the scale of new development is complementary to the scale of its surroundings;
- Using landscaping and/or increased setbacks as a buffer between residential and more intensive land uses;
- Encouraging resident-serving office uses close to residential neighborhoods;
- Adopting design guidelines for new residential development and remodeling to ensure compatibility with the existing neighborhood pattern;
- Using compatibility criteria in considering increases in residential density; and
- Reviewing land uses permitted in each zoning district for compatibility.

The General Plan Update provides an opportunity to ensure that Plan policies adequately address compatibility through development standards and performance criteria, rather than discretionary guidelines requiring case-by-case interpretation.

***2003 Housing Element Update***

The recently updated Housing Element calls for a number of revisions to the City's land use regulations to implement the City's housing goals. The analysis of housing needs in the Housing Element indicates that the City is nearly built out with a limited number of sites for new housing (see discussion in Chapter 7 of this paper). As a consequence, it will be important in this General Plan Update to take a careful look at areas that will change and could accommodate growth over the long-term and determine whether any of these areas could provide for additional housing beyond the Housing Element time frame (2000 to 2006).

The City incorporated additional changes to the Housing Element in response to the State Department of Housing and Community Development's comments on the Element. These include introducing minimum density standards, revising parking standards, promoting mixed-income housing in the Downtown redevelopment area, facilitating infill residential

development, revising Planned District review procedures to remove redundancy and ensure an efficient process, and changing zoning and subdivision regulations to promote the development of smaller single family detached units and other housing types that would expand opportunities for home ownership.

The City has also identified a number of other possible revisions that will require analysis during the Zoning Code Update, including changes in zoning standards to encourage transit-oriented and mixed-use development and to promote the development of duplexes and second units, a number of which have already been done.

More specifically, the Housing Element Implementation Program included the following actions, which will have a direct bearing on the General Plan Update;

*Program 1.1a: Identify Potential Sites for Reuse or Rezoning*

The objective of this program will be to ensure an adequate supply of land for residential development to accommodate the City's fair-share housing need both now and in the future, utilizing the Zoning Ordinance Update and General Plan Update as an opportunity to identify potential sites for reuse or rezoning to residential or mixed-use designations, focusing in particular on 'study zones,' surplus institutional sites, and older, underutilized commercial sites. Following adoption of a new General Plan, the City will initiate the rezoning of individual 'study zones,' surplus institutional sites and underutilized commercial sites, to enable residential development at anticipated densities.

*Program 1.4c: Rezoning for Multi-Family Residential Development*

As part of the General Plan Update, the City will identify potential sites for rezoning to multi-family residential to increase the City's inventory of higher-density residential development sites. Candidate sites will include vacant and underutilized sites not currently designated for residential use; lower density residential sites that could be increased in density; and potential mixed-use sites.

*Program 1.4e: Mixed-Use Development*

The City will promote mixed-use development where housing is located in close proximity to urban services, shopping and/or public transportation by:

- Preparing development criteria to be used for mixed-use projects incorporating residential uses over ground-floor retail and identify candidate sites for such projects;

- Providing incentives such as density bonuses and increases in commercial floor area ratios when mixed-use development integrates an affordable housing component; and
- Identifying candidate sites where higher density residential development might be feasible and appropriate.

*Program 1.4g: Multi-family Infill Housing Programs*

Following adoption of the 2003 Housing Element Update, the City will develop a comprehensive strategy to facilitate infill residential development that provides affordable (work force) housing and/or housing for special needs populations. The strategy will include:

- Preparing an Infill Housing Primer to provide a broad overview on all types of infill housing development, including illustrations of infill projects;
- Evaluate the potential of all existing vacant and underutilized parcels for the development of multi-family housing;
- Evaluating the potential for a tiered density bonus program based on lot size to encourage consolidation of small lots for multi-family development;
- Establishing design guidelines to ensure infill development is compatible with surrounding uses and to reduce potential opposition and encourage developers to work with the community to ensure compatibility; and
- Establishing alternatives to density standards (e.g. floor area ratio standards, lot coverage standards and/or other design standards) to increase the amount of new housing.

*Program 1.7a: Lower Density Designations and Preservation of Large Lots*

The City will promote a diversity of housing types by providing a wide range of zoning categories and densities, including adequate sites to facilitate the development of higher-income housing on large lots.

*Program 1.7c: Market Rate Housing Downtown*

The City will encourage production of ownership and rental housing in the Downtown that is attractive and affordable to moderate and above-moderate income households.

*Program 1.7d: Design Principles*

While striving to achieve higher densities to support affordability goals, the City also will need to ensure that the design and quality of new housing developments ‘fit in’ with their neighborhood context and contribute to an overall enhancement and upgrading of their neighborhood environment. The City will strive to achieve ‘beautiful density’ and protect and enhance existing community character (architecture, site planning, amenities).

*Program 2.2g: Jobs/Housing Balance*

The City will promote a higher quality of life for all Concord residents by striving to achieve a balance between jobs and housing, including a balance between the types and pay structures of local jobs and the types and costs of local housing choices. Achieving a jobs/housing balance will help reduce traffic and its associated environmental impacts while strengthening the community by allowing people to spend less time commuting and more time participating in community activities.

In addition to the Housing Element, both the Land Use and Growth Management Elements include housing-related policies that can be supported by appropriate development regulations.

The existing General Plan promotes medium-density and high-density development near mass transit. Establishing more specific policies and standards with clear direction for a transit-oriented development (TOD) overlay district could help to implement such objectives. These districts could include several strategies, such as higher FAR’s, a mix of uses proximate to rail stations, pedestrian-oriented development with minimal setbacks, active ground floor uses and public amenities.

As the City considers how to formulate appropriate General Plan polices and zoning for transit-oriented development (TOD), it will be important to keep in mind the following six key characteristics that typify TOD:

- **Compact Land Development.** The fronts of buildings come right up to the street; parking is located on the side or rear, or there is no parking;
- **Mixed-use.** A variety and mix of activities located near stations to promote vitality and to create a sense of place;
- **Pedestrian Environment.** Attractive, pedestrian-friendly streets and buildings that are at a pedestrian scale and make people feel comfortable walking. Views into and from buildings (“eyes on the street”) that help create a feeling of safety;

- **Public Amenities.** Awnings, shelters, benches, good lighting, and similar features to provide comfort and safety;
- **Parking Management.** Careful management of parking supply and demand encourages transit use and walking while limiting auto use; and
- **Pedestrian and Bicycle Network.** The TOD is linked to other areas of the City by a complete network of walking and biking paths, and a transportation system that allows for easy transfers between light rail and buses.

The General Plan’s approach to TOD could include policies, design guidelines, implementation programs and direction for new zoning, including regulations that address building scale, intensity of uses, pedestrian orientation, vehicle accommodation, landscaping, and screening. Details on specific zoning standards will be addressed during the Zoning Ordinance Update that is being undertaken concurrently. This work also will be coordinated with guidance from the Contra Costa Transportation Authority on how to implement new State legislation (SB 1636, Figueroa) that allows for creation of “Infill Opportunity Zones” around rail transit stations and along transit corridors.

### **ECONOMIC VITALITY STRATEGY**

The City of Concord’s Economic Vitality Strategy is a tool for guiding policy considerations that will inform Concord’s future growth. The ability of the City to grow, develop, and provide service goods and services to its residents depends, in large measure, on the strength of the local economy. Economic development programs support business growth and development, which will result in increased employment, expansion of downtown office users, and a growing mix of retail shopping and dining opportunities. Economic development programs are focused in the areas of business retention, expansion, and attraction. By capturing Concord’s share of regional job growth and capital investment, the Concord Redevelopment Agency removes blighting influences from downtown and encourages the development of a thriving community. The purpose of the Economic Vitality Strategy is to continue the City’s proactive role in attracting and retaining businesses, reflecting the importance of Central Concord as a regional office, shopping destination, and as an emerging center for technology enterprise.

The approach of the strategy focuses on the provision of effective and efficient local government services, in tandem with efforts to support the local economy’s adaptation to changing conditions. Concord’s ability to thrive will be measured by the improved prosperity of its residents, businesses and employees.

**Local Assets and Environment**

Concord has gained a reputation for providing businesses and families with the key elements they require for success and fulfillment. Over the past twenty years, the City has attracted firms by providing ideal conditions for resident firms to expand and prosper, and has become a major job and retail center in Contra Costa County. A commitment to families and community has fostered a high quality of life in Concord: its residential communities boast abundant recreation and entertainment opportunities, thus creating a foundation for involved and content residents.

**Program Objectives**

Concord’s Economic Vitality Strategy was developed as an action-and-results tool created at the direction of the City in conjunction with local business and community leaders. The Strategy states (as adopted in July 1997 and updated in 2002), that the following comprise its main objectives:

1. **Retain, expand, develop and attract businesses.** In strengthening the positive business climate of Concord an annual business survey, City customer service program, and a local business newsletter will be implemented. Attracting growth industries with the help of an Action Plan and marketing program for advanced technology clusters (especially those that require high skills and pay high wages) is a priority for Concord. In its use of the following strategies, Concord will foster a climate for new development via a Contra Costa “Software Business Incubator Program,” a City letter writing campaign to be sent to every new business in Concord, and a marketing program to target industries;
2. **Maintain and expand sales tax and transient occupancy tax revenue.** In order to retain existing Concord businesses, the City will provide assistance with expansion efforts in the form of goodwill visits on behalf of the City, the implementation of a business recognition program, and participation in business events and community building activities. The promotion of supplier-customer linkages, a tourism marketing plan and a retail-marketing program will broaden Concord’s retail base and be instrumental in business attraction;
3. **Revitalize Concord’s downtown business district.** Improving the quality and mix of uses in the Downtown is integral to Concord’s economic well-being. By encouraging business growth, development and investment, Concord can pursue a vision of in-town living, at the heart of the Redevelopment Agency’s Strategic Plan. Promoting patron, employee and resident satisfaction can be achieved through the Downtown’s mix of businesses, services, safety, cleanliness and accessibility. A

downtown foot patrol program, as well as proper maintenance, parking and traffic controls will aid in providing security to Downtown, while a Downtown business and property owner’s association could sponsor annual events celebrating the social and cultural values that are important to the community;

4. **Enhance educational, school-to-career training and workforce development opportunities.** Continuing to foster home-based local businesses is key to Concord’s diverse workforce environment. The development of an information and referral system (also via a City-sponsored website) regarding business planning, management, demographics, and economic trends could have a positive impact upon small businesses. Educational seminars designed to assist the business community by participating in partnerships between educational institutions, local businesses and public and private agencies will enhance learning opportunities, expand employment and promote business retention; and
5. **Enhance Concord’s quality of life.** The promotion of Concord’s quality of life through a comprehensive community support strategy will be directed toward Concord’s businesses and residents. Maintaining and expanding City programs that improve the quality of life will be integral to business retention.

**Program Results**

Concord’s Economic Vitality program has produced both physical (built) and concrete statistical results, many of which have received public recognition:

- The facilitation of job development (1,715 new jobs in Concord between 1999-2002) through business expansion and retention. (Examples include: BEI Systron Donner, Cerus Corporation, Seatel Inc., Biznet, El Tegra, Old Navy, Expo Design Center, IT Corporation, and BMW.)
- Redevelopment efforts, such as the completed Brenden Theatre in Downtown Concord, Downtown and BART streetscape improvement projects, the two annexations in North Concord, a 260 unit multi-family housing development on Galindo Street and the Todos Santos public parking structure.
- Received a recognition and first place award by the Contra Costa Economic Partnership for having the best permit center in Contra Costa County.

### ***Economic Development Action Plan***

An Economic Development Action plan was simultaneously adopted in conjunction with the Economic Vitality Strategy. As part of the Vitality Strategy’s objective to “Retain, Expand, Develop and Attract Business,” an Action Plan that would use economic development tools and resources was developed to meet the needs of Concord’s target markets.

The approved Action Plan consists of three elements:

- Identification of strategic business clusters, which are based on an *Economic Profile* of the City that are forecasted to grow in the future and have a significant impact on Concord’s entire economy;
- Specific actions by which staff will identify the needs of these business clusters; and
- Provision of a framework for addressing the needs identified above.

### **REDEVELOPMENT AGENCY PLANS**

The Concord Redevelopment Agency has produced plans that aim to achieve growth management and strategic urban development goals. The guiding strategies of the Concord Redevelopment Plan focus on strengthening the City by using the City’s redevelopment powers to redevelop underutilized uses at highly visible and strategic locations, attracting and retaining businesses, supporting Concord’s strong retail base, continuing to take advantage of development activities as they arise in the Redevelopment Area, and playing a lead role in the provision of alternatives to automobile dependence.

### ***Concord Redevelopment Strategy and Implementation Action Plan***

The purpose of the Concord Redevelopment Strategy and Implementation Action Plan is to set forth a vision, with goals and objectives for Downtown development. The Strategic Plan draws a clear link between past accomplishments, present conditions, desired future redevelopment decisions and focus activity. The implementation component of the plan is to provide a strategic guide for realizing these approaches, identifying catalyst projects, specifications and timing for carrying out the strategy recommendations.

The preferred vision and guiding principles for the Concord Redevelopment Area value Concord’s opportunity to be a “premier community to live, work, and do business.” It also states that Concord could provide a setting for “in-town living and state-of-the-art business enterprise as well as services and activities for residents of all ages.” Geographically, the

Concord Redevelopment Area is divided into the following districts and a one overlay district:

- **Todos Santos/ BART Town Center** is located in Downtown Concord. An active area with retail and office uses, this area could benefit from intensification and enhancement of its pedestrian-friendly environment;
- **In-Town Mixed-use District** is located west of Downtown and east of Highway 242 with a mix of residential, retail and office uses. The Redevelopment Strategy targets this area for additional mixed-use development;
- **Campus Business District** is located in the triangle west of Downtown, bounded by I-680, Concord Avenue and State Route 242. The Redevelopment Strategy envisions new office development in a campus-like environment: and
- **Retail/Entertainment Overlay District** is intended to strengthen the other districts and integrate retail/entertainment uses in the Redevelopment Area, focusing on retail centers (e.g. Willows Shopping Center) and linkages between them, as well as opportunities at Park and Shop and the Todos Santos District.



*The Park & Shop Center is a catalyst site for the Central Concord Redevelopment Strategy. A pedestrian retail link is envisioned between the Center and Todos Santos Plaza.*

INSERT SHAPING OUR FUTURE MAP

## SHAPING OUR FUTURE

Shaping Our Future (SOF) is an interjurisdictional effort initiated by cities in the County, working with Contra Costa County and the Association of Bay Area Governments (ABAG) as a collaborative regional planning project. The idea is to assist Contra Costa residents and local officials in making decisions about how they want to manage growth wisely during the next 30 years. Launched in 2002, the SOF project has been developing a community-oriented vision that embodies proposals from community leaders, citizens, elected officials, business leaders, and local planning and transportation experts. Many of these are directly relevant to the issues being addressed by this General Plan Update.

The City of Concord has actively participated in the SOF project and has provided maps and information on development opportunities within the City. These have been incorporated into *Projections 2003* – the population and employment projections for cities and unincorporated areas that have recently been approved and released by ABAG. These projections are presented in the following chapter of this paper, which addresses growth prospects and land demand.

The “2003 Draft Vision Plan,” presents ‘Shaping Our Futures’ primary areas of focus, which are:

- Using land more efficiently;
- Preserving the integrity of many existing neighborhoods;
- Reducing traffic congestion in key areas;
- Developing transit strategies and funding sources;
- Redeveloping business districts that may be underutilized or blighted; and
- Preserving open spaces and hillsides.

Data compiled from community workshops revealed a consensus regarding where development should occur over time. Citizen and stakeholder participation resulted in preliminary “consensus maps” demonstrating that Contra Costa residents feel strongly about accommodating growth in specific areas within an Urban Limit Line and protecting much of the open space and agricultural lands beyond it. A “DRAFT Vision” of a 20-year growth scenario has been incrementally incorporated into the plan, in tandem with transportation modeling and a land use pattern.

In the SOF project, Concord is envisioned to become a major regional center over the next 20 years. To achieve this vision, Concord’s downtown will need continued reinvestment, and its General Plan, zoning and redevelopment activities should all support this objective. The SOF planning concept also envisions that the County’s Urban Limit Line will be changed to coincide with Concord’s City Boundary that encompasses the Concord Naval Weapon Station, which is identified by SOF for potential redevelopment. Of the many opinions gathered in the community planning process for Shaping Our Future, the following key concepts are stated in the “DRAFT 2003 Vision Summary” as part of the program’s vision:

1. Valued open space, mountain views, parks, trails, and other legacies will be preserved—protection of additional open space will coincide with existing local plan and efforts;
2. Reinvestment and character preservation will help to improve existing urban areas while protecting stable neighborhoods;
3. Mixed-use development will bring employment, shops, services and entertainment close to residential areas and encourage access by walking, biking, and transit;
4. Multi-modal-streets will increase the capacity of the transportation system to move people and will result in more active corridors that are attractive to a variety of land uses and can serve as a catalyst for economic development throughout the region; and
5. Interconnected and diverse transportation options will improve the convenience and accessibility of rapid transit.

### **Major Elements and Implementation**

Two key elements outlined by Shaping Our Future - important factors that can work together in molding a strong, viable, livable community - have implications for the City’s General Plan update. These include the following concepts:

- How to accommodate housing and jobs in a way that reflects community values and promotes diversity; and
- How to develop policies that reflect the interconnectedness of communities within the County and the value of open spaces, transportation, and coordinated land use patterns.

One of the challenges that Shaping Our Future faces involves implementing the program's vision in Contra Costa County. A Draft "Compact" has been proposed, including 16 policies that would require cooperation and coordination among jurisdictions in the County. More specifically, these policies call for the coordination of local general plans, consistent agreement on the location of Urban Limit Lines, coordination of open space protection, and transportation investments and housing plans. In addition, proposals for county-wide coordination of economic development, a Contra Costa trust fund for affordable housing projects, and a unified approach to growth management also are included in the Draft Compact. The Draft Compact is currently under review.<sup>1</sup>

---

<sup>1</sup> Additional information is in the SOF June 2003 Report and on the SOF website ([www.shapingourfuture.org](http://www.shapingourfuture.org)).

## 4. Growth Prospects and Land Demand

This chapter focuses on growth prospects for Concord and the amount of land needed to accommodate projected development over the 20-year planning horizon. Projections of the Association of Bay Area Governments (ABAG), including recent revisions reflecting ideas that emerged from the Shaping Our Future Project, are used as a starting point; retail sales, trends and prospects also are analyzed to provide a perspective on the need for new retail space. Also, this analysis has been informed by the City’s Economic Vitality Strategy and the business clusters on which it is focused.

The analysis of growth prospects in this chapter will help in providing a framework for preparing sketch plan alternatives and ultimately the General Plan Land Use Diagram.

### GROWTH PROJECTIONS AND LAND NEEDS

To understand the planning context within which the General Plan will be updated, it makes sense to start with regional growth projections and the resulting land demand associated with them. The objective of this analysis is to understand and assess what a reasonable 20-year baseline for projected land development would be for housing, retail space, offices, commercial and industrial development, schools and parks. These planning assumptions then would be a reference point for subsequent review of Opportunity Sites within the City and, if sufficient land is not available within the existing urban area, as delineated by the current General Plan, to evaluate opportunities for urban expansion outside the built urban area. Understanding factors affecting employment growth and population growth is critical in any General Plan Update. Baseline projections, while they may build on historic trends, should also recognize potential changes in the Bay Area economy and the attractiveness of Concord as a place to live and work, as well as incorporate the City’s Economic Vitality Strategy. Projections need to be realistic starting points; while policies can be adopted to address potentially undesirable outcomes, the foundation for analysis of growth prospects needs to be one that everyone recognizes as a baseline.

#### Population and Housing Projections

Recently, as part of the Smart Growth/Regional Livability Footprint Project, ABAG made significant changes in the way they approach long-range forecasting. The results, presented

in *Projections 2003*, also reflect the ideas of Contra Costa County’s Shaping Our Future project, with its emphasis on compact development, infill, mixed-use and preservation of open space. Growth in areas well-served by transit also is favored over growth at the urban fringe and development on agricultural lands.

For Concord, these projections mean a significant increase in the number of people who would be expected to live in Concord, and a significant increase in the number of jobs in the City. This change occurs due to a shift in projected development from the East County to the Central County. The household growth rate would rise to 0.89 percent per year, and the number of new households that would need to be accommodated over the 2000 to 2025 planning period increases from 6,878 to 11,168, a 62 percent increase. By contrast, only 6.4 percent more new jobs are projected for Concord for this same planning period. The specific projections for households, employed residents and jobs to 2025 for *Projections 2003* and the differences between these projections and *Projections 2002* are shown in Table 4-1.

**Table 4-1 ABAG Projections 2003 for Concord**

|                           | <i>Projections P-2002<br/>("Trends")</i> | <i>Projections P-2003<br/>("Shaping Our Future")</i> | <i>% Change</i> |
|---------------------------|--|--|-----------------|
| <b>Households</b>         |  |  |                 |
| 2000                      | 44,972                                   | 44,972   |                 |
| 2025                      | 51,850                                   | 56,140   | 8.3%            |
| Increase: 2000 to 2025    | 6,878                                    | 11,168   | 62.4%           |
| <i>Percent Increase</i>   | 13%                                      | 20%  |                 |
| <b>Employed Residents</b> |  |  |                 |
| 2000                      | 68,412                                   | 68,412   |                 |
| 2025                      | 85,300                                   | 92,720   | 8.7%            |
| Increase: 2000 to 2025    | 16,888                                   | 24,308   | 43.9%           |
| <i>Percent Increase</i>   | 20%                                      | 26%  |                 |
| <b>Jobs</b>               |  |  |                 |
| 2000                      | 63,060                                   | 63,060   |                 |
| 2025                      | 82,190                                   | 83,410   | 1.5%            |
| Increase: 2000 to 2025    | 19,130                                   | 20,350   | 6.4%            |
| <i>Percent Increase</i>   | 23%                                      | 24%  |                 |

Source: Association of Bay Area Governments

**Table 4-2 Estimated 25-Year Residential Land Demand For Concord under ABAG’s Alternative Growth Projections**

|  | ABAG P-2002<br>("Trends") | ABAG P-2003<br>("Shaping Our Future") |
|--|---------------------------|---------------------------------------|
| <b>Residential</b>   |                           |                                       |
| 2025 Household Population  | 139,995                   | 151,578                               |
| # of Households (average size = 2.70 persons)  | 51,850                    | 56,140                                |
| Housing Units Needed by 2025 (5% vacancy)  | 54,579                    | 59,095                                |
| 2000 Housing Units   | 45,083                    | 45,083                                |
| Housing Units Demand (2025 minus 2000)   | 9,496                     | 14,012                                |
| • Acres Needed for Low Density   | 1,002 <sup>1</sup>        | 1,404 <sup>2</sup>                    |
| • Acres for Medium-High Density  | 380 <sup>1</sup>          | 224 <sup>2</sup>                      |
| Multiplier (to account for vacant land, cushioning, and inefficiencies in the real estate market)  | 1.20                      | 1.20                                  |
| <b>Total Need (acres)</b>  | <b>1,382</b>              | <b>1,628</b>                          |
| Gross Acres Needed as % of Available Vacant and Underutilized Residential Land within City Limits identified in the Housing Element (w/out multiplier) | 640%                      | 750%                                  |
| <b>Community Facilities and Schools</b>  |                           |                                       |
| # of new students  | 2,291                     | 2,490                                 |
| Net Acres Needed (at approx. 900 sq.ft./student)   | 47                        | 51                                    |
| Gross Acres Needed (net = 0.85 * gross)  | 56                        | 61                                    |
| <b>Neighborhood and Community Parks</b>  |                           |                                       |
| Acres Needed (@5 ac./1,000 <u>new</u> residents)   | 91                        | 149                                   |
| <b>Grand Total: Residential Acres Needed by 2025 (Acres)</b>   | <b>1,529</b>              | <b>1,838</b>                          |

1. Assumes 60% of demand is for Single Family Detached at 5.7 units/net acre and 40% of demand is for Multi-Family and Single Family Attached at 10 units/net acre.

2. Assumes 55% of demand is for Single Family Detached at 6 units/ net acre and 45% of demand is for multi-family and Single Family Attached at 25 units per net acre.

**Projected Residential Land Demand**

To put these population growth projections in perspective, it makes sense to translate them into viable targets for land demand for residential uses to be accommodated through 2025 – the General Plan time horizon. The General Plan need not meet this demand, but the development opportunities provided by the plan should bear a reasonable relationship to this demand estimate.

The assumptions made for these projections are as follows:

- Average household size of 2.70 – the same as ABAG uses;
- Vacancy rate of 5 percent;
- Average density for Concord’s baseline projection ABAG’s P-2002 (“Trends”) is 5.7 units per acre for detached single-family housing and 10 units per acre for attached single-family housing /multi-family housing. The recently adopted Housing Element calls for increased densities that reflect infill development standards per ABAG’s P-2003 (“Shaping Our Future”) projections.
- Net residential acreage at 80 percent of gross acreage;
- A 120 percent “multiplier” to account for the fact that there are inefficiencies in the real estate market - not all potentially developable residential land would be available for development over the 20+ year time period;
- School sites based on 900 square feet of land per student; and
- Park sites based on 5 acres of land per 1,000 new residents.<sup>2</sup>

The results of this analysis, presented in Table 4-2, show a 25-year need for 2,181 acres for new residential development, including schools and parks, under *Projections 2003* (Shaping Our Future) The residential land need (1,382 to 2,036 acres) is substantially more than the City’s current inventory of privately owned vacant and underutilized residential land within

The current General Plan sets a 5 acre parkland standard for new development in the Growth Management Element, with a 6 acre standard overall.

the City (151 acres), according to the Housing Element inventory of potential sites (Map 7 in the Map Atlas).

Average densities for multi-family housing could be increased through density bonuses and incentive programs for transit station areas and transit corridor development. However, it is unlikely that the projected residential land demand under either of ABAG’s projections could be accommodated within the existing City limits, unless a significant shift occurred in housing demand from single-family development to multi-family development. Specific options for expansion outside the urbanized areas of the City could be evaluated as part of the sketch planning process.

**RETAIL SALES TRENDS AND PROSPECTS**

Because ABAG’s projections are not always sensitive to local trends in retail land use and retail sales (which are influenced by construction of “big box” stores, auto sales, and the success of Downtown revitalization strategies) it often is helpful in a General Plan Update to look at local trends in retail sales. This type of analysis can help pinpoint strengths and weaknesses in the local retail economy, which then can be addressed through land use planning as well as economic development strategies.

Between 1995 and 2001 – the last full year for which retail sales tax data is available – the City’s annual taxable retail sales increased over 55 percent, from \$1,295 million to \$2,015 million. By contrast, total taxable retail sales throughout the County increased by almost 60 percent, caused mainly by greater population growth in the East County and the I-680 corridor than in the Central County, the primary market area for Concord stores. Details are presented in Table 4-3.

After correcting for inflation, it appears that the real growth in the City’s per capita retail sales just about matched the rate of population increase, with an 11.9 percent increase (in 1995 dollars) versus an 11 percent population increase for the same time period. This modest growth in the average per capita income (\$12,945, up from \$11,570 in 1995) masks strong growth in per capita sales of automobiles and related services (up 26.7 percent), building materials (up 43.3 percent), and apparel (up 12.4 percent). These increases are counterbalanced by below average growth in food store sales (down 14.6 percent in constant 1995 dollars) and home furnishings and appliances (down 16.5 percent in constant dollars).

Another question that often is asked in a General Plan Update is whether a community is capturing sales from other areas or losing sales to outlets located outside the City.

**Table 4-3 Comparison of Retail Sales, 1995 and 2002 (Current Dollars, Millions)**

|   | <i>City of Concord</i> |              |              | <i>Contra Costa County</i> |              |              |
|---|------------------------|--------------|--------------|----------------------------|--------------|--------------|
|   | <i>1995</i>            | <i>2001</i>  | <i>% Chg</i> | <i>1995</i>                | <i>2001</i>  | <i>% Chg</i> |
| Apparel                                 | \$66.5                 | \$103.9      | 56.2%        | \$246.0                    | \$346.2      | 40.7%        |
| General Merchandise                     | 223                    | 339          | 52.0%        | 1,223                      | 1,683        | 37.6%        |
| Food Stores                             | 59                     | 70           | 18.6%        | 432                        | 583.9        | 35.2%        |
| Eating and Drinking                     | 95                     | 146          | 53.7%        | 591                        | 879          | 48.7%        |
| Home furnishings/appliances             | 112                    | 130          | 16.1%        | 282                        | 456          | 61.7%        |
| Building materials                      | 126                    | 251          | 99.2%        | 445                        | 850          | 91.0%        |
| Auto sales and services (including gas) | 394                    | 694          | 76.1%        | 1,479                      | 2,674        | 80.8%        |
| <b>Total</b>                            | <b>1,295</b>           | <b>2,014</b> | <b>55.5%</b> | <b>5,608</b>               | <b>8,942</b> | <b>59.5%</b> |

**Table 4-4 Comparison of Per Capita Retail Sales, 1995 and 2002 (Constant 1995 Dollars)**

|   | <i>City of Concord</i> |               |              | <i>Contra Costa County</i> |              |              |
|---|------------------------|---------------|--------------|----------------------------|--------------|--------------|
|   | <i>1995</i>            | <i>2001</i>   | <i>% Chg</i> | <i>1995</i>                | <i>2001</i>  | <i>% Chg</i> |
| Apparel                                 | 594                    | 668           | 12.4%        | 285                        | 284          | -0.2%        |
| General Merchandise                     | 1,992                  | 2,179         | 9.4%         | 1,417                      | 1,382        | -2.4%        |
| Food Stores                             | 527                    | 450           | -14.6%       | 500                        | 480          | -4.2%        |
| Eating and Drinking                     | 849                    | 938           | 10.6%        | 685                        | 722          | 5.4%         |
| Home furnishings/appliances             | 1,001                  | 836           | -16.5%       | 327                        | 374          | 14.6%        |
| Building materials                      | 1,126                  | 1,613         | 43.3%        | 515                        | 698          | 35.4%        |
| Auto sales and services (including gas) | 3,520                  | 4,461         | 26.7%        | 1,713                      | 2,196        | 28.2%        |
| <b>Total retail</b>                     | <b>11,570</b>          | <b>12,945</b> | <b>11.9%</b> | <b>6,496</b>               | <b>7,343</b> | <b>13.0%</b> |

**Table 4-5 Retail Sales Attraction/Leakage Analysis: 2001 (Current Dollars)**

| <i>Type of Business</i>               | <i>PER CAPITA</i>                |                                   |                      | <i>TOTAL CONCORD</i>      |               |  |
|---------------------------------------|----------------------------------|-----------------------------------|----------------------|---------------------------|---------------|--|
|                                       | <i>Contra Costa County Sales</i> | <i>Estimated Concord Spending</i> | <i>Concord Sales</i> | <i>Estimated Spending</i> | <i>Sales</i>  | <i>Attraction (Sales to Non-Residents)</i> |
| Apparel stores                        | 365                              | 316                               | 835                  | 39,282,837                | 103,932,000   | 64,649,163                                 |
| General merchandise stores            | 1,556                            | 1,346                             | 2,727                | 167,514,596               | 339,398,000   | 171,883,404                                |
| Drugstores                            | 295                              | 255                               | (included in Other)  | 31,792,137                |               | (included in Other)                        |
| Food stores                           | 831                              | 719                               | 1,029                | 89,453,128                | 128,138,153   | 38,685,025                                 |
|                                       |                                  | -                                 |                      |                           |               |  |
| Eating and drinking places            | 926                              | 801                               | 1,174                | 99,736,695                | 146,103,000   | 46,366,305                                 |
| Home furnishing and appliance         | 481                              | 416                               | 1,041                | 51,759,527                | 129,598,000   | 77,838,473                                 |
| Building material and farm implements | 897                              | 775                               | 2,019                | 96,521,695                | 251,292,000   | 154,770,305                                |
| Auto dealers and supplies             | 1,983                            | 1,715                             | 4,817                | 213,510,431               | 599,554,000   | 386,043,569                                |
| Service stations                      | 835                              | 722                               | 757                  | 89,908,326                | 94,266,000    | 4,357,674                                  |
| Other retail stores                   | 1,548                            | 1,339                             | 2,343                | 166,713,597               | 293,608,605   | 126,895,007                                |
|                                       | 9,717                            | 8,405                             | 16,743               | 1,046,192,968             | 2,085,889,757 | 1,039,696,789                              |
|                                       |                                  | 0.87                              |                      |                           |               |  |

Note: Taxable transactions for food stores have been increased by 0.35 to account for non-taxable sales.

Source: Dyett and Bhatia, California Board of Equalization

To test for the relative strength of Concord’s retail economy, the average per capita spending for each type of business was calculated, using Countywide per capita sales as a starting point and then adjusting for the slightly lower household incomes in the City of Concord as compared with county-wide averages. These per capita estimates then were used to calculate potential spending by Concord residents in each type of business. In all cases, the actual reported retail sales for these businesses are significantly higher than what would have been expected on a per capita basis, indicating that Concord’s retail economy appears strong and is able to attract sales from outside the City. The strong retail sectors and the percentage that they exceed estimated spending by Concord residents are:

- Auto sales and services: + 64 percent;
- Apparel stores and building materials: +62 percent; and
- Home furnishings and appliances: + 60 percent.

Table 4-5 on the preceding page summarizes these comparisons.

With this in mind, projected demand for retail sites is expected to be on the order of 79 to 129 acres, under *Projections 2002* and *Projections 2003*, respectively, assuming average floor area to site area ratio (FAR) of 0.3, which is representative of recent development, and sales of \$300 per square foot<sup>3</sup>. This demand could be met by a new regional center, an auto mall, 2 or 3 community-scale shopping centers, expansion of auto dealers, large format retailers, neighborhood commercial centers and new retail space Downtown.

Table 4-6 summarizes the results of this analysis for each of ABAG’s projections along with a comparison of projected jobs. If the City is successful in affecting 1.6 million square feet of new retail space under *Projections 2003*, which simply assumes a continuation of its assured market share in the Central County, the retail sector employment will be 80 percent higher than ABAG’s projections.

<sup>3</sup> According to Costco, successful “big box” centers can have sales on the order of \$1,000 per square foot, so the \$200-300 per square foot assumption can be considered conservative and would provide sufficient land for expansion of the City’s retail base.

**Table 4-6 Retail Space Demand under ABAG’s Alternative Growth Projections**

|   | ABAG P-2002<br>(“Trends”) | ABAG P-2003<br>(“Shaping Our<br>Future”) |
|---|---------------------------|--|
| Projected Population Increase 2000 to 2025  | 18,571                    | 30,154                                   |
| Increase in sales (constant 2003 dollars; assuming continued sales attraction at current rates) | \$ 310,925,881            | \$ 504,859,006                           |
| Average sales per square foot assumed   | \$300                     | \$300                                    |
| Supportable additional retail space in square feet  | 1,036,420                 | 1,682,863                                |
| Acres needed, assuming average intensity of 0.3 FAR   | 79                        | 129                                      |
| Estimated Retail Jobs (@1/600 sq.ft.)   | 1,727                     | 2,805                                    |
| ABAG Projections of Retail Jobs   | 1,507                     | 1,530                                    |

**NON-RESIDENTIAL LAND DEMAND**

Using ABAG’s projections of future employment as a baseline, non-residential land demand for non-retail development was determined by distributing the expected employment increase by sector, assuming growth in each sector would be similar to that expected in the Bay Area economy. These sector-by-sector growth rates could be refined to reflect the Economic Development Strategy’s business cluster focus. However, the overall land demand would not be appreciably affected by differences in growth rates within individual types of businesses, because the Plan needs to provide a full range of sites and allow for mixed-use development within office, commercial and industrial areas. The last step was to assign a percent of the employment increase to a land use type (retail, office, industrial or hotel/visitor services). These distributional assumptions and land use allocations are shown in Table 4-7.

To arrive at a summary estimate of non-residential land demand, the employment analysis and the retail land demand analysis were combined (see Table 4-8). As with the residential land demand projection, space demands for new employees and average FAR’s were assumed, based on local development patterns, and a higher intensity was used for *Projections 2003*. The “multiplier”, or cushion, is 125 percent for office park demand and 120 percent for industrial and business parks, hotels and business services, reflecting the fact that site needs for these users may not easily fit with the inventory of available land. The result shows that about 507 to 564 acres would be needed for non-residential development.

This need is significantly higher than the amount of vacant land available for commercial and industrial development within the developed area of the City.

The objective in presenting these estimates is to provide the Planning Commission with a perspective on future land demand with which they can then evaluate the land use proposals for the Draft General Plan, particularly the proposals for residential, commercial and industrial development outside the developed area of the City.

**Table 4-7 Projected Employment by Sector and Type of Land Use Needed, 2000 to 2025**

|   | <i>Assumed Distribution of New Employment</i> | <i>Assumed Type of Land Use Needed</i>                                    |
|---|---|---|
| Manufacturing, Wholesale, Flex Office Space R & D and Business Park | 19.5%   | Business Park and Industrial  |
| Retail Trade  | 7.5%  | Retail  |
| Services  | 43.4%   | 15% Retail, 50%Office, 12%Hotels, 23% Industrial Flex Space               |
| Other   | 29.6%   | 30% Office, 70% Schools, Public/Institutional, or House-Based Occupations |

Source: Dyett & Bhatia

**Table 4-8 Estimated 25-Year Non-Residential Land Demand for Concord under ABAG’s Alternative Growth Projections**

|  | <i>ABAG P-2002 (“Trends”)</i> | <i>ABAG P-2003 (“Shaping Our Future”)</i> |
|--|-------------------------------|---|
| <b>RETAIL (see Table 4-6)</b>  |                               |   |
| <b>Total need (acres)</b>  | <b>79</b>                     | <b>129</b>                                |
| <b>OFFICE/ Office Park</b>   |                               |   |
| Increase in Employment   | 6,934                         | 7,040                                     |
| Building Floor Area Needed (@350 s.f./employee)                              | 2,427,040                     | 2,464,000                                 |
| Net Acres Needed @ 1.2 Average FAR (P-2002) and 1.5 average FAR (P-2003)     | 46                            | 37  |
| Gross Acres Needed net = 0.85 x gross  | 55                            | 55  |
| Multiplier*  | 1.25                          | 1.25                                      |
| <b>Total need (acres)</b>  | <b>68</b>                     | <b>69</b>                                 |
| <b>INDUSTRIAL/ Business Park</b>   |                               |   |
| Increase in employment   | 5,644                         | 5,730                                     |
| Net Acres Needed @ 25 employees/acre (P-2002) and 35 employees/acre (P-2003) | 226                           | 1,604                                     |
| Gross Acres Needed (net = 0.85 x gross)                                      | 266                           | 1,903                                     |
| Multiplier*  | 1.2                           | 1.2                                       |
| <b>Total need (acres)</b>  | <b>319</b>                    | <b>231</b>                                |
| <b>HOTELS/ Visitor Services</b>  |                               |   |
| Employment   | 884                           | 898                                       |
| Space in s.f. (500 s.f./employee)  | 442,068                       | 448,800                                   |
| Acres (@.35 Average FAR)   | 29                            | 29  |
| Gross Acres (net = 0.85 x gross)   | 34                            | 35  |
| Multiplier*  | 1.2                           | 1.2                                       |
| <b>Total need (acres)</b>  | <b>41</b>                     | <b>42</b>                                 |
| <b>Grand Total: Non-residential Acres Needed by 2025</b>                     | <b>507</b>                    | <b>564</b>                                |

Source: Dyett & Bhatia

- Multiplier to account for vacant land, cushioning, and inefficiencies in the real estate market)

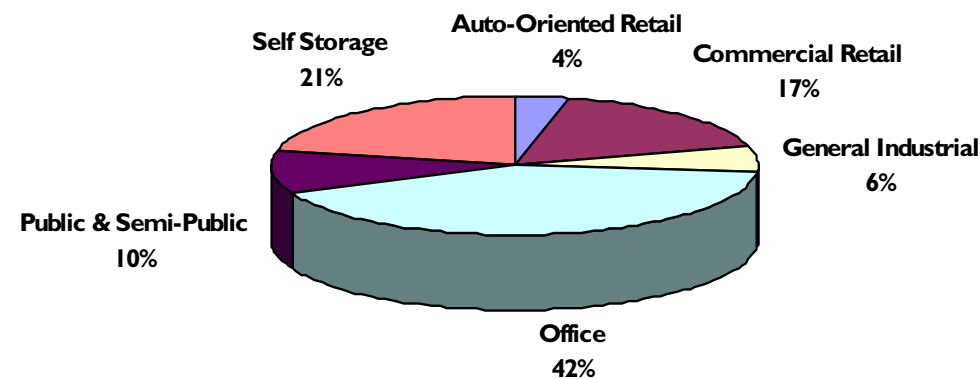
## 5. Development Trends

Since the 1994 General Plan was adopted, there has been substantial development throughout the City in both the residential and non-residential sectors. The City also has a substantial amount of development either approved, under construction or in an approval process. Figure 5-1 summarizes current development by project type, and Table 5-1 provides details on a project-by-project basis. Project locations are shown in Figure 5-2 on the following page.

### NON-RESIDENTIAL DEVELOPMENT

The *Central Concord Redevelopment Strategy* includes a review of trends in non-residential development and some observations about the implications for the future. These observations must be tempered by the “dot.com” bust, which has reduced demand for office, research and development space since 2000. Demand spillover from the Silicon Valley has exerted tremendous growth pressure on communities such as Dublin, Pleasanton, San Ramon, and, more recently, Livermore, along the southern Highway 680 corridor. Spillover also occurred in the I-680 corridor from San Francisco. As escalating demand drives up land costs and reduces supply in these communities, growth is shifting northward toward Concord and eastward toward Livermore. This has important implications for the General Plan Update in terms of how much land to reserve for office users, including research and development facilities as well as “back-office” space.

Figure 5-1 Distribution of Development Project Type



Source: City of Concord, July 1, 2003 Development Status Reports

Table 5-1 Non Residential Development Projects as of July 1, 2003

| Project Name                                       | Status             | Building Sq Ft   | Gross Parcel Acreage | FAR              |
|--|--------------------|------------------|----------------------|------------------|
| <b>Auto-Oriented Commercial</b>                    |                    |                  |                      |                  |
| Concord Toyota                                     | Proposed           | 55,440           | 3.56                 | 0.36             |
| <i>Total -or- Average</i>                          |                    | 55,440           | 3.56                 | 0.36             |
| <b>Commercial Retail</b>                           |                    |                  |                      |                  |
| Buttercup Bar & Grill                              | Approved           | 4,100            | 1.18                 | N/A <sup>1</sup> |
| Circle K/Tosco 76 Gas Station                      | Approved           | 4,330            | 2.64                 | 0.04             |
| Dana Plaza Expansion, Phase 3                      | Under Construction | 22,000           | 5.06                 | N/A <sup>1</sup> |
| Fry's Electronics                                  | Approved           | 146,500          | 13                   | N/A <sup>1</sup> |
| Garaventa Properties, Building C                   | Built              | 34,980           | 2.16                 | 0.37             |
| Grand Service Station                              | Under Construction | 1,260            | 0.4                  | 0.07             |
| Krispy Kreme Doughnuts                             | Approved           | 3,975            | 0.24                 | 0.38             |
| Mike McCall's Landscape, Inc.                      | Approved           | 2,800            | 1.15                 | 0.06             |
| Mini Cooper Agency                                 | Built              | 2,772            | 0.24                 | 0.27             |
| Monument Auto Parts                                | Approved           | 9,550            | 0.7                  | 0.31             |
| Navlet's Retail Garden Center                      | Approved           | 9,250            | 0.33                 | 0.64             |
| Phipp's Chevron Remodel                            | Approved           | 3,616            | 0.47                 | 0.18             |
| Unocal 76 Convenience Market                       | Approved           | 2,328            | 0.42                 | 0.13             |
| Yardbirds Home Center                              | Under Construction | 12,000           | 0.92                 | 0.30             |
| <i>Total -or- Average</i>                          |                    | 259,461          | 28.91                | 0.25             |
| <b>General Industrial</b>                          |                    |                  |                      |                  |
| Conco Cement Company                               | Under Construction | 35,020           | 3.94                 | 0.20             |
| Dinucci Corporation Machine Shop                   | Proposed           | 10,846           | 0.56                 | 0.44             |
| SeaTel, Inc. Manufacturing Bldg.                   | Under Construction | 50,568           | 3.18                 | 0.37             |
| <i>Total -or- Average</i>                          |                    | 96,434           | 7.68                 | 0.34             |
| <b>Office</b>                                      |                    |                  |                      |                  |
| Contra Costa Dental                                | Under Construction | 4,215            | 0.71                 | 0.14             |
| DeNova Homes Office Building                       | Approved           | 6,159            | 0.25                 | 0.57             |
| Metroplex Centre                                   | Under Construction | 474,500          | 5.17                 | 2.11             |
| North Point Technology Center Two                  | Built              | 44,500           | 1.5                  | 0.68             |
| North Point Three Business Park                    | Under Construction | 90,456           | 5.25                 | 0.40             |
| PG&E Electrical Operations Control Center          | Proposed           | 16,200           | 1.78                 | 0.21             |
| Tyrus Building                                     | Built              | 10,000           | 2.27                 | N/A <sup>1</sup> |
| Washington Mutual Bank                             | Approved           | 7,900            | 0.2                  | 0.91             |
| <i>Total -or- Average</i>                          |                    | 653,930          | 17.13                | 0.71             |
| <b>Public &amp; Semi-Public</b>                    |                    |                  |                      |                  |
| Cambridge Child Care Center                        | Under Construction | 2,950            | 0.54                 | 0.13             |
| Contra Costa Water District Admin. Building        | Under Construction | 22,912           | 13.18                | 0.04             |
| Latter Day Saints Distribution Center              | Approved           | 29,619           | 2.98                 | 0.23             |
| Lutheran Church                                    | Approved           | 20,832           | 5.4                  | N/A <sup>1</sup> |
| Moore's Mission Funeral Home                       | Approved           | 6,566            | 0.72                 | 0.21             |
| St. Agnes Church Ministry Building                 | Approved           | 6,237            | 9                    | 0.02             |
| St. Bonaventure Catholic Comm. Integrated Facility | Approved           | 44,500           | 8.98                 | 0.11             |
| St. Mary's and St. Mina's Church                   | Proposed           | 26,076           | 3.85                 | 0.16             |
| <i>Total -or- Average</i>                          |                    | 159,692          | 44.65                | 0.13             |
| <b>Self Storage</b>                                |                    |                  |                      |                  |
| ABBA Self and R.V. Storage                         | Under Construction | 177,319          | 14.05                | 0.29             |
| San Miguel Mini Storage                            | Approved           | 9,400            | 1.83                 | 0.12             |
| Ygnacio Alberta Self Storage                       | Under Construction | 144,600          | 3.88                 | 0.86             |
| <i>Total -or- Average</i>                          |                    | 331,319          | 19.76                | 0.42             |
| <b>Total All Projects</b>                          |                    | <b>1,556,276</b> | <b>121.69</b>        | <b>0.37</b>      |

<sup>1</sup> These projects were additions or reuse of existing space, so the FAR is not relevant.

**INSERT NON RES PROJECT SITES MAP**

The retail market along the I-680 corridor has expanded rapidly since the 1990s as major retailers have positioned themselves to capitalize on the areas' explosive economic growth. At the same time, the nature of retail has diversified from traditional regional shopping centers to “big box” and entertainment/restaurant complexes. There is also renewed interest in street retail in the regional market as evidenced by the resurgence of downtown Walnut Creek and by Pleasant Hill’s redevelopment effort.

Street retail provides a more intimate and pedestrian-friendly shopping environment than can be found in most regional malls. The street retail concept, enhanced with the increasing popularity of in-town living, has also generated interest in mixed-use development, such as retail with office and/or residential above. These vertical mixed-use developments, originally exemplified by projects such as Golden Gateway Commons in San Francisco, are now built in suburban locations such as El Cerrito and Redwood City.



Street-level retail contributes to the vitality of Downtown and supports Downtown living and mixed-use development.

While the economy continues to increase demand for business-oriented lodgings, the demand has diversified from traditional hotel products, such as a full-service facility, to extended-stay and/or limited service facilities often located near suburban business parks that are specially geared to business travelers. While demand has weakened with reduced business travel due to 9/11 and the “dot.com bust”, long-term prospects for new business-oriented lodging in Central County remain good.

**Office Market** - Concord has a significant office presence with Class A office inventory estimated at 3.9 million square feet, comprising 14% of the total inventory in the County. Before the “dot.com” bust, the eastward and northward migration of companies driven by the local economy and traditional “back office” space was augmented by new internet and telecom startups to the Concord area; this latter trend has halted. However, overall demand, coupled with minimal new supply in the 1990’s, resulted in a shortage of office space in the City in 2000. Since then, the office market has weakened, but long-term prospects remain strong.

**Retail Market** - Concord is a major regional retail destination, with more than 3.9 million square feet of retail space located in more than 15 shopping centers. The three largest in the Redevelopment Area are: The Willows Shopping Center, Park & Shop, and the Metro Plaza (also referred to as Terminal Shopping Center), while Sunvalley Shopping Mall is outside the Redevelopment Area. Each of these centers represents a unique retail niche. The Redevelopment Agency’s consultants believe that Park & Shop and Metro Plaza have weak segments that hurt the retail image of Central Concord. Further, retail in the historic Todos Santos area is not as strong as it could be. Therefore, the Redevelopment Agency has developed strategies to address these retail issues, which will need to be incorporated into the General Plan Update.



Over the long-term, Concord's office market should remain strong.

**Hotel Market** - In the greater Concord area, opportunity for limited service/extended stay hotels as well as full-service facilities is extremely strong. Over the 20-year time period for this General Plan Update, there appears to be a clear opportunity for the addition of new hotel rooms in the Concord area at suitable locations.

**Intensity of development** – The overall average intensity of recent development, expressed as a floor area to site area ratio or FAR, is 0.36. The higher intensity of development is seen in the office sector, with the Metroplex project’s 2.11 FAR at the top end of the scale. Table 5-2 shows average FARs by project type.

Figure 5-3 summarizes trends in building permit valuation for non-residential development

**Figure 5-2 Intensity of Development Based on Current Projects**

| Land Use             | Average Floor Area to Site Area Ratio (FAR) |
|----------------------|---|
| Auto-Oriented Retail | 0.36  |
| Commercial Retail    | 0.25  |
| General Industrial   | 0.34  |
| Office               | 0.71  |
| Public & Semi-Public | 0.13  |
| Self Storage         | 0.42  |
| <b>Total</b>         | <b>0.36</b>                                 |

by land use type. Even after the “dot.com” bust, the City has seen investment in new offices in the Metroplex project and in other types of commercial development.

Overall, Commercial Retail development projects account for 17 percent of the total building square footage of new non-residential development that is under review, approved, or under construction. Office uses account for the majority of new non-residential development projects with over 650,000 square feet of new office space being developed. Of this total, nearly three quarters (474, 500 square feet) is part of the Metroplex Center office development.

General Industrial uses account for a small percentage of these projects – only 6 percent. Also under development is a substantial amount of self-storage space, which falls into the current General Plan’s “Light Industrial and Warehousing” land use category. These projects account for almost a quarter of new non-residential development in the City and are typically constructed on parcels that are unsuitable for other uses.

Since 2000, the amount of new development on average has been less than one million square feet of building area per year. This rate of development may or may not be “typical” over the 20-year planning horizon, and actual growth will depend on real estate market conditions and the success of the City’s Economic Development program.

**RESIDENTIAL DEVELOPMENT**

A total of 1,123 housing units were added to the City between January 1, 1994 and July 1, 2003. Over 80 percent of this housing was single family detached units; 452 multi-family housing units were built in 2001 and 2003, with construction continuing on the Legacy apartment projects in the Downtown Area (259 units). Figure 5-4 shows the year-to-year variations in construction by housing type, based on building permit valuation.

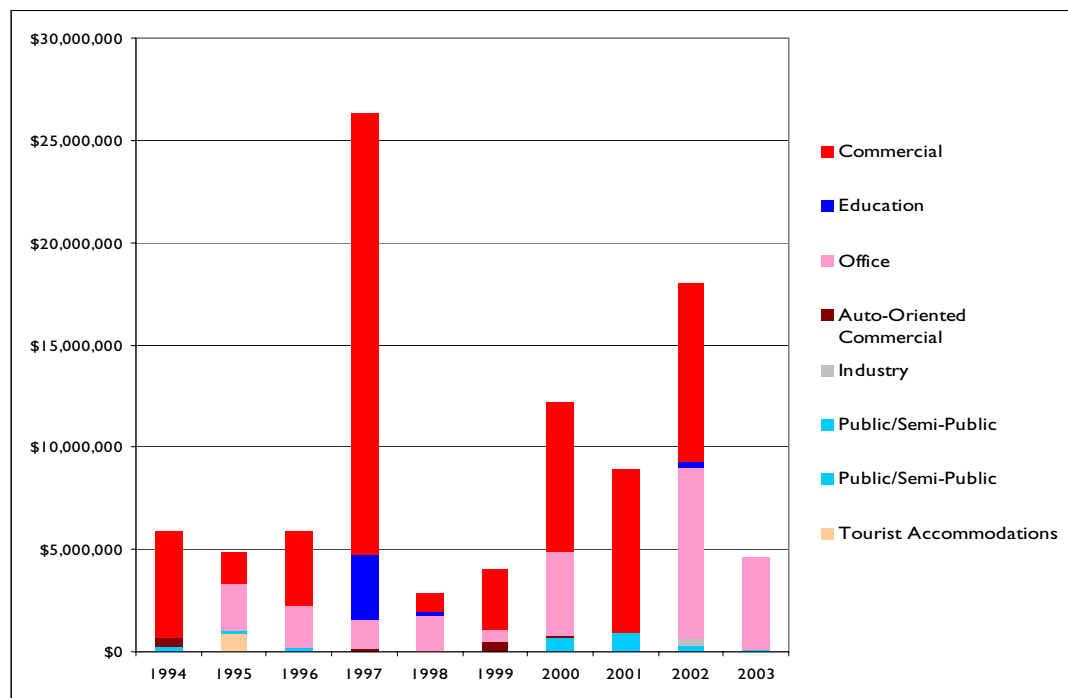


The Legacy project will make a significant contribution to Downtown’s housing stock.

Over the 1990-2000 period, U.S. Census data shows no change in the relative proportion of single-family and multi-family housing units, (59% vs. 41%). Most of the multi-family development that occurred over this time period happened before 1994. In fact, the multi-family housing stock only increased by 6 units between 1994 and 2000.

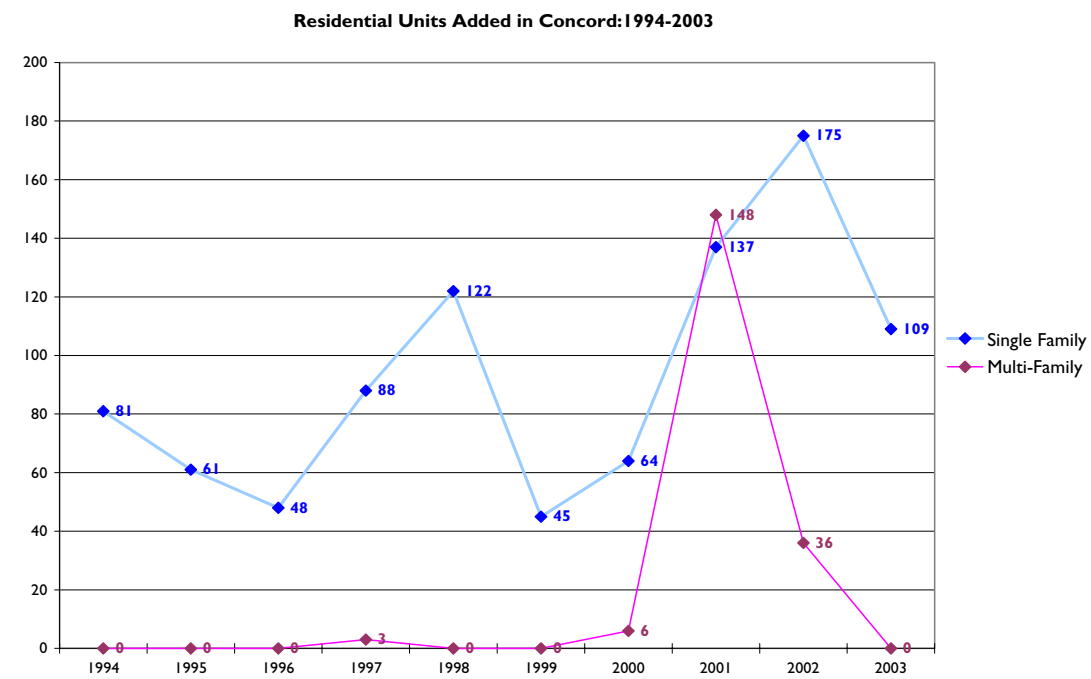
Looking ahead, the Redevelopment Agency in its *Central Concord Redevelopment Strategy* expects that housing prospects should be good. The reason for this is that given the combination of low levels of residential construction, anticipated continued growth in the region, and the still relatively more affordable home prices in Concord, there is clear opportunity for new high density rental and homeownership housing in Concord to meet the Bay Area housing needs. The Agency also notes that high-density residential development in Downtown Concord should be in the range of 50 to 80 units per acre to create sufficient mass and to be financially feasible. Medium-density townhomes in this area are anticipated to range from 20-30 units per acre

**Figure 5-3 Non-Residential Building Permit Valuations, 1994-2003**



Source: City of Concord

Figure 5-4 Residential Units Added in Concord: 1994-2003



Source: City of Concord

INSERT CITYWIDE CONSTRAINTS MAP

## 6. Citywide Constraints

This chapter summarizes citywide constraints based on known information about environmental factors and public infrastructure systems. **Figure 6-1** illustrates an amalgamation of the maps presented in the Map Atlas, showing the most constraining elements. This map does not illustrate Biological constraints, which are illustrated on **Figure 6-2**.

The most significant constraints to development in Concord are related to either biological resources or geologic, earthquake-related hazards. With this in mind, Concord has very limited land available for development and much of the City has already developed in areas with these constraints, such as areas with high potential for earthquake damage and areas with biological resource constraints. The areas with the most extreme constraints are closest to Suisun Bay and are undeveloped due primarily to those constraints.

### **GEOLOGIC CONSTRAINTS**

#### ***Fault Rupture Hazard Zones***

The City of Concord is bisected by the active Concord fault. Areas within Concord which are most likely to experience fault rupture from movement on the Concord Fault are in the Alquist-Priolo Earthquake Fault Zone. Extending approximately 1,000 to 2,500 feet wide, the Alquist-Priolo Earthquake Fault Zone is established by the California Geological Survey under the Alquist-Priolo Special Studies Zones Act of 1972. Development within this zone is strictly regulated, and requires detailed geologic and seismic evaluations be conducted to assess the potential for fault rupture hazard before a construction permit can be issued for most projects. Fault rupture hazards may severely limit potential future development within this zone.

#### ***Ground Shaking Susceptibility***

Maximum anticipated ground shaking intensities within the City of Concord are depicted on **Figure 6-1**. Based upon the Modified Mercalli intensity scale, damage in areas immediately bordering the fault and those underlain by estuarine deposits near the mouth of Pacheco Creek and along the shoreline of Suisun Bay could be significant. Development that may occur in these areas will need detailed geotechnical studies to determine the suitability of development. In general, shaking intensities decrease the farther away from the Concord Fault and the shore of Suisun Bay. The hilly areas at the Concord Naval Weapons

Station (CNWS) would experience Moderate (VI) to Very Strong (VIII) shaking during a characteristic earthquake along the Concord Fault.

#### ***Liquefaction Potential***

Regions within Concord that have high to very high levels of liquefaction susceptibility include Clayton Valley and areas along Suisun Bay, Pacheco Creek, Hastings and Belloma Slough.

#### ***Landslide Susceptibility***

The highest susceptibility to land sliding in Concord exists in the upland areas along the flanks of Mt. Diablo. Landslide mapping within the Concord region has been limited however, and areas of undeveloped, steeply sloping terrain, such as within the Concord Naval Weapons Stations, may also be prone to landslide hazards.

Susceptibility to land sliding may be reduced by engineering controls during development. Geotechnical studies should be undertaken to determine if specific project areas are in the immediate vicinity of historic landslides and the suitability for future development.

### **HYDROLOGY AND WATER RESOURCES**

Drainage patterns within Concord are shaped by the region's topography which consists of steeper areas located along the foothills of Mount Diablo which gradually flatten out onto an alluvial plain and eventually merge with the flat estuarine deposits along the Suisun Bay shoreline. Drainage at the CNWS flows from the higher elevations north towards Suisun Bay.

#### ***Groundwater Basins***

Information from Drinking Water Standards indicates that groundwater levels in both of the basins have declined gradually. Groundwater levels are generally lowest during the summer months and highest during the winter months. Water quality testing conducted on samples collected from water supply wells in the Clayton and Ygnacio Valley basins indicate groundwater meets Drinking Water Standards.

Additional research will be needed if future development of the CNWS or any other area will use groundwater for irrigation or other municipal purposes. Studies or approval from regulatory agencies may be required.

*Insert figure 6-2 bio resources*

### **Flood Zones**

The areas most prone to flooding in the Concord area are north of Mallard Reservoir to Suisun Bay, along Pacheco creek, and near the Buchanan Air Field. In addition, there are many creeks and culverts in the Concord area that could experience localized flooding during large storm events.

Although the CNWS was not mapped on the FIRM maps, the low lying areas of the CNWS near Suisun Bay and the Contra Costa Canal may be susceptible to flooding. However the majority of the Weapons station is located on upland slopes which would lessen the probability of flooding.

### **HAZARDS AND HAZARDOUS MATERIALS**

#### **Hazardous Materials**

Sites with contamination are largely clustered around industrial areas of Clayton Road, Concord Avenue, Detroit Avenue, Monument Blvd., and Willow Pass Road. This contamination may be the result of underground storage tank (UST) releases, spills, accidental releases or other activities involving the use of hazardous materials. In general, the areas highlighted are industrial and manufacturing areas, although some represent gas stations, drycleaners or other small businesses.

Activities at the CNWS are known to have impacted soil and groundwater, however the location, nature, and extent of contamination is unknown. Additional review and investigations should be completed prior to development.

Prior to conducting development of areas throughout Concord, whether or not contamination is present, adequate historical information should be obtained (i.e Phase I/II Investigation) to determine if historical activities at the site or in surrounding areas may have impacted the site.

#### **Fire Hazards**

In Concord, the majority of the surface fuels are mapped as grassy, urban or barren areas. These areas would be considered a low to moderate fire hazard. Almost the entire area of the CNWS is considered to have “grass” as a surface fuel, although the fire hazard currently present in this area should decrease as it becomes more developed.

### **BIOLOGICAL RESOURCES**

Although the most prevalent habitat type within Concord is Urban, there are key areas of undeveloped habitat within the City Limits that are biologically significant and pose development constraints.

#### **Avon-Port Chicago Marsh**

North of Mallard Reservoir and just outside the Urban Limit Line lies the Avon-Port Chicago Marsh, which provides high-quality habitat to a host of special status species. The species that have been recorded and are presumed to be extant in this area are: the California black rail (*Laterallus jamaicensis coturniculus*), California clapper rail (*Rallus longirostris obsoletus*), salt-marsh harvest mouse (*Reithrodontomys raviventris*), Suisun song sparrow (*Melospiza melodia maxillaries*), Delta tule pea (*Lathyrus jepsonii var. jepsonii*), Mason’s lilaepsis (*Lilaeopsis masonii*), and Soft bird’s beak (*Cordylanthus mollis ssp. mollis*). The marsh is considered to be a Significant Natural Area by the California Department of Fish and Game (CDFG) and a Significant Ecological Area by Contra Costa County. The CDFG has also mapped a considerable portion of this marsh as Coastal Brackish Marsh, a sensitive community.

#### **Lime Ridge Open Space**

Lime Ridge Open Space is another biologically significant area in Concord. It supports known populations of Mount Diablo manzanita (*Arctostaphylos auriculata*; endemic to the Mount Diablo area), Mount Diablo fairy lantern (*Calochortus pulchellus*), and Diablo helianthella (*Helianthella castanea*). This ridge provides important habitat for these special status plant species and a portion of it is considered a Significant Ecological Area by Contra Costa County.

#### **Concord Naval Weapons Station**

The grassland portions of the CNWS within the eastern boundary of the Concord SOI provide habitat for the California tiger salamander (*Ambystoma californiense*). Given that this species ranges up to one-mile upland from these sources, much of this grassland area is considered habitat. In addition, along with Lime Ridge Open Space, this grassland area serves as a corridor for regional wildlife movement, a crucial function for numerous migratory species throughout Contra Costa County.

## INFRASTRUCTURE AND PUBLIC UTILITIES

### *Water Systems*

Water service in Concord is provided by the Contra Costa Water District (CCWD). CCWD is almost entirely dependent on the Sacramento/San Joaquin Delta for its raw water supply. CCWD's primary source is the United States Bureau of Reclamation's Central Valley Project (CVP). CVP water consists of unregulated flows and regulated flows from storage releases from Shasta, Folsom, and Clair Engle reservoirs into the Sacramento River. Other sources include the San Joaquin River and Mallard Slough water rights. The primary conveyance facility for CCWD's raw water supply is the Contra Costa Canal, which carries water from Rock Slough and Old River intakes or Los Vaqueros Reservoir for deliveries throughout CCWD's service area. The Canal is approximately 48 miles long, with the major deliveries within the first 19 miles, which run from Rock Slough to the Shortcut Pipeline near Bollman Water Treatment Plant.

The City of Concord is supplied from the Bollman Water Treatment Plant (WTP), located in North Concord. The Bollman Plant uses a conventional treatment process and began operation in 1968. There have been several major modifications and upgrades to the plant since then. These modifications include: vertical shaft flocculators, construction of an additional sedimentation basin, rehabilitation of filters including replacement of the anthracite filter media by granular activated carbon, and the Safety and Water Quality Project. The project was completed in 1997 and included conversion of gaseous chlorine to ozone as the primary disinfectant, conversion from gaseous chlorine to sodium hypochlorite and the addition of aqueous ammonia for making chloramines as the secondary disinfectant.

CCWD is currently constructing the Multi-Purpose Pipeline, which will connect the District's Randall-Bold Water Treatment Plant, in Oakley, with the Treated Water Service Area's Zone 11 near the Bollman WTP. The primary mode of operation for the Multi-Purpose Pipeline will be able to provide up to 25 mgd to CCWD's treated water service area. The Randall-Bold Water Treatment Plant is a 40 mgd direct/deep-bed filtration plant and utilizes both pre- and post-ozonation to provide a high quality drinking water to the customers in its service area.

Mallard Reservoir, located near Clyde in Contra Costa County is the only CCWD raw storage facility that is in close proximity to the City of Concord. Its spillway is designed to send water towards the Delta and not the City of Concord. The reservoir and the capacity is approximately 3,000 acre-feet.

CCWD does not envision any constraints to providing water to new developments in the built-out parts of the City, as long as such developments are not anomalies in terms of typical water use. However, if development of the Naval Weapons Station occurs, CCWD will need to be kept fully informed on any development plans, since changes to the use of for this property could increase the need for raw and treated water service and CCWD wants to be fully prepared to provide necessary water services.

### *Wastewater Systems*

Wastewater service in the City of Concord is provided by the Central Contra Costa County Sanitary District (CCCSD). Currently, CCCSD does not have a Concord Wastewater System Master Plan; the portion of Concord served by CCCSD's collection system is covered under CCCSD's March 2000 Collection System Master Plan.

CCCSD is required by its contract with the City of Concord to provide sufficient capacity to accommodate wastewater flows from the City of Concord's collection system. CCCSD has sufficient existing infrastructure capacity to provide wastewater service to additional, planned development that could be served by the City of Concord's system. One area of concern is the future use of the former Concord Naval Weapons Station. While CCCSD treats wastewater from this site, the on-site collection system is not operated by CCCSD and the condition of that system is not known to CCCSD. Future development of the site may require on-site collection system improvements and, depending on the intensity of development, some off-site improvements as well.

CCCSD is permitted to discharge up to 53.8 million gallons per day (mgd) of average dry weather flow (ADWF) effluent to Suisun Bay. In comparison, in 2002, CCCSD discharged 38.7 mgd ADWF. This effluent discharge limit should be sufficient to accommodate wastewater expected to be generated from currently planned growth within the Central service area over the next 35 years, as well as a worst-case assumption of groundwater infiltration. An evaluation of the WWTP concluded it has a "reliable" physical capacity of at least 53.8 mgd. An effluent discharge of that volume, therefore, can be accomplished without the need for construction of additional treatment plant facilities. Major treatment plant improvements (unrelated to dry-weather capacity) are planned over the next ten years. These projects will improve wet-weather capacity, maintainability, reliability, operations efficiency, odor control, and seismic protection.

## 7. Residential Opportunity Sites

As part of the Concord's new Housing Element, adopted in January 2003, the City developed an inventory of potential housing sites in the City. These sites are illustrated on **Figure 7-1** and are classified as Key Housing Opportunity Sites (67 acres), underutilized sites (78 acres), or vacant (73 acres).

- Key Housing Opportunity Sites are those sites with the most development potential based on a number of factors, including access, adjacent uses, and potential for affordability.
- Underutilized sites often include existing residential and commercial land uses. They offer the potential to increase density, as the existing uses do not maximize development potential under current zoning or there is an opportunity to assemble adjacent parcels.
- Vacant parcels are those parcels that have a current general plan or zoning designation that allows residential development.

*Insert res ops sites map here*



*The Concord Naval Weapons Station is a potential opportunity site for housing.*



*New residential areas will also need recreational facilities.*



## 8. Opportunity Areas

Opportunity Areas have been identified based on the analysis of current land use, characteristics and intensity of existing development, as well as the ratio of building improvement values to land values (a low ratio indicates a site where land may be worth as much as the building, suggesting that over the 20-year planning period, the areas may be developed for more intensive use). Fourteen Opportunity Areas comprising 6,341 acres were analyzed. These sites are depicted in Figures 8-1 through 8-6 on aerial photographs. The existing General Plan land use and street loc-

ations for each of these sites are also depicted. Opportunities & Constraints along with development characteristics for each of the areas are presented. Table 8-1 below presents the total acreage of each of the Opportunity Areas by General Plan land use category. It should be noted that not all of the land identified in the Opportunity Areas would be available for infill or redevelopment during this planning period.

**Table 8-1 Opportunity Areas by General Plan Land Use**

| Number       | Opportunity Area               | Central Area Multiple Use | Community Office | High Density Residential | Industrial / Business Park | Low Density Residential | Medium Density Residential | Mixed-Use    | Naval Weapons Station | Neighborhood/Community Commercial | Parks and Open Space | Public/Quasi-Public | Regional Commercial | Regional Office | Total          |
|--------------|--------------------------------|---------------------------|------------------|--------------------------|----------------------------|-------------------------|----------------------------|--------------|-----------------------|-----------------------------------|----------------------|---------------------|---------------------|-----------------|----------------|
| 1            | North Concord/PICNC            | -                         | -                | -                        | 297.31                     | -                       | -                          | -            | -                     | -                                 | -                    | 18.98               | -                   | -               | 316.29         |
| 2            | North Hillcrest                | -                         | -                | -                        | 69.52                      | -                       | -                          | -            | -                     | -                                 | -                    | 1.07                | 6.15                | -               | 76.73          |
| 3            | Campus Business District       | -                         | -                | -                        | 81.61                      | -                       | -                          | -            | -                     | -                                 | -                    | -                   | 143.04              | 115.50          | 340.14         |
| 4            | In-Town Mixed-Use              | 10.51                     | -                | 8.53                     | -                          | -                       | -                          | 41.04        | -                     | 4.83                              | -                    | -                   | 30.13               | 13.04           | 108.09         |
| 5            | Galindo Area                   | -                         | 1.55             | -                        | -                          | 13.23                   | -                          | -            | -                     | -                                 | -                    | -                   | -                   | -               | 14.78          |
| 6            | Todos Santos Town Center       | 48.60                     | 10.96            | 1.28                     | -                          | 0.18                    | -                          | 18.79        | -                     | 4.50                              | 12.54                | 30.75               | -                   | 21.70           | 149.29         |
| 7            | Willow Pass Road/ Civic Center | 2.76                      | 11.46            | -                        | -                          | 3.11                    | 2.37                       | 7.58         | -                     | 5.06                              | -                    | 21.51               | -                   | -               | 53.85          |
| 8            | South Monument Blvd.           | -                         | 4.66             | -                        | -                          | -                       | -                          | -            | -                     | 32.42                             | -                    | -                   | -                   | -               | 37.08          |
| 9            | North Monument Blvd.           | -                         | -                | -                        | -                          | 9.10                    | -                          | 24.53        | -                     | 62.85                             | -                    | -                   | -                   | -               | 96.48          |
| 10           | Detroit Ave./Shary Circle      | -                         | -                | -                        | 104.68                     | -                       | -                          | -            | -                     | 10.67                             | -                    | -                   | -                   | -               | 115.35         |
| 11           | Clayton Rd./The Alameda        | -                         | 9.09             | -                        | -                          | -                       | -                          | -            | -                     | 12.96                             | -                    | 0.40                | -                   | -               | 22.05          |
| 12           | Clayton Rd./Treat Blvd.        | -                         | 0.17             | -                        | -                          | -                       | -                          | -            | -                     | 70.16                             | -                    | -                   | -                   | -               | 70.33          |
| 13           | Clayton Rd./Ygnacio Valley Rd. | -                         | 3.62             | -                        | -                          | -                       | -                          | -            | -                     | 59.98                             | -                    | -                   | -                   | -               | 63.60          |
| 14           | Concord Naval Weapons Station  | -                         | -                | -                        | -                          | -                       | -                          | -            | 4802.84               | -                                 | 40.35                | 34.00               | -                   | -               | 4877.19        |
| <b>Total</b> |                                | <b>61.87</b>              | <b>41.51</b>     | <b>9.81</b>              | <b>551.33</b>              | <b>25.61</b>            | <b>2.37</b>                | <b>93.66</b> | <b>4802.84</b>        | <b>263.45</b>                     | <b>52.89</b>         | <b>81.43</b>        | <b>179.31</b>       | <b>150.24</b>   | <b>6341.25</b> |

Note: For reasons of visual clarity, General Plan Land Use designations for combinations of uses have been consolidated in this table under the category "Mixed-Use." Central Concord numerous mixed-use designations are depicted in detail on Figures 8-3 and 8-4.

**FIGURE**

**8-1**

**I. NORTH CONCORD**

The North Concord Opportunity Areas consists of North Concord/PICNC and North Hillcrest. These areas are primarily industrial spaces, transitioning from warehouse, distribution, and heavy industrial uses into a business park environment. Many research and development and office flex uses have opened within older industrial properties. New office buildings have been developed on vacant sites in this area. The PICNC area was annexed into Concord in 2002 and is located near the junction of Highways 242 and 4. Prior to annexation to the City, the PICNC area allowed for a broad range of uses.

**I. NORTH CONCORD/PICNC**

This area is located north of Highway 4 and extends from Port Chicago Highway to Solano Way. The existing General Plan land uses for this area include Industrial/Business Park and Public/Quasi-Public for the AC Transit yard.

**Existing Opportunities and Constraints**

| Opportunities  | Constraints   |
|--|---|
| <ul style="list-style-type: none"> <li>Access to Highways 4 and 242</li> <li>Access to Downtown via Port Chicago Highway</li> <li>Existing Research and Development facilities</li> <li>Economic transition of area away from industrial/warehouses toward office use</li> <li>Opportunity to develop and redevelop a significant amount of vacant and underutilized acreage</li> <li>Opportunity to incorporate into a redevelopment area</li> <li>Access to North Concord BART</li> <li>Scenic amenities (Mallard Reservoir, Diablo Creek Golf Course, and a trail system along South of Highway 4)</li> </ul> | <ul style="list-style-type: none"> <li>Disconnected street network, access to large parcels away from main throughways is difficult</li> <li>Airport flight path</li> <li>Environmental Clean Up</li> <li>Heavy industrial presence</li> <li>Lack of amenities (restaurants and retail stores) for office employees</li> <li>Cemetery</li> <li>Poor access to BART station</li> </ul> |

**General Plan Options**

- Consider allowing big box retail and auto-oriented uses along main arterials (Arnold Industrial Way, Laura Alice Way and Bates Avenue) to support the City’s retail base.
- Evaluate how to improve the street and sidewalk network to offer better connections to internally located parcels and to North Concord BART.
- Seek ways to create a cohesive open space and trail network to connect key natural amenities.

**2. NORTH HILLCREST**

The North Hillcrest area is located directly south of Highway 4 and west of Highway 242. The area contains a mix of industrial/warehouses uses, research and development facilities, and auto-related uses. The current General Plan land use designations for this area call for Regional Commercial, Industrial/Business Park, and Mixed-Use.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints  |
|---|--|
| <ul style="list-style-type: none"> <li>Access to Highway 242 via Olivera Road</li> <li>Access to parks</li> <li>Access to Downtown via Solano Way</li> <li>Proximity to established residential neighborhoods</li> <li>Opportunity to redevelop a large underutilized parcel abutting a residential neighborhood</li> </ul> | <ul style="list-style-type: none"> <li>Heavy industrial presence</li> <li>Airport Flight Path</li> <li>Lack of retail and services to serve local residents</li> <li>Environmental clean up</li> </ul> |

**General Plan Options**

- Consider allowing either Regional Commercial or Mixed-Uses along Solano Way and Peralta Road to enable development of retail uses to serve the immediate residential neighborhoods.
- Consider a mixed-use designation with a residential emphasis to new housing needs and also provide for neighborhood commercial uses.
- Create design standards and buffering policies to protect the abutting residential neighborhoods from emerging non-residential uses along Peralta Road and Dalis Drive.

**Table 8-2 North Concord Opportunity Areas by General Plan Land Use Designation**

| Opportunity Area        | General Plan Land Use    | Developed Land | Development Project Site | Residential Opportunity Site | Parks and Open Space | Vacant Non-Residential | Total         |
|-------------------------|--------------------------|----------------|--------------------------|------------------------------|----------------------|------------------------|---------------|
| North Concord/PICNC (1) | Industrial/Business Park | 272.82         | 8.05                     | -                            | -                    | 16.43                  | 297.31        |
|                         | Public/Quasi-Public      | 15.86          | -                        | -                            | 3.12                 | -                      | 18.98         |
| <b>Subtotal</b>         |                          | <b>288.68</b>  | <b>8.05</b>              | <b>0.00</b>                  | <b>3.12</b>          | <b>16.43</b>           | <b>316.29</b> |
| North Hillcrest (2)     | Industrial/Business Park | 62.22          | -                        | -                            | 4.43                 | 2.87                   | 69.52         |
|                         | Public/Quasi-Public      | -              | -                        | -                            | 1.07                 | -                      | 1.07          |
| <b>Subtotal</b>         |                          | <b>68.36</b>   | <b>0.00</b>              | <b>0.00</b>                  | <b>5.50</b>          | <b>2.87</b>            | <b>76.73</b>  |
| <b>Total</b>            |                          | <b>357.05</b>  | <b>8.05</b>              | <b>0.00</b>                  | <b>8.62</b>          | <b>19.30</b>           | <b>393.02</b> |

**FIGURE 8-2**

**CENTRAL CONCORD**

The Central Concord Opportunity Area includes the following areas as depicted in **Figures 8-2, and 8-3**: the Campus Business District, In-Town Mixed-Use, Todos Santos Town Center, and Willow Pass Road/Civic Center.

**3. CAMPUS BUSINESS DISTRICT**

The Campus Business District includes the area located in the triangle formed by Interstate 680 to the west, Concord Avenue to the north, and Highway 242 to the east. The district consists of a combination of office uses, shopping centers, research and development facilities, industrial uses, auto-oriented big-box retail, car dealers, and restaurants. The Central Concord Redevelopment Strategy direction for this district is to clearly define a campus/office environment in this location. The current General Plan land use designations for this area are Industrial/Business Park, Regional Commercial and Regional Office.

***Existing Opportunities and Constraints***

| <b>Opportunities</b>   | <b>Constraints</b>  |
|--|---|
| <ul style="list-style-type: none"> <li>• Visibility from highway for high-rise office use</li> <li>• Proximity to Interstate 680 and major arterial streets</li> <li>• Larger parcels west of Walnut Creek Channel</li> <li>• Opportunity to convert existing flex space in the Commerce Avenue district to high-technology office space.</li> <li>• Commerce Avenue/Pine Creek Bridge is planned for development</li> <li>• Proximity to shopping centers</li> <li>• Hotel use</li> <li>• Amenities for office workers (restaurants and retail stores)</li> </ul> | <ul style="list-style-type: none"> <li>• Walnut Creek Channel limiting access to certain parts of the district</li> <li>• Airport height and occupancy restriction</li> <li>• Small parcels in Commerce Avenue section west of the Walnut Creek channel and north of Pine Creek.</li> <li>• The only fast connection to Downtown is via Willow Pass Road.</li> <li>• Earthquake Faults</li> </ul> |

***General Plan Options***

- Consider a street reconfiguration/introduction of a new bridge in the northern portion to improve accessibility of the area currently divided by Walnut Creek Channel.
- Evaluate how to strengthen and intensify retail/ restaurant uses along Diamond Boulevard to meet regional and office employee demands for goods and services.
- Evaluate whether an increased FAR<sup>1</sup> for certain uses or certain areas would be appropriate and the associated increase in traffic could be accommodated by the street system.

---

<sup>1</sup> It should be noted that potentially all FAR's will be incorporated in the Zoning Ordinance through the Zoning Ordinance Update Process.

**FIGURE 8-3**

**4. IN-TOWN MIXED-USE**

The In-Town Mixed-Use area is located directly west of Galindo Street and east of Highway 242. This district incorporates a mix of residential, retail, and office uses. The Central Concord Redevelopment Strategy for this district creates a mixed-use environment by combining retail, residential, and office uses in close proximity. The current General Plan land use designations for this area are Regional Commercial, Neighborhood/Community Commercial, Mixed-Use, Regional Office, Central Area Multiple Use, and High Density Residential.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints  |
|---|--|
| <ul style="list-style-type: none"> <li>• Access to Highway 242 and Interstate 680</li> <li>• Easy Access to Downtown and South Concord</li> <li>• Opportunity to develop several housing opportunity sites</li> <li>• Established commercial node</li> <li>• Proximity to key arterials</li> <li>• Potential to replace auto uses on Concord Avenue with high-density residential uses</li> </ul> | <ul style="list-style-type: none"> <li>• Multiple ownership of small parcels making site assemblage challenging</li> <li>• Not within walking distance from Downtown BART</li> </ul> |

**General Plan Options**

- Evaluate the redevelopment potential of old strip malls on large parcels along Willow Pass road to create more intense mixed-use (retail, office, and housing) development that is designed to create a pedestrian-oriented environment.
- Expand residential development and mixed-use opportunities within the Central Area.
- Evaluate the redevelopment potential of sites located between Willow Pass Road and Clayton Road for office development.

**5. GALINDO AREA**

The Galindo Area is a low-density residential neighborhood flanked by high-rise offices, high density residential and large-scale commercial uses on the northern and eastern sides. The current General Plan land use designations for this area are Community Office, High Density Residential, and Low Density Residential.

**Existing Opportunities and Constraints**

| Opportunities  | Constraints  |
|--|--|
| <ul style="list-style-type: none"> <li>• Proximity to Downtown and retail uses along Willow Pass Road</li> <li>• Amenity of the historic Galindo House and gardens</li> <li>• Proximity to BART Station</li> </ul> | <ul style="list-style-type: none"> <li>• Multiple ownership of small parcels making site assemblage challenging</li> </ul> |

**General Plan Options**

- Determine whether to promote high-density residential uses only along the edges of the district (Clayton Road and Ashbury Drive alongside the lake).
- Evaluate how to enhance access to BART and Downtown and possibly enable new housing to take advantage of “location efficient” mortgages.
- Evaluate whether provisions for a new residential housing type – cottage housing – may be appropriate.
- Maximize the site amenity provided by the presence of the historic Galindo House and gardens.

**6. TODOS SANTOS TOWN CENTER**

The Todos Santos Town Center is located in Downtown Concord and encompasses the historic Todos Santos Plaza. The district also houses the Downtown BART station. All locations within the Town Center are within a ten-minute walk from this transit hub. As such, new development in the district reflects the aims of transit-oriented development. As an active retail, office, residential and transit center, the area could benefit further from the intensification of underutilized parcels. The General Plan Land Use categories for the district include the following: Central Area Multiple Use, Community Office, High Density Residential, Low Density Residential, Mixed-Use, Neighborhood/Community Commercial, Open Space, Parks, Public/Quasi-Public, and Regional Office.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints  |
|---|--|
| <ul style="list-style-type: none"> <li>Proximity to Downtown BART Station</li> <li>Downtown amenities (pedestrian-friendly environment with active street-level uses, and open spaces)</li> <li>Central Location (two main east-west thoroughfares, Willow Pass and Clayton roads connecting the area to the rest of the City)</li> <li>High rise offices in the central portion providing consumer base for retail uses</li> <li>Underutilized vehicular-oriented box-retail stores and small offices along major arterials</li> <li>Opportunity to develop transit-oriented high density residential projects</li> <li>Ample public parking provided by two parking structures</li> <li>Central Todos Santos Plaza, which functions as a community gathering place</li> </ul> | <ul style="list-style-type: none"> <li>Small parcel sizes and multiple owners making site assemblage challenging</li> <li>Removed from the immediate proximity to the Highway system.</li> </ul> |

**General Plan Options**

- Promote infill development in the Downtown area, thereby creating opportunity for the development of mixed-use (housing/retail.)
- Improve the pedestrian connection between the BART Station and the area of high rise office buildings through streetscape improvement and pedestrian-oriented, street-level building design standards.
- Support the redevelopment and intensification of underutilized auto-oriented development along Willow Pass Road and Concord Avenue.
- Support the expansion of office, hotel, retail and high density residential uses.

**7. WILLOW PASS ROAD / CIVIC CENTER**

The Willow Pass Road/Civic Center area is located east of Downtown and east of Port Chicago Highway which connects Downtown Concord to the City’s Civic Center. Large non-residential parcels enclose the older residential neighborhoods north and south of Willow Pass Road. The General Plan Land Use categories for this area include Central Area Multiple Use, Community Office, Low Density Residential, Mixed-Use, Neighborhood/Community Commercial, and Public/Quasi-Public.

**Existing Opportunities and Constraints**

| Opportunities  | Constraints  |
|--|--|
| <ul style="list-style-type: none"> <li>Older neighborhood commercial buildings and strip malls providing potential housing development opportunities</li> <li>Baldwin Park at Willow Pass Road and Parkside Drive</li> <li>Area is anchored by Civic Center to the east and Downtown to the west</li> <li>Close proximity to Downtown BART</li> <li>Willow Pass Community Park</li> <li>Established nearby residential neighborhood providing strong retail customer base</li> </ul> | <ul style="list-style-type: none"> <li>Increase in traffic from development intensification especially along Willow Pass Road</li> <li>Multiple ownership of small parcels making site assemblage challenging</li> </ul> |

**General Plan Options**

- Consider whether higher-density residential infill development is appropriate or whether existing densities should be maintained.
- Consider incorporating mixed-use residential development on large underutilized parcels.
- Evaluate the opportunity presented by the underutilized BART R.O.W. land.
- Consider ways to maximize the asset of the Civic Center’s presence in the area.

**Table 8-3 Central Concord Opportunity Areas by General Plan Land Use Designation**

| Opportunity Area             | General Plan Land Use             | Developed     | Development Project Site | Residential Opportunity Site | Parks and Open Space | Vacant Non-Residential | Total         |
|------------------------------|-----------------------------------|---------------|--------------------------|------------------------------|----------------------|------------------------|---------------|
| Campus Business District (3) | Industrial/Business Park          | 79.36         | -                        | 2.25                         | -                    | -                      | 81.61         |
|                              | Regional Commercial               | 138.57        | -                        | 4.46                         | -                    | -                      | 143.04        |
|                              | Regional Office                   | 109.08        | -                        | 5.33                         | 1.10                 | -                      | 115.50        |
|                              | Subtotal                          | 327.01        | 0.00                     | 12.04                        | 1.10                 | 0.00                   | 340.14        |
| In-Town Mixed-Use (4)        | Central Area Multiple Use         | 10.04         | 0.44                     | -                            | -                    | 0.03                   | 10.51         |
|                              | High Density Residential          | 7.88          | -                        | 0.65                         | -                    | -                      | 8.53          |
|                              | Mixed-Use                         | 35.36         | 5.68                     | -                            | -                    | -                      | 41.04         |
|                              | Neighborhood/Community Commercial | 4.83          | -                        | -                            | -                    | -                      | 4.83          |
|                              | Regional Commercial               | 25.22         | 0.24                     | -                            | -                    | 4.67                   | 30.13         |
|                              | Regional Office                   | 11.46         | -                        | 1.58                         | -                    | -                      | 13.04         |
|                              | Subtotal                          | 94.79         | 6.37                     | 2.23                         | 0.00                 | 4.69                   | 108.09        |
| Galindo Area (5)             | Community Office                  | 1.31          | 0.24                     | -                            | -                    | -                      | 1.55          |
|                              | Low Density Residential           | 13.23         | -                        | -                            | -                    | -                      | 13.23         |
|                              | Subtotal                          | 14.54         | 0.24                     | -                            | -                    | -                      | 14.78         |
| Todos Santos Town Center (6) | Central Area Multiple Use         | 35.34         | 0.30                     | 12.96                        | -                    | -                      | 48.60         |
|                              | Community Office                  | 8.50          | -                        | 1.97                         | -                    | 0.49                   | 10.96         |
|                              | High Density Residential          | 1.28          | -                        | -                            | -                    | -                      | 1.28          |
|                              | Low Density Residential           | -             | -                        | 0.18                         | -                    | -                      | 0.18          |
|                              | Mixed-Use                         | 9.76          | 4.41                     | 4.63                         | -                    | -                      | 18.79         |
|                              | Neighborhood/Community Commercial | 4.50          | -                        | -                            | -                    | -                      | 4.50          |
|                              | Parks and Open Space              | -             | -                        | -                            | 12.54                | -                      | 12.54         |
|                              | Public/Quasi-Public               | 30.75         | -                        | -                            | -                    | -                      | 30.75         |
|                              | Regional Office                   | 20.93         | -                        | -                            | -                    | 0.76                   | 21.70         |
|                              | Subtotal                          | 111.06        | 4.71                     | 19.73                        | 12.54                | 1.26                   | 149.29        |
| Willow Pass Civic Center (7) | Central Area Multiple Use         | -             | -                        | 2.76                         | -                    | -                      | 2.76          |
|                              | Community Office                  | 10.26         | -                        | 1.21                         | -                    | -                      | 11.46         |
|                              | Low Density Residential           | 2.47          | 0.64                     | -                            | -                    | -                      | 3.11          |
|                              | Medium Density Residential        | 2.37          | -                        | -                            | -                    | -                      | 2.37          |
|                              | Mixed-Use                         | 7.25          | -                        | 0.33                         | -                    | -                      | 7.58          |
|                              | Neighborhood/Community Commercial | 1.78          | 2.97                     | -                            | -                    | 0.31                   | 5.06          |
|                              | Public/Quasi-Public               | 13.58         | -                        | 7.93                         | -                    | -                      | 21.51         |
|                              | Subtotal                          | 37.70         | 3.60                     | 12.23                        | 0.00                 | 0.31                   | 53.85         |
| <b>Total</b>                 |                                   | <b>585.06</b> | <b>14.93</b>             | <b>46.23</b>                 | <b>13.64</b>         | <b>6.26</b>            | <b>761.55</b> |

Note: For reasons of visual clarity, General Plan Land Use designations for combinations of uses have been consolidated in this table under the category "Mixed-Use." Central Concord numerous mixed-use designations are depicted in detail on Figures 8-3 and 8-4...

**FIGURE 8-4**

**MONUMENT BOULEVARD CORRIDOR**

The Monument Boulevard Corridor is a commercial/industrial hub, containing large and small parcels of box retail stores, neighborhood commercial and industrial/business park uses.

**8. SOUTH MONUMENT BOULEVARD**

The South Monument Boulevard area is located in the southwestern corner of Concord near the border of Pleasant Hill and Highway 242/Highway 680 on/off ramps. The parcels fronting this portion of Monument Boulevard corridor contain diverse commercial uses. The Parkside single-family residential development is nearing completion on the western edge of the street. The General Plan Land Use categories include Community Office, Neighborhood/Community Commercial, and Mixed-Use.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints  |
|---|--|
| <ul style="list-style-type: none"> <li>• Access to Highways 242 and 680</li> <li>• Proximity to downtown Pleasant Hill</li> <li>• Established nearby residential neighborhood providing retail customer base</li> </ul> | <ul style="list-style-type: none"> <li>• Some shallow lots insufficient for large-scale retail uses</li> <li>• Multiple ownership of small parcels making site assemblage challenging</li> </ul> |

**General Plan Options**

- Evaluate how to strengthen South Monument Boulevard as a retail commercial corridor for the adjacent neighborhood. Allow for site assembly of parcels along Monument Boulevard to promote commercial development at various scales.
- Consider whether to promote residential or mixed-use, rather than retail commercial.

**9. NORTH MONUMENT BOULEVARD**

The North Monument Boulevard area contains larger parcels that are characterized by wholesale and industrial uses as opposed to the more diverse, fine-grained South Monument Boulevard area. The General Plan Land Use categories include Neighborhood/Community Commercial, Low Density Residential, and Mixed-Use.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints   |
|---|---|
| <ul style="list-style-type: none"> <li>• Underutilized warehouse/industrial uses with development intensification potential</li> <li>• Access to Downtown</li> <li>• Large vacant parcels</li> <li>• Access to Walnut Creek and Pleasant Hill</li> <li>• Access to Highway 242 and Highway 680</li> </ul> | <ul style="list-style-type: none"> <li>• Industrial presence may preclude potential residential or mixed-use development</li> <li>• Multiple ownership of small parcels making site assemblage challenging</li> </ul> |

**General Plan Options**

- Evaluate whether to promote conversion of industrial uses on the north side of Monument Boulevard to large-scale retail/wholesale use, given potential competition from sites with better highway access (e.g. the Montgomery Ward site in Pleasant Hill).
- Identify new housing development opportunities west of Detroit Avenue.
- Evaluate the potential for other mixed-use development in the area.

**10. DETROIT AVENUE / SHARY CIRCLE**

The Detroit Avenue/Shary Circle area is an industrial/business park district enclosed by the BART track on the east and surrounding residential development on the south. The General Plan Land Use categories for the district include Industrial/Business Park, Public/Quasi-Public, and Neighborhood/Community Commercial.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints   |
|---|---|
| <ul style="list-style-type: none"> <li>Large parcel size – R&amp;D facilities redevelopment opportunities on the west side of Detroit Avenue</li> <li>Access to Highways 242 and 680</li> <li>Potential to redevelop a large underutilized parcel on the east side of Detroit Avenue north of Whitman Road</li> </ul> | <ul style="list-style-type: none"> <li>Potential Land use incompatibilities with small-scale commercial recreation uses</li> <li>Not as close to highways as other industrial/distribution locations</li> <li>Multiple ownership of small parcels making site assemblage challenging</li> </ul> |

**General Plan Options**

- Evaluate whether to maintain the warehouse/storage uses on the area directly south side of Monument Boulevard.
- Evaluate whether to maintain the existing business park along Shary Circle and the large underutilized parcel across Detroit Avenue as a cohesive large-scale business park.
- Consider whether to allow commercial recreation uses within the business district or exclude this use altogether for being incompatible with the area’s long-term land use objectives.

**Table 8-4 Monument Blvd. Corridor Opportunity Areas by General Plan Land Use Designation**

| Opportunity Area                 | General Plan Land Use             | Developed     | Development Project Site | Residential Opportunity Site | Parks and Open Space | Vacant Non-Residential | Total         |
|----------------------------------|-----------------------------------|---------------|--------------------------|------------------------------|----------------------|------------------------|---------------|
| South Monument Boulevard (8)     | Community Office                  | 3.54          | 1.12                     | -                            | -                    | -                      | 4.66          |
|                                  | Neighborhood/Community Commercial | 32.42         | -                        | -                            | -                    | -                      | 32.42         |
| Subtotal                         |                                   | 35.96         | 1.12                     | 0.00                         | 0.00                 | 0.00                   | 37.08         |
| North Monument Boulevard (9)     | Low Density Residential           | 9.10          | -                        | -                            | -                    | -                      | 9.10          |
|                                  | Mixed-Use                         | 22.07         | 2.46                     | -                            | -                    | -                      | 24.53         |
|                                  | Neighborhood/Community Commercial | 45.60         | -                        | 1.60                         | -                    | 15.65                  | 62.85         |
| Subtotal                         |                                   | 76.77         | 2.46                     | 1.60                         | 0.00                 | 15.65                  | 96.48         |
| Detroit Avenue/Shary Circle (10) | Industrial/Business Park          | 98.22         | 2.56                     | -                            | 0.58                 | 3.32                   | 104.68        |
|                                  | Neighborhood/Community Commercial | 10.67         | -                        | -                            | -                    | -                      | 10.67         |
| Subtotal                         |                                   | 108.89        | 2.56                     | 0.00                         | 0.58                 | 3.32                   | 115.35        |
| <b>Total</b>                     |                                   | <b>221.62</b> | <b>6.14</b>              | <b>1.60</b>                  | <b>0.58</b>          | <b>18.96</b>           | <b>248.91</b> |

**11. CLAYTON ROAD CORRIDOR**

The Clayton Road corridor supports a commercial center at one-mile intervals along its length. The strategic direction is to strengthen the existing commercial nodes and promote mixed-use development with transit access. Planning should consider the corridor as a whole, in particular the relationship between the corridor’s identified nodes as well as its overall relationship to adjacent neighborhoods.

The Clayton Road/Alameda area is located in the northernmost portion of Clayton Road and maintains commercial activities that are partially related to Downtown uses. The General Plan Land Use categories for the corridor include Neighborhood/Community Commercial, Community Office, and Public/Quasi-Public uses.

**Existing Opportunities and Constraints**

| Opportunities  | Constraints   |
|--|---|
| <ul style="list-style-type: none"> <li>• Small, old office buildings with redevelopment potential</li> <li>• Established nearby residential neighborhood providing retail customer base</li> <li>• Redevelopment potential of large underutilized parcels in the area including a large parcel at the west end of the Clayton corridor</li> <li>• Proximity to BART</li> </ul> | <ul style="list-style-type: none"> <li>• Potential Increase in traffic from development intensification</li> <li>• Auto-oriented uses</li> <li>• High existing traffic volume on Clayton Road</li> <li>• Multiple ownership of small parcels making site assemblage challenging</li> <li>• Hazardous materials sites</li> <li>• Lack of pedestrian amenities</li> </ul> |

**12. CLAYTON ROAD / TREAT BOULEVARD**

The Clayton Road/Treat Boulevard area provides a retail base for the adjacent residential neighborhoods. The General Plan Land Use category for this area is Neighborhood/ Community Commercial and Community Office.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints   |
|---|---|
| <ul style="list-style-type: none"> <li>• Development potential of large underutilized parcels in the area</li> <li>• Established nearby residential neighborhood providing a strong retail customer base</li> </ul> | <ul style="list-style-type: none"> <li>• Potential increase in traffic from development intensification</li> <li>• Lack of pedestrian amenities</li> <li>• Hazardous materials sites</li> </ul> |

**13. CLAYTON ROAD / YGNACIO VALLEY ROAD**

The Clayton Road/Ygnacio Valley Road area is the southernmost retail center on Clayton Road. The buildings in this area have similar characteristics and uses as the Clayton Road/ Treat Boulevard area. The General Plan Land Use categories include Community Office and Neighborhood/Community Commercial.

**Existing Opportunities and Constraints**

| Opportunities  | Constraints   |
|--|---|
| <ul style="list-style-type: none"> <li>• Older big-box retail store buildings and strip malls providing potential redevelopment opportunities</li> <li>• Established nearby residential neighborhood providing retail customer base</li> </ul> | <ul style="list-style-type: none"> <li>• Potential increase in traffic from development intensification</li> <li>• Auto-oriented uses</li> <li>• Hazardous materials sites</li> </ul> |

**General Plan Options**

- Strengthen the Clayton Road commercial corridor by selectively redeveloping old strip malls into a series of nodes with a more intense mix of retail and high-density residential development.
- Buffer adjacent residential uses and also provide for connection to these neighborhoods.
- Provide parks and community facilities for new residents.
- Improve the pedestrian environment and support transit use.
- Promote parcel consolidation for more residential development.

**FIGURE 8-5**

**Table 8-5 Clayton Road Corridor Opportunity Areas by General Plan Land Use Designation**

| <i>Opportunity Areas</i>            | <i>General Plan Land Use</i>      | <i>Developed</i> | <i>Development Project Site</i> | <i>Residential Opportunity Site</i> | <i>Parks and Open Space</i> | <i>Vacant Non-Residential</i> | <i>Total</i>  |
|-------------------------------------|-----------------------------------|------------------|---------------------------------|-------------------------------------|-----------------------------|-------------------------------|---------------|
| Clayton Road/Alameda (11)           | Community Office                  | 9.09             | -                               | -                                   | -                           | -                             | 9.09          |
|                                     | Neighborhood/Community Commercial | 12.96            | -                               | -                                   | -                           | -                             | 12.96         |
|                                     | Subtotal                          | 22.05            | 0.00                            | 0.00                                | 0.00                        | 0.00                          | 22.05         |
| Clayton Road/Treat Blvd. (12)       | Community Office                  | 0.17             | -                               | -                                   | -                           | -                             | 0.17          |
|                                     | Neighborhood/Community Commercial | 66.24            | 1.85                            | -                                   | -                           | 2.08                          | 70.16         |
|                                     | Subtotal                          | 66.41            | 1.85                            | 0.00                                | 0.00                        | 2.08                          | 70.33         |
| Clayton Rd./Ygnacio Valley Rd. (13) | Community Office                  | 3.62             | -                               | -                                   | -                           | -                             | 3.62          |
|                                     | Neighborhood/Community Commercial | 47.36            | 9.59                            | -                                   | 2.59                        | 0.44                          | 59.97         |
|                                     | Subtotal                          | 50.97            | 9.59                            | -                                   | 2.59                        | 0.44                          | 63.60         |
|                                     | <b>Total</b>                      | <b>139.43</b>    | <b>11.44</b>                    | <b>0.00</b>                         | <b>2.59</b>                 | <b>2.51</b>                   | <b>155.98</b> |

**FIGURE 8-6**

**14. CONCORD NAVAL WEAPON STATION**

The Concord Naval Weapon Station (CNWS) area is a large underutilized parcel in North Concord with potential master planning opportunities. The Shaping Our Future Project identified CNWS as a potential site for urban redevelopment, and the 2003 Housing Element Update targeted the Coast Guard housing site for additional housing (470 units). A site of approximately 154 acres south of the Coast Guard housing is being considered for joint use with the Navy as a park site. However, the status of these lands is undetermined and will remain so until a decision is made to decommission the base.

**General Plan Options**

- Develop a plan concept that would allow for development of the CNWS to be connected to the existing City. The General Plan could include guidelines for developing these residential neighborhoods with the quality of a traditional town (walkable streets, retail and service uses in the vicinity, a sense of center, etc), a comprehensive open space system, and research and development facilities.

**Existing Opportunities and Constraints**

| Opportunities   | Constraints   |
|---|---|
| <ul style="list-style-type: none"> <li>• Large-scale housing development opportunities</li> <li>• Opportunities to create a cohesive and comprehensive neighborhood with diverse uses</li> <li>• Opportunities to create a city-scale and regional open space to serve the immediate and city-wide residents</li> <li>• Opportunities to incorporate into redevelopment area under Federal Law</li> </ul> | <ul style="list-style-type: none"> <li>• Environmental Cleanup</li> <li>• No decision made on whether CNWS will be available</li> </ul> |

**Table 8-6 Concord Naval Weapons Station Opportunity Areas by General Plan Land Use Designation**

| Opportunity Area                   | General Plan Land Use | Developed    | Residential Opportunity Site | Development Project Site | Parks and Open Space | Vacant Non-Residential | Total         |
|------------------------------------|-----------------------|--------------|------------------------------|--------------------------|----------------------|------------------------|---------------|
| Concord Naval Weapons Station (14) | Naval Weapons Station | 25.99        | 25.82                        | -                        | 213.46               | -                      | 265.27        |
|                                    | Public/Quasi Public   | 8.66         | -                            | -                        | -                    | -                      | 8.66          |
|                                    | Parks and Open Space  | -            | -                            | -                        | 40.35                | -                      | 40.35         |
| <b>Total</b>                       |                       | <b>34.65</b> | <b>25.82</b>                 | <b>0.00</b>              | <b>253.81</b>        | <b>0.00</b>            | <b>314.28</b> |

*[This page was intentionally left blank.]*

## 9. Next Steps

This workbook is intended for review and discussion by the Planning Commission. Commission comments, public comments, and staff input will guide work on the Sketch Plans – the next phase of the General Plan Update. The following key issues that have been identified in this workbook will need to be addressed by the Sketch Plan land use alternatives:

- *Growth.* Where and how will Concord grow? Due to limited land availability, close attention will need to be paid to the Opportunity Areas described in this document and the potential to change or intensify uses in these areas. Also, a key issue will be how much development might be considered for the Naval Weapons Station site if it were decommissioned and made available to the City.
- *Land Use Categories.* As the Sketch Plans are developed, it may become apparent that the existing Land Use Categories do not adequately address planning concerns and desired future uses in the City. Adding or deleting categories, or changing the intensity standards for each category may be required.