

**REPORT TO MAYOR AND CITY COUNCIL****TO THE HONORABLE MAYOR AND CITY COUNCIL:**

DATE: September 24, 2013

SUBJECT: UPDATE ON THE PROGRESS OF THE DOWNTOWN CONCORD SPECIFIC PLAN**Report in Brief**

In January 2013, the City began the process of the development of a Specific Plan for Downtown Concord which encompasses the Priority Development Area (PDA) surrounding the Downtown Concord BART Station. The Specific Plan project is funded primarily through a \$480,000 grant from the Metropolitan Transportation Commission (MTC). Two Council members (Leone & Grayson) serve on the 13-member Downtown Steering Committee (DSC) created to guide the effort.

The project team has completed gathering and analyzing information regarding the existing conditions of the area, and developed three different land use alternatives based on these findings. The DSC selected a preferred alternative from these three choices allowing the project team to move on to Task 5, development of the Preferred Plan and Draft Specific Plan. As part of the Community Outreach Plan initiated in January, staff is providing regular updates to the Planning Commission and City Council at key junctures in the schedule. In addition to this update, an additional check-in point will occur in May 2014, upon the completion of the draft environmental document for the project.

The purpose of this update to the City Council on the Specific Plan project is to present the progress to date on the alternatives development process and to obtain any comments and/or feedback based on the project to date.

Background

The specific plan is a document that includes policies, measures, and strategies to develop a defined geographic area that is intended be adopted by the City Council and become part of the General Plan. This planning tool has the advantage of combining a land use plan, specific zoning, unique development standards and infrastructure financing (if desired) into one comprehensive package. The specific plan is similar to a zoning ordinance in that it regulates land use through development standards; however, there is flexibility to tailor the standards to a specific area. This can be done through implementation strategies, performance measures and phasing.

There are many benefits associated with the PDA Program and the development of a specific plan for the City's Downtown PDA. It can serve as an economic development tool because it will enable streamlined CEQA review for future development projects and other activities. It will also leverage grant funding ensuring Concord's eligibility for future state and regional grant funding and enabling the City to comply with

other State mandates. Areas designated as PDAs are eligible for additional technical assistance and funding for certain types of planning studies and capital projects from regional and state sources.

In early 2013, the City retained the services of Perkins + Will to work with the City to prepare the Downtown Concord Specific Plan and environmental documentation. Staff kicked off the project in January 2014 and has been moving steadily forward based on the 21-month project schedule (Attachment #1). The Downtown Specific Plan page of the City's website has been used as the repository of information for the project including agendas, minutes, reports, and updates as the effort proceeds. A Technical Advisory Committee, including staff from relevant regional agencies and special districts including the Contra Costa Water District (CCWD), Bay Area Rapid Transit (BART), Contra Costa Transit Authority (CCTA), Association of Bay Area Governments (ABAG), Contra Costa Health Services (CCHS), and County Connection (CCCTA) have been receiving regular updates and providing feedback on the project; with their most recent meeting held on September 9. The Downtown Steering Committee, formed in February, has received continuous reports on the project at the seven meetings held to date and has also provided regular feedback to staff and the consultant.

Discussion

The Specific Plan process includes the following components: 1) A community engagement process to develop a vision for the area; 2) Policies to promote enhanced pedestrian and bicycle access to and from the BART Station, attractive high-density infill, incentives for affordable housing, and improved transit opportunities; and 3) Strategies for financing infrastructure and new development.

Relevant Goals

The relevant goals for the Downtown Specific Plan were discussed within the City's grant application for the PDA Planning Program. The overarching goal envisions the PDA as a bustling, transit-oriented, urban space serving as both a magnet of activity for the City, as well as a more regional commuter hub for central Contra Costa County. Specific goals for the Downtown Specific Plan project area include:

- Increasing BART ridership and efficiency of multi-modal connections;
- Intensifying uses and densities from current built levels;
- Promoting mid- and high-density housing;
- Constructing housing projects for a mix of housing types and income levels;
- Increasing job creation;
- Enhancing a strong business climate and expanding the City's economic base; and
- Implementing strategies to foster a vibrant downtown prior to initiation of construction within the Concord Reuse Area.

Community Outreach

A community engagement process to develop a vision for the area has been at the forefront of discussions since the PDA grant was submitted. The Community Outreach Plan focuses on obtaining input from a variety of community members including residents, businesses, local and regional stakeholders and transportation partners. A strong community engagement process will remain a focus throughout the preparation of the specific plan. The following meetings have been held:

- Downtown Ideas Fair - To obtain input from residents & stakeholders within the Downtown (Sept. 22, 2012)
- 4 Technical Advisory Committee meetings (March 13th, April 3rd, June 3rd, Sept 9th)

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- 7 Downtown Steering Committee meetings (March 13th, April 18th, June 3rd, July 1st, July 22nd, August 5th, and September 9th) with another planned for October 15th
- 2 Community Workshops (May 6th) with the second planned for October 7th
- 1 Developer panel (July 9th)
- 1 Neighborhood meeting with the Doris Court neighborhood on August 27th

These meetings were focused on providing background information, developing the existing conditions report, engaging broader community involvement, discussing and evaluating land use alternatives, obtaining feedback on technical issues, and determining a preferred alternative for further study.

Web page

Staff implemented a project specific webpage for the Downtown Specific Plan. All of the documents associated with the above tasks can be found on the webpage at www.cityofconcord.org/downtownplan. In addition, agendas and meeting minutes for recent and upcoming meetings are frequently uploaded to the site.

Completed and Remaining Tasks

The following tasks have been completed toward the preparation of the Downtown Concord Specific Plan and associated environmental documentation:

- Task 1 – Project Initiation and Refined Project Schedule
- Task 2 – Existing Conditions Report
- Task 3 – Community Outreach Plan
- Task 4 – Development of Alternative Plan Concepts

The Project team is currently working toward the completion of:

- Task 5 – Development of Preferred Plan and First Draft of the Specific Plan
- Task 6 – Completing an Environmental review and First Draft SEIR
- Task 8 – Development of an Implementation and Phasing Strategy

Developer Panel

A Developer Panel was held on July 9, 2013 to gain a practical developer's perspective on the land use alternatives. Panel members included Alan Chamorro, developer with Grosvenor's San Francisco office (fund managers in several sectors including residential, retail, office and industrial properties), Alan Talansky of EBL&S Development (a real estate development and acquisition company) and Sal Evola, an independent consultant, previously with Discovery Homes. The panel reviewed the three preliminary land use alternatives and was unanimous in their opinion that additional housing was necessary to achieve the critical mass necessary to bring vitality to the downtown. The additional residents that would occupy these new housing units would create stronger demand for new and/or enhanced retail, which in turn would create a more dynamic Downtown and help attract new tenants to fill vacancies within existing office buildings in the City. The panel believed this would then lead to increased job creation as well as enhancing a strong business climate and expanding the City's economic base. Attachment #2 summarizes the panel's comments.

Doris Court Neighborhood Meeting

City staff recently held an informal neighborhood meeting on August 27th with the owners/residents of the five blocks of the Doris Court neighborhood immediately adjacent to the southeast side of the Concord BART Station. The purpose of the meeting was to update the residents and property owners on the progress of the City's Specific Plan. In particular, staff wanted to share an idea included in the preferred alternative which would increase the potential for future residential density in the neighborhood. This was considered a reasonable future land use alternative for discussion, primarily due to the neighborhood's direct proximity to the BART Station.

There were 30 neighbors in attendance at the meeting. The majority of attendees voiced opposition to any rezoning of the neighborhood to a higher intensity. Comments to staff also related to concerns regarding existing vehicular traffic and pedestrian safety on Prospect Street, Atlantic Street and Pacific Street; and past problems associated with the aging sewer system. The owners and residents that were present (with one exception) stated their strong preference to retain the existing zoning and the character of this neighborhood through the Specific Plan process.

Project Progress

During March through June, the planning team developed three preliminary land use alternatives. During the July 1st and July 22nd meetings, the project team led the Downtown Steering Committee in a review of the draft alternatives and conducted an evaluation based on criteria developed from the project goals. This evaluation process resulted in the selection of a Preferred Alternative. The Alternatives included the following:

- Alternative A – **Work Focus** is geared toward focusing offices and retail to a large degree surrounding the Concord BART Station.
- Alternative B – **Housing Focus** is geared toward development of a range of housing types on vacant and underutilized parcels in close proximity to the BART Station and radiating out from the station.
- Alternative C – **Balanced approach** is a mixed housing and office solution to balance the need for additional housing with office and retail uses.

Common themes that have been discussed among all alternatives include:

- Providing a stronger connection along Grant Street between Todos Santos Plaza and BART.
- Offering a looping shuttle to easily transport residents and commuters from BART to Todos Santos Plaza and major office and retail uses.
- Providing a greenway link under the BART tracks, connecting existing trails and walkways.
- Providing congestion and traffic flow management at key locations within the downtown.
- Creating a landscaped, greenway loop within the downtown connecting the majority of the downtown with Concord BART.

During the July 22nd DSC meeting, staff facilitated an evaluation of the alternatives. The evaluation was based upon the Existing Conditions report, as well as the Alternatives Analysis Report. The DSC weighed how well each alternative met the overall goals of the project based on a qualitative review, and determined that **Alternative B – Housing Focus** was the Preferred Alternative (Attachment #3). This conclusion was based upon general discussions among the DSC members whereby the Committee acknowledged the current level of vacancies within existing office buildings, the existing vacant and underutilized commercial spaces, and the need for additional residents in the downtown in order to support the

office and commercial uses into the future. The DSC also recognized and noted that now is the time to optimize, revitalize and promote intensification of the Downtown before development begins at the Concord Reuse Area.

Next Steps

The Specific Plan will establish the land use plan, infrastructure plan, development regulations and design guidelines which govern future development. In part, the Alternatives Analysis Report (Attachment #4) provides the platform from which to proceed onto the preparation of the Draft Specific Plan. The current zoning for most of the central Downtown includes Downtown Pedestrian (DP) and Downtown Mixed Use (DMX) zoning. The two districts allow similar uses and both allow 33 to 100 dwelling units per net acre. However, the blocks immediately surrounding Todos Santos Plaza with DP zoning have a minimum height of 30 (2-3 stories) and maximum height of 70 feet (5-6 stories), while DMX zoning has a minimum height of 30 feet (2-3 stories) and a maximum limitation of 200 feet (15-18 stories).

A key piece of the Specific Plan will be the preparation of implementation and phasing strategies. The Specific Plan, in large part, will build upon the existing policies within the current Development Code. In addition, due to the flexibility of the Development Code in terms of the uses currently allowed (general retail, office, restaurants are all allowed uses) and those allowed with a Use Permit (multi-family, mixed use, live work units), it is necessary to develop implementation and phasing strategies to promote specific uses within the downtown, in particular within the City's transit overlay district.

Implementation strategies will be designed to address the following:

- Outlining the action steps necessary to implement the plan and defining timing and responsibility for achieving these steps;
- Developing a process for monitoring and reporting on the status of the Plan's implementation, including identifying opportunities for improvement;
- Establishing a process for assuring the timely implementation of identified action items; and
- Developing triggers or performance thresholds to reassess specific elements of the Plan, as needed.

The project consultant and City staff have been preparing such a matrix of draft implementation strategies (Attachment #5) to encourage the desired type of development in the Downtown. The DSC is currently working towards review and refinement of those strategies for the Specific Plan with a final DSC meeting planned for October 15th before the project shifts to focus on the environmental review. The Specific Plan will provide the City with a mechanism to manage growth in the Downtown by utilizing the implementation matrix of strategies to regularly revisit and "truth test" goals, objectives, and performance measures, as circumstances change. Periodic reporting on the status of performance indicators will provide the information necessary to guide adjustments in the Specific Plan over time in order to achieve the desired results.

Environmental Review

Beginning in late September, the environmental review phase of the project will commence with the issuance of a Notice of Preparation and a scoping meeting as required by CEQA. It is anticipated that the preparation of the environmental review document will be completed by the first quarter of 2014. A draft of the environmental review document is scheduled to be released in May 2014, and final adoption of the Downtown Specific Plan is expected in October 2014.

Fiscal Impact

The completion of the *Downtown Concord Specific Plan* will have a beneficial fiscal impact on the City by enabling the City to be eligible for future awards from State and regional agencies and will streamline future development by providing specific policies, and implementation and financing strategies.

Public Contact

This item has been posted at the Civic Center at least 10 days prior to the public hearing.

The public outreach for the Specific Plan has been achieved through the implementation of the Community Outreach Plan for the project since January of this year, as discussed earlier in this report.

Additional public outreach for the project has also been implemented through press releases and the creation of a dedicated page on the City's website (<http://www.cityofconcord.org/downtownplan/>) to provide regular updates, maintain the schedule of meetings, and provide key reports, agendas and minutes for regular meetings. Power point presentations for each of the meetings have also been uploaded to the site. All property owners within the project area will be sent notices with directions for obtaining copies and making comments when the final draft plan and environment review document are available. The notices will also include the specific dates for public hearings before the Planning Commission and City Council when the draft Specific Plan and environmental document will be presented for recommendation and adoption.

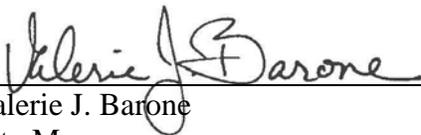
Recommendation for Action

This staff report is provided for informational purposes only. While no formal approval is required, staff requests that the City Council provide comments to staff on the progress to date of the Downtown Concord Specific Plan preparation.

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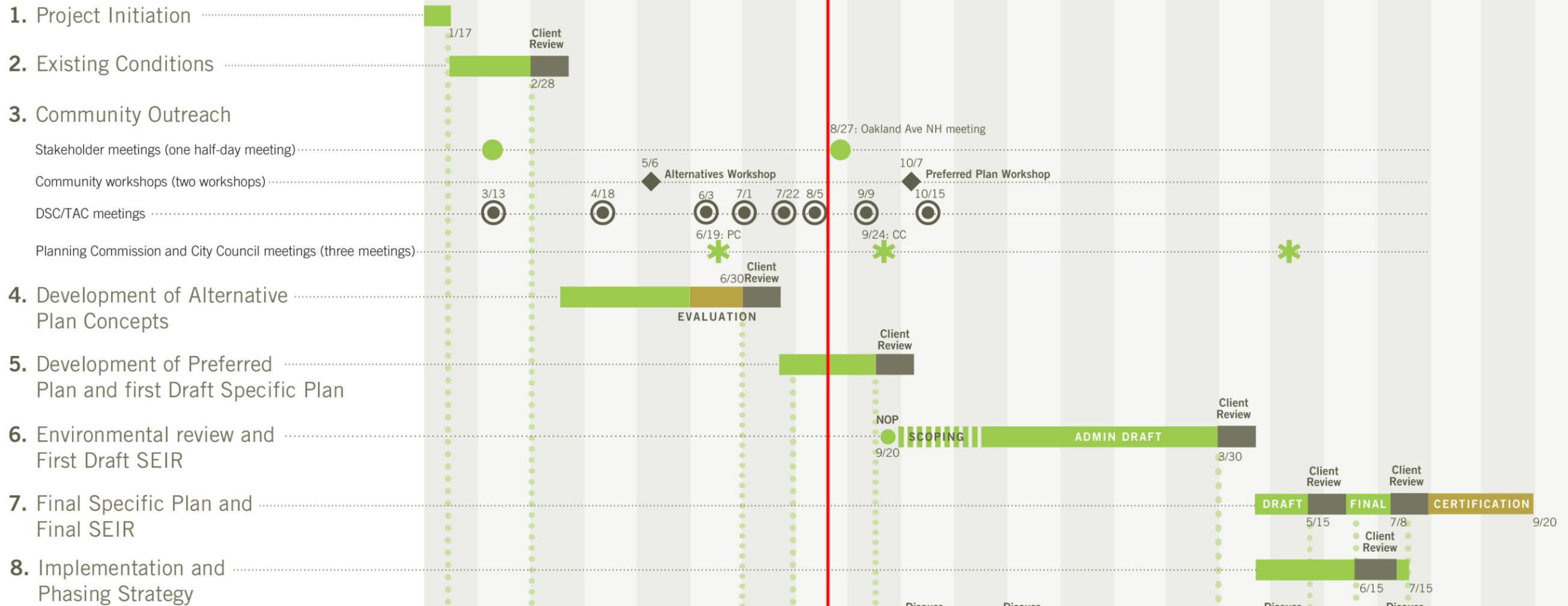
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- Attachment 1 – Updated Project Schedule/Timeline
- Attachment 2 – Developer Panel comments
- Attachment 3 – Map of Preferred Alternative
- Attachment 4 – Alternatives Analysis report
- Attachment 5 – Draft Implementation Strategies

PROJECT TASKS



MEETINGS

City and team meetings (five in-person meetings; six on-line meetings)
 Meetings in person ● Meetings on-line ●

DELIVERABLES



Developer Panel – July 9, 2013

Alan Chamorro, Consultant
Alan Talansky, EBL&S Development
Sal Evola, Consultant

TIFIA funding may provide necessary dollars toward infrastructure funding if partnering with BART. The Transportation Infrastructure Finance and Innovation Act (TIFIA) program provides Federal credit assistance in the form of direct loans, loan guarantees, and standby lines of credit to finance surface transportation projects of national and regional significance. The program provides 5 years to get projects designed and built.

Concord provides a better jobs balance than cities to the east.

All consultants agreed that more roof tops are necessary to drive the desired commercial and retail occupancy and growth.

Arlington, VA put in four metro stations and used benefits-based zoning. That community also allowed a huge amount of height, which allowed them to become a major transit-oriented community.

Redwood City is currently hottest area in San Mateo County, due to their zoning, but you can't push retail.

Ground floor should be handled such that you start with offices that are convertible to retail on demand. But you need a 15-foot plate for ground floor.

Requiring ground floor retail everywhere DOES NOT work. Retail needs to be focused on key streets and corners.

Steel frame required once you get to six and seven stories and not cost effective. You need to go higher to 120 feet to make it work. Then you recoup your money for the health and safety investments. Other's disagreed. But you need to keep it simple in terms of mixed use. Do not start combining housing, retail, office and complicating the plate heights, etc.

Retail often demands co-tenancy (requirement to be next to another use).

Park and Shop will only be improved with roof tops which will make other newer or renovated retail feasible which will put pressure on Park and Shop.

Benefit based zoning can be useful. Developer provides some amenities to obtain additional density.

CEQA assurances are very attractive to developers. If the City provides streamlining in the form of an over-arching document, such that developers can follow up with a Neg. Dec. or Categorical Exemption.

Incentives need to be focused on keeping and retaining existing Class A office rather than building new office at this point and concentrate on getting more roof tops.

People want to be more urban with the ongoing demographic shift of Gen X and Gen Y.

Need to attract the right uses for this demographic. Employee retention is also important and adjacent uses to offices (restaurants, shopping) play into that.

Create Housing; Retail will follow; all agreed. Other uses will then be supported and you can get existing uses to upgrade, renovate, redevelop.

One great restaurant can attract lots of others. However, a big restaurant is very risky to the developer with high tenant improvement costs.

Todos Santos Plaza is not scaled right. It needs higher density housing surrounding the plaza with more height to increase the viability of the area.

Master leasing can be a good tool but three key issues come into play

- 1) Co-tenancy
- 2) Exclusivity
- 3) Go-Dark Clause/Must Operate

Bell cows don't pay much rent (Nordstrom, Neiman Marcus), property owners make their money on the smaller tenants.

Demographics – need to pay attention. Store fronts have pressure from the internet and will continue to fall away. K-mart/Sears will go away in future.

Suggests going to other towns to recruit successful shops to your town; but must first have the roof tops in place to attract them.



30 July 2013

DOWNTOWN CONCORD

SPECIFIC PLAN

Alternatives Analysis Report



PERKINS+WILL

FEHR & PEERS



DAVID J. POWERS
& ASSOCIATES, INC.
ENVIRONMENTAL CONSULTANTS & PLANNERS

ALTERNATIVES

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Concord, California

01 Introduction

1.1 BACKGROUND

In December 2012 the City of Concord Community and Economic Development Department selected the Perkins+Will consultant team through an RFP process to develop a Specific Plan for the Downtown Concord BART Priority Development Area (PDA). The City submitted a PDA Planning Program Grant Application for Cycle Five funds to the Association of Bay Area Governments (ABAG)/ Metropolitan Transportation Commission (MTC) in April 2012, requesting financial assistance in preparing a Specific Plan and Program-level Environmental Impact Report (EIR). The City was successful in securing 80% of the project funding through the grant Program, with the additional 20% being provided through matching funds and in-kind contributions by the City.

The PDA planning program is an initiative to finance planning in PDA's that will result in intensified land uses around public transit hubs and bus and rail corridors. The program is geared toward;

1. Increasing housing supply, including affordable housing, and jobs,
2. Increasing land-use intensities, thereby boosting transit ridership,
3. Increasing walking, bicycling, carpooling and car sharing by promoting multi-modal connections,
4. Locating key services and retail in the planning area.

The City of Concord has partnered with BART and Contra Costa Transportation Authority to achieve realistic solutions to the above objectives through the Specific Plan Process.

1.2 PLANNING ELEMENTS

Specific Plans funded through the PDA program are required to address the Station Area Planning Principles outlined in MTC's Station Area Planning manual. At a minimum, plans are required to include the following Planning elements;

1. An overview profile of the planning area including demographic and socio-economic characteristics,
2. A significant public outreach and community involvement process,
3. Development of several land-use alternatives,
4. A market demand analysis for housing at all levels of affordability, jobs and retail in the planning area,
5. A housing strategy that promotes affordable housing and minimizes the displacement of residents,
6. A multi-modal access and connectivity strategy,
7. Pedestrian friendly design standards for buildings, streets and open space,
8. An accessibility analysis for people with disabilities,
9. A parking analysis to create a policy to reduce parking demand and supply,
10. An infrastructure development analysis and budget,
11. An Implementation plan and financing strategy to ensure the plan will be adopted and policies and programs updated as necessary.



Concord, California, 1947



Present-day Concord, California

1.3 REPORT OVERVIEW

This Alternatives Analysis Report is an intermediate phase of the Specific Plan. It follows on from an Existing Conditions Report which was completed in March 2013. This report describes the work performed by the consultant team in addressing Planning Elements 3, 4 and 5 above. Furthermore, the commentary on transportation proposals will provide the basis for developing the multi-modal access, connectivity, pedestrian friendly, accessibility and parking strategies referred to in Planning Elements 6, 7, 8 and 9 above. All of the information in this report has been used to support the community outreach process (one community workshop and several Downtown Steering Committee and Technical Advisory Committee meetings) and as a sound basis for developing a preferred plan in the next Phase of the project.

Data in this report is based on existing sources of material and other background work made available to the consultant team by the City of Concord. It also includes information on demographics publicly available on the City of Concord's website. Photographs and commentaries on existing physical conditions are based on numerous visits to the study area by various members of the consultant team between January and July 2013.

SECTION 1: Introduction

Section 1 provides an overview of the report including a summary of the background to the study, the schedule, project goals and objectives and an outline of the organization of the report.

SECTION 2: Alternative Concepts

Section 2 provides a summary of the three plan alternatives and describes how each alternative incorporates urban design elements, transportation improvements, economic and infrastructure factors.

SECTION 3: Additional Interventions

Section 3 provides additional analysis of specific street improvements and wayfinding measures, as well as illustrating streetscape features and housing types through relevant precedents.

SECTION 4: Evaluation

Section 4 provides a description of the evaluation criteria developed during earlier phases of the project, a matrix of criteria and weighting which was used to help evaluate the three alternatives and a summary of the results of the evaluation process.

SECTION 5: Conclusion

Section 5 provides recommendations for the direction of the Preferred Plan, based on feedback from the community outreach process, comments from City Staff and the Downtown Steering Committee and the results of the evaluation process.

SECTION 6: Community Outreach, References and Credits

Section 6 provides a record of feedback received during the outreach process undertaken during the alternatives phase of the project, including all comments received from the community and the Downtown Steering Committee.

1.4 PROJECT SCHEDULE

This Alternatives report is the fourth phase of an approximately 21-month study. Major phases of the project are as follows;

- Task 1: Project Initiation
January 2013
- Task 2: Existing Conditions
January to March 2013
- Task 3: Community Outreach
March to August 2013
- Task 4: Alternative Plan Concepts & Analysis
March to July 2013
- Task 5: Preferred Plan & draft Specific Plan Report
August to October 2013
- Task 6: Environmental Review and draft SEIR
September 2013 to April 2014
- Task 7: Final Specific Plan and SEIR
April to September 2014
- Task 8: Implementation and Phasing Strategy
April to July 2014

1.5 PROJECT GOALS AND OBJECTIVES

The vision for the Downtown Concord BART Station Priority Development Area (PDA) is to promote Downtown Concord as the historic, economic, and cultural heart of the City in such a way that enhances its strong business climate and bolsters the City's high quality of life. The City envisions the PDA as a bustling, transit-oriented, urban space serving as both a magnet of activity for the City as well as a regional commuter hub for central Contra Costa County. This includes a plan to revitalize downtown business districts, expand multimodal circulation and construct housing projects that provide for a: 1) mix of housing types and income levels; 2) attractive sustainable, affordable housing for singles, families and seniors; and 3) housing supported by alternative transportation methods.

The Specific Plan and EIR will provide further specificity to General Plan and Development Code work that has already occurred. The Specific Plan will provide regulatory controls and incentives for the incremental intensification of parcels within the core (1/2-mile) radius of the BART station. A primary opportunity is the amount of vacant and underutilized parcels within the PDA, proximate to the Downtown BART station and north to Todos Santos Plaza. The Specific Plan will assure orderly development and appropriate capacity of public facilities for the increased density planned downtown. The Plan will focus on development of the area as a major transit hub for the region, providing office, hotel, retail, entertainment, and residential uses within the PDA and identify strategies to expand the City's economic base by providing employment opportunities and additional revenue to the City.



02 Alternative Concepts

2.1 ALTERNATIVE CONCEPTS -- APPROACH

DEVELOPMENT OF ALTERNATIVES

The project team has developed three land use/urban design alternatives for the Specific Plan area, based on the existing conditions analysis, project vision and the feedback received previously through the community outreach process. These alternatives feature land use options and circulation improvements that are consistent with the community's goals, while weighing the results of the market demand analysis.

Scenarios have been developed to support multi-modal circulation, and address opportunities for intensification, type and quantification of development and TOD-oriented parking strategies. Four key development sites were identified at the outset of the project for consideration during the alternatives design phase. Test fit alternatives have been studied for these key sites, along with other opportunity sites identified by City Staff and the consultant team. These test fits provide information on total development yields, mix of uses and traffic impacts.

The alternatives contrast different overall land use compositions, floor area ratios (FAR) and development densities. Each of the three alternatives includes a summary of development potential. Potential new population and employment figures have been estimated for each alternative.



Concord, California

DOWNTOWN CONCORD SPECIFIC PLAN

OPEN SPACE FRAMEWORK

Key open space connections and a 'Greenway Link' laid the foundation within which the three land use alternatives were developed. The open space framework connects existing parks and open spaces through green streets, pedestrian and bicycle paths and improved landscaping. Improved open space below the BART rail line will increase safety and provide regional connections to the north and south. New pedestrian connections across Willow Pass and Clayton Roads will connect the Ellis Lake neighborhood to shopping and employment areas.

The open space frameworks differ depending upon the feasibility of future retrofits to the Park 'N' Shop parcels, with the potential future restoration of the block grid illustrated in Figure 2.1. All three frameworks provide a unique open space loop linking BART, Todos Santos Plaza, Ellis Lake, and the North-South regional greenway.

OPEN SPACE OPTIONS

Although open space framework options 1, 2 and 3 have been applied to land use Alternatives A, B and C respectively, different permutations are also possible. The open space options as applied to the land use options are interchangeable, depending on the extent to which the Park 'N' Shop can be redeveloped over time.

OPTION 1

Greenway linkages create an open space framework. Option 1 entails restoration of the street grid, including new connectivity and open space within the Park 'N' Shop Property.

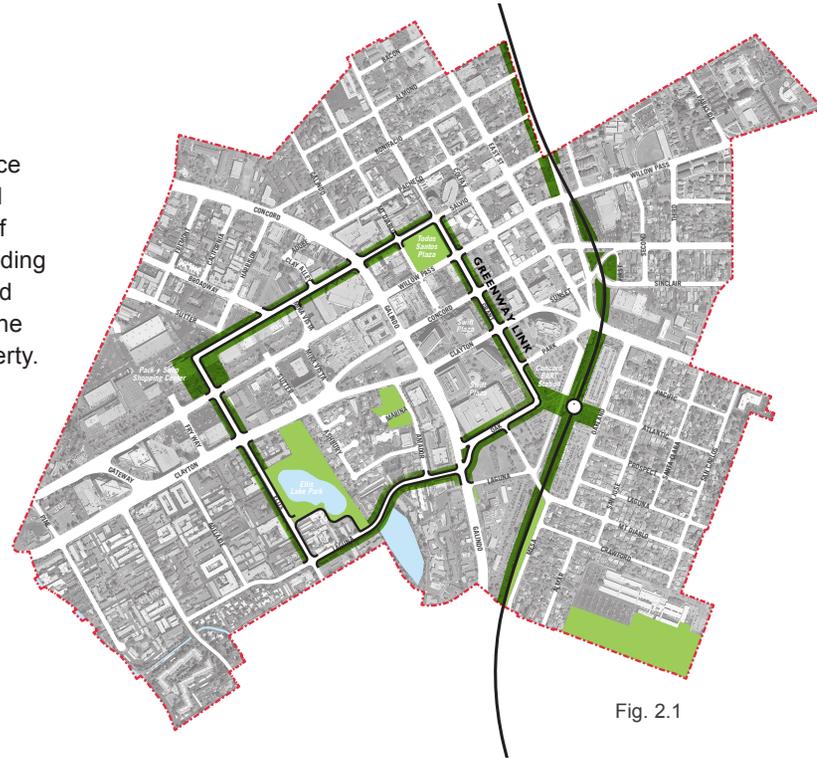


Fig. 2.1



Green Street



Ohlone Greenway, East Bay

OPTION 2

Option 2 creates an open space framework around the edge of the Park'N' Shop property.

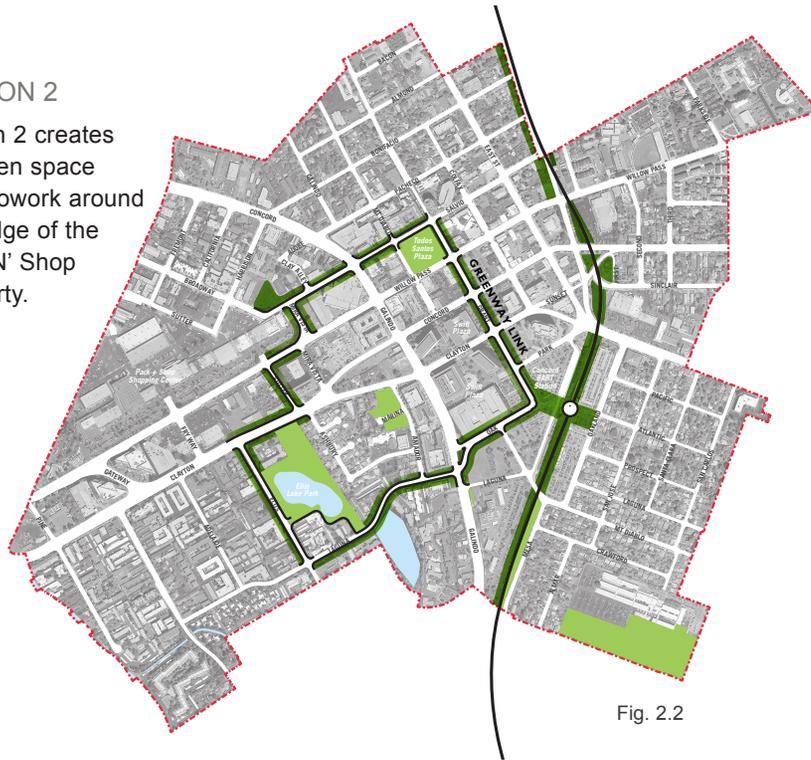


Fig. 2.2

OPTION 3

Option 3 adds a linkage along Salvio Street between Todos Santos Plaza and the North-South Greenway.

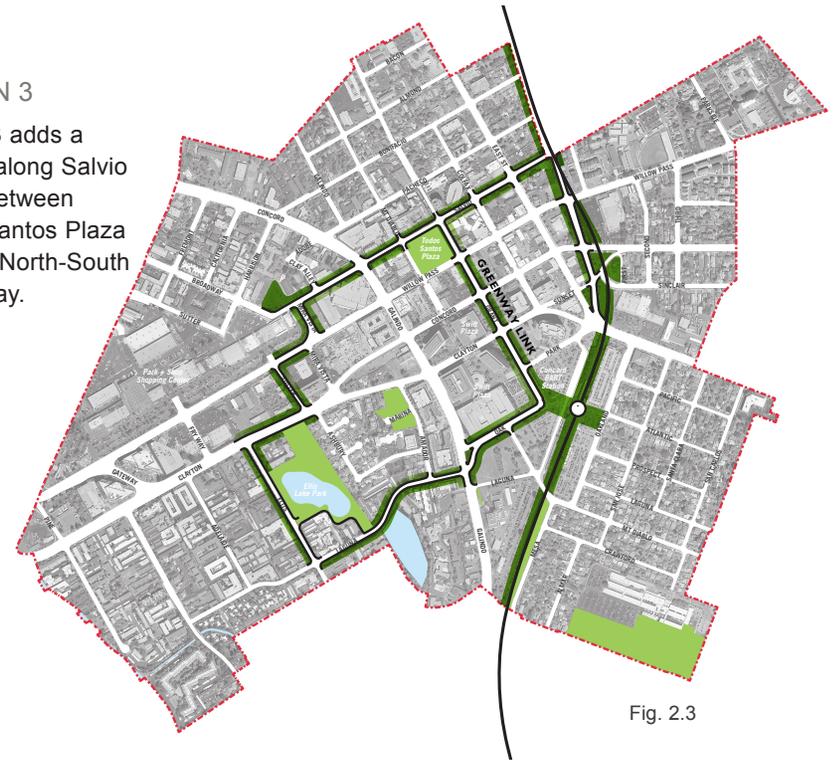
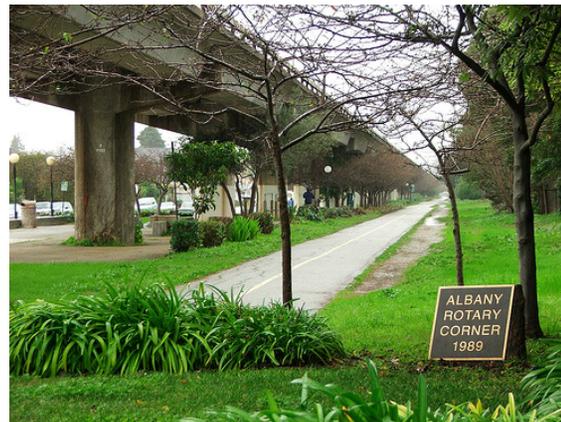


Fig. 2.3



Pedestrian & Bicycle Greenway



Ohlone Greenway, East Bay



Ohlone Greenway Wayfinding

DOWNTOWN CONCORD SPECIFIC PLAN

EXISTING DEVELOPMENT AREAS

Existing residential, retail and office development within the Downtown Study Area is shown in Figure 2.4. Total development in the PDA is estimated based on secondary sources of information. Sources included data from slightly outside of the PDA's boundaries. Estimates shown illustrate the scale of development in the PDA in 2011 rather than absolute amount of development.



Fig. 2.4

Table 2.1
Existing Residential Units

Housing Units	Estimated Occupied Units	Persons/ Unit	Estimated Population
4,429*	4,123	2.6	10,700 residents

*includes 179 units of planned Renaissance II

Table 2.2
Existing Office Building Area

Type	Total Area (SF)	Vacant (%)
Class A	2,200,000	20%
Class B	400,000	10%
Class C	240,000	4%
Total Office in PDA	2,840,000	17%

Table 2.3
Existing Retail Building Area

Type	Total Area (SF)
Park + Shop	458,000
All other	1,042,000
Total Retail Area in PDA	2,840,000

2.2 ALTERNATIVE CONCEPTS

The three proposed Alternatives have been designed to redevelop Downtown Concord to be a major destination, district and place for the community. A number of major urban design strategies are integrated in all the proposed alternatives to promote a more walkable, pedestrian-oriented and economically vibrant community for all who will live and work in the downtown.

URBAN DESIGN STRATEGIES

- Redevelop the BART station area as a mixed-use area with higher density development that will take advantage of the major transit opportunities in the area, as well as its proximity to the existing downtown and Todos Santos Plaza.
- Provide higher density residential and commercial developments on underutilized and vacant sites that are located in the downtown and near major transit stops. Higher development densities will accommodate more residents in Downtown Concord, support additional retail and economic activity, sustain and/or increase BART ridership, increase public safety and create an overall more vibrant quality of life.
- Specific development emphasis to be at the BART station, Todos Santos Plaza and the sites between Willow Pass Road and Clayton Road.
- Provide a greater diversity of housing types including market rate and affordable apartments, condominiums, townhomes and live-work lofts.
- Enhance the streetscapes on key streets that link major open spaces and destinations throughout the downtown.
- Redevelop Grant Street as a key linkage between the BART station and Todos Santos Plaza. This street will allow for better visibility and pedestrian orientation, as well as being a vital commercial link. It will be designed to provide more consistent travel lanes, bikeway and parking to promote more vitality along its length
- Redesign the entrance to the BART station to provide easier accessibility and visibility from Grant Street. Open the connection between the east and west side of the BART station to allow for more pedestrian access from adjacent residential neighborhoods.
- Develop the area below the BART tracks as a new pedestrian/bike path open space to complete the connection and to facilitate ease of access to the BART station from other underserved areas of the downtown.
- Define a new district for the downtown around the Pacheco Adobe and Clay's Alley as new mixed-use retail environment (restaurants, artisanal local retailers, small-scale art and music venues, etc.) to take advantage of the existing investments such as the movie theatre, Salvio Street streetscape improvements and the nearby parking garages.
- Develop Salvio Street between the Park 'N' Shop and Todos Santos Plaza as a new commercial street and connection to the western area of the downtown. Salvio Street was historically Concord's "Main Street" and the plan alternatives attempt to revitalize this street to reclaim its importance in the downtown.

The following pages show potential plans illustrating land and associated building uses for each design alternative. The related program tables follow descriptions of each alternative.

DOWNTOWN CONCORD SPECIFIC PLAN

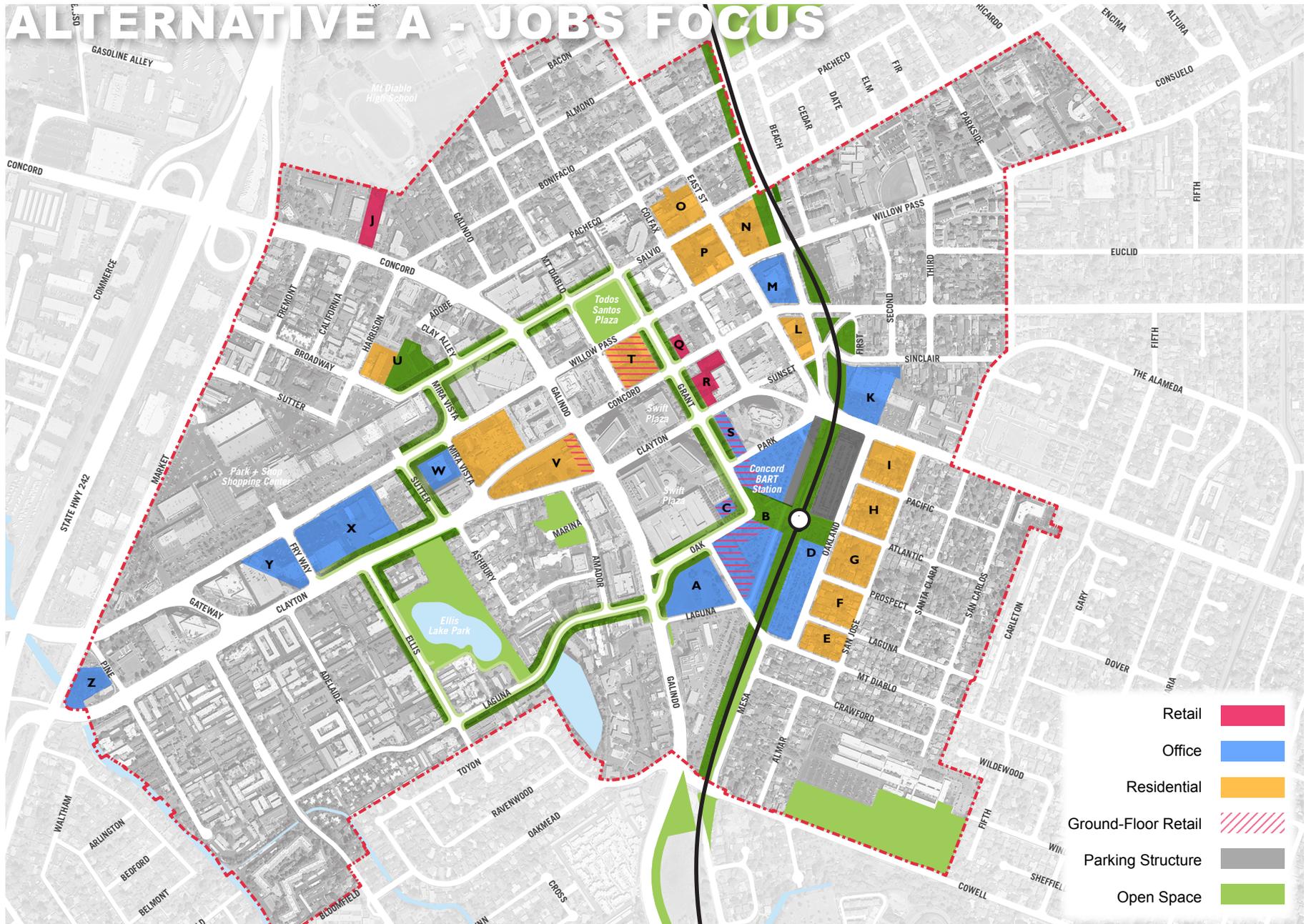


Fig. 2.5 Alternative A Land Use



Fig. 2.6 Alternative A Building Use

2.2.1 ALTERNATIVE A – JOBS FOCUS

Specific to Alternative A is a focus on developing additional office space to attract new businesses and employment opportunities to Downtown Concord. Leveraging valuable proximity to BART, this alternative would increase the number of regional commuters employed in Downtown Concord. New office space is clustered around the BART station and Highway 242, the two most accessible areas to the site via public transit and vehicle travel.

Office building heights average six stories, with an emphasis on transparent and active ground-floor facades. Complementary ground-floor retail, especially along Grant Street, would add vibrancy and create a truly mixed-use and attractive employment district. Publicly accessible courtyards and plazas within office blocks would be encouraged to increase mid-block connections and access to high-quality open space.

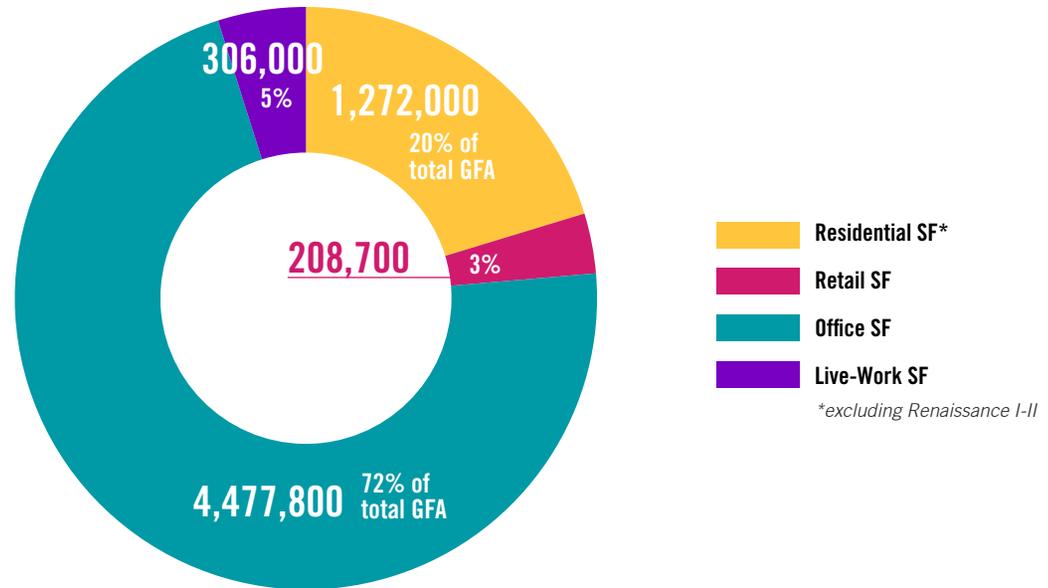


Fig. 2.7

**Table 2.4
Alternative A New Development Program (2040 Projection)**

		GFA	FAR			GFA	FAR
Block A	OFFICE	488,558	3.6	Block P	MIXED-USE (live-work)	201,600	2.2
Block B	RETAIL	56,614	5.6	Block Q	RETAIL	14,922	0.8
	OFFICE	890,988		Block R	RETAIL	22,694	1
	OFFICE	423,570			MIXED-USE (live-work)	28,800	
Block C	OFFICE	135,000	6.1	Block S	RETAIL	15,068	2.8
	RETAIL	22,500			OFFICE	88,416	
Block D	OFFICE	538,069	2.5	Block T	RESIDENTIAL	13,608	2.2
	PARKING STRUCTURE	319,488			RESIDENTIAL	99,081	
Block E	RESIDENTIAL	60,000	1.1		RETAIL	12,074	
Block F	RESIDENTIAL	97,953	1.3		MIXED-USE (live-work)	75,600	
Block G	RESIDENTIAL	113,916	1.3	Block U	RESIDENTIAL	101,511	2.4
Block H	RESIDENTIAL	113,916	1.3		RESIDENTIAL	162,364	
Block I	RESIDENTIAL	108,375	1.3	Block V	RESIDENTIAL	99,417	1.7
Block J	RETAIL	50,578	1.2		RESIDENTIAL	22,140	
Block K	OFFICE	382,277	3.4		RESIDENTIAL	120,900	
Block L	RESIDENTIAL	119,284	3.1		RETAIL	11,309	
Block M	OFFICE	167,895	2.4	Block W	OFFICE	172,375	2.5
Block N	RESIDENTIAL	143,316	1.4	Block Z	OFFICE	244,748	4.5
Block O	RESIDENTIAL	58,584	0.8				

Alternative A Housing Units

Market-Rate Housing	Townhomes	Work-Live Lofts	Total
1,170 units	210 units	240 units	1,620 units
			4,100 residents
			14,900 employees

Residential density 50du/acre – 130du/acre (assuming average 1,000sf unit), based on average allowed Concord Development Code residential densities

DOWNTOWN CONCORD SPECIFIC PLAN

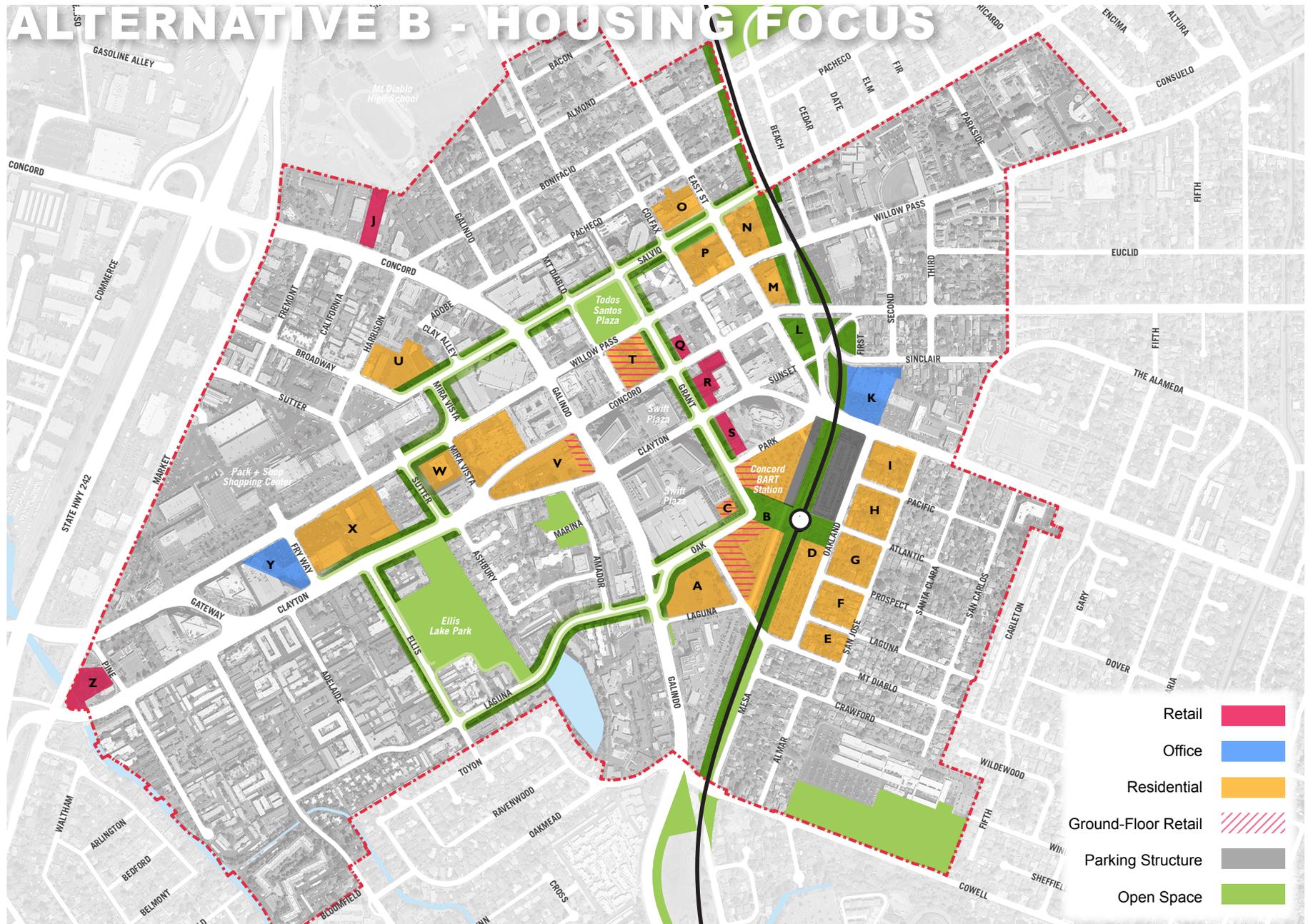


Fig 2.8 Alternative B Land Use

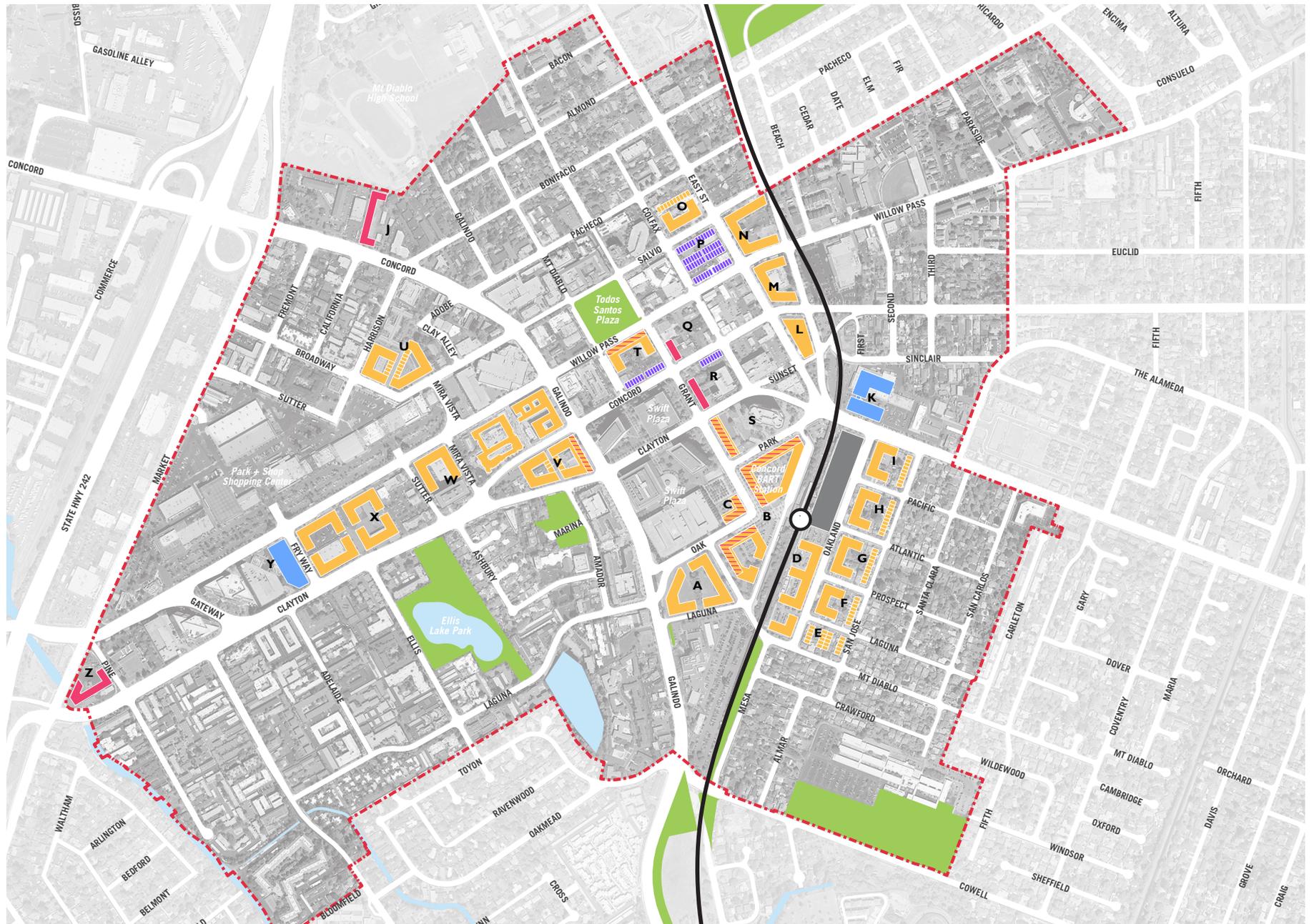


Fig. 2.9 Alternative B Building Use

2.2.2 ALTERNATIVE B – HOUSING FOCUS

Alternative B strategically increases the amount of residential units in Downtown Concord. Responding to trends that show increased desire to live close to public transit and retail and employment uses within walking distance, this alternative expands lifestyle options for existing and new Concord residents. Higher residential densities are located on and around BART parcels, within a 10-minute walk of transit, and around Todos Santos Plaza. A small amount of new office space reinforces this new residential development.

Complementary ground-floor retail, especially along Grant Street, would add vibrancy and create a truly mixed-use and attractive neighborhood. Mid-block open space connections would be encouraged in order to shorten walking distances and increase permeability of access between key neighborhood destinations.

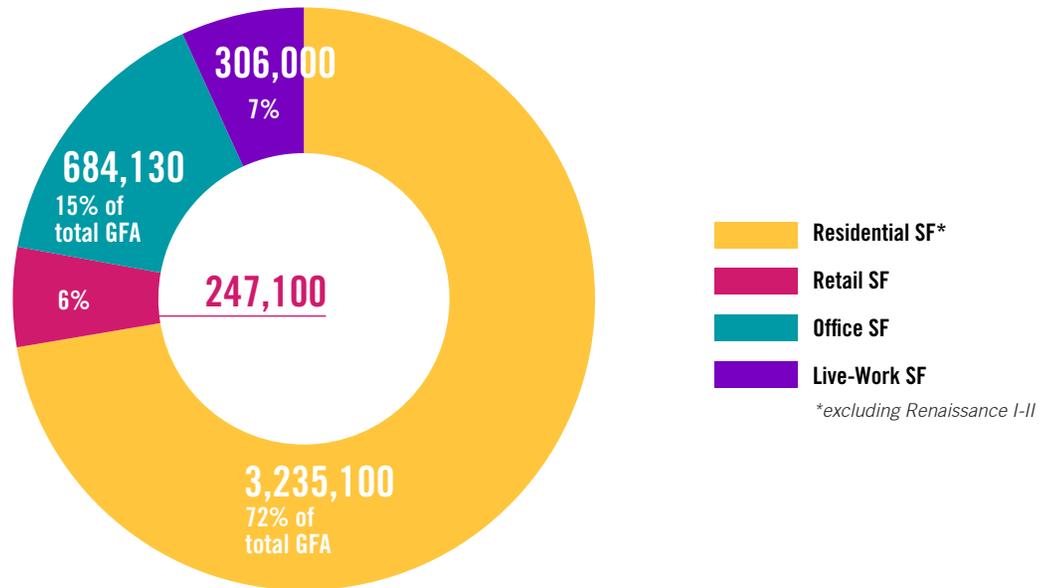


Fig. 2.10

Table 2.5 Alternative B New Development Program (2040 Projection)					
		GFA	FAR		
Block A*	RESIDENTIAL	271,767	2		
Block B	RESIDENTIAL	47,390	2		
	RESIDENTIAL	377,715			
	RETAIL	59,123			
Block C	RESIDENTIAL	46,974	2.3		
	RETAIL	12,779			
Block D	RESIDENTIAL	260,528	1.7		
	PARKING STRUCTURE	319,488			
Block E	RESIDENTIAL	60,000	1.1		
Block F	RESIDENTIAL	97,953	1.3		
Block G	RESIDENTIAL	113,916	1.3		
Block H	RESIDENTIAL	113,916	1.3		
Block I	RESIDENTIAL	108,375	1.3		
Block J	RETAIL	50,578	1.2		
Block K	OFFICE	382,277	3.4		
Block L	RESIDENTIAL	119,284	3.1		
Block M	RESIDENTIAL	106,527	1.6		
Block N	RESIDENTIAL	143,316	1.4		
Block O	RESIDENTIAL	58,584	0.8		
Block P	MIXED-USE (live-work)	201,600	2.2		
Block Q	RETAIL	14,922	0.8		
Block R	RETAIL	22,694	1		
	MIXED-USE (live-work)	28,800			
Block S	RETAIL	15,048	2		
	RESIDENTIAL	58,122			
Block T	RESIDENTIAL	13,608	1.4		
	RESIDENTIAL	99,081			
	RETAIL	12,074			
	MIXED-USE (live-work)	75,600			
Block U	RESIDENTIAL	101,511	2.4		
	RESIDENTIAL	162,364			
Block V*	RESIDENTIAL	99,417	1.7		
	RESIDENTIAL	22,140			
	RESIDENTIAL	120,900			
	RETAIL	11,309			
Block W	RESIDENTIAL	153,992	2.2		
	RESIDENTIAL	0			
Block X	RETAIL	477,732	2.2		
Block Y	OFFICE	301,861	3.9		
Block Z	RETAIL	48,570	0.9		

Alternative B Housing Units			
Market-Rate Housing	Townhomes	Work-Live Lofts	Total
3,220 units	200 units	240 units	3,660 units
			9,200 residents
			3,100 employees

*These residential parcels may include compatible hospitality uses

Residential density 50du/acre – 130du/acre (assuming average 1,000sf unit), based on average allowed Concord Development Code residential densities

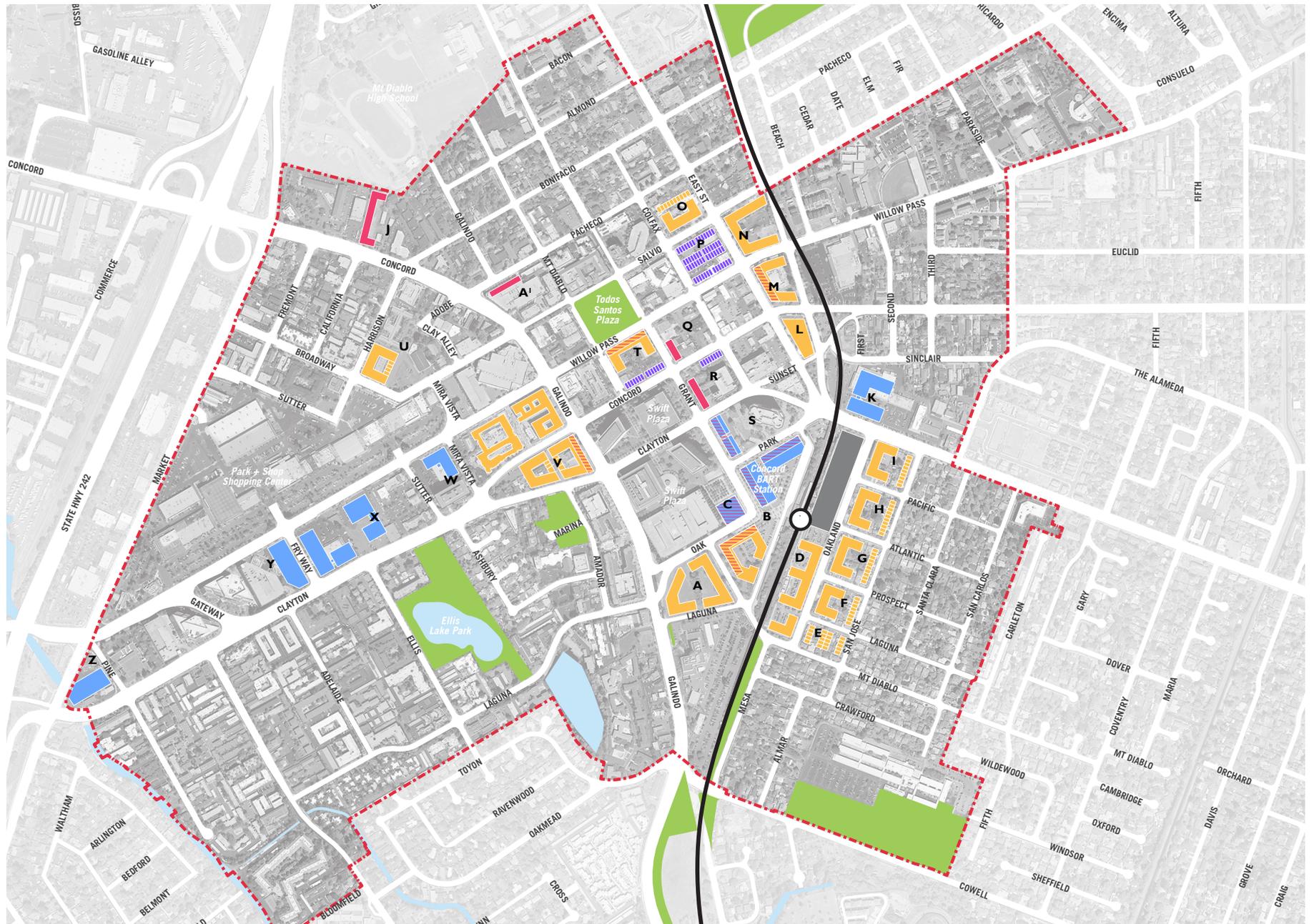


Fig. 2.12 Alternative C Building Use

DOWNTOWN CONCORD SPECIFIC PLAN

2.2.3 ALTERNATIVE C – LIVE/WORK BALANCE

Alternative C proposes a tactical balance of new office and residential development. This alternative would increase both employment opportunities and living options within Downtown Concord. Both commuters and new residents would benefit from the study area's valuable proximity to BART. New office space is clustered around the BART station and Highway 242, the two most accessible areas to the site via public transit and vehicle travel, while key portions of these areas would also be dedicated to new housing.

Both office and residential buildings should limit setbacks and feature transparent and active ground-floor facades. Complementary ground-floor retail, especially along Grant Street, would add vibrancy and create a truly mixed-use neighborhood. Publicly accessible courtyards and plazas within office blocks, as well as mid-block open space connections through residential blocks would be encouraged in order to increase permeability and shorten walking distances between key neighborhood destinations.

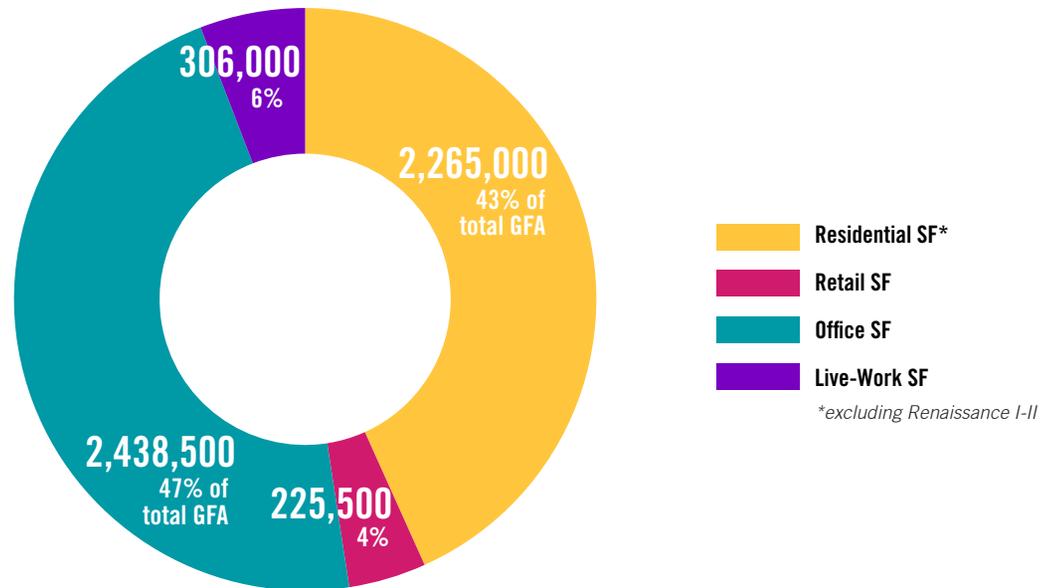


Fig. 2.13

**Table 2.6
Alternative C New Development Program (2040 Projection)**

		GFA	FAR			GFA	FAR
Block A*	RESIDENTIAL	271,767	2	Block Q	RETAIL	14,922	0.8
Block B	RESIDENTIAL	18,721	2.8	Block R	RETAIL	22,694	1
	RESIDENTIAL	155,613			MIXED-USE (live-work)	28,800	
	RETAIL	53,482		Block S	RETAIL	15,068	2.8
	OFFICE	41,390			OFFICE	88,416	
	OFFICE	428,322		Block T	RESIDENTIAL	13,608	2.2
Block C	OFFICE	135,000	5.9		RESIDENTIAL	99,081	
	RETAIL	22,500			RETAIL	12,074	
Block D	RESIDENTIAL	260,528	1.7		MIXED-USE (live-work)	75,600	
	PARKING STRUCTURE	319,488		Block U	RESIDENTIAL	101,511	2.4
Block E	RESIDENTIAL	60,000	1.1		RESIDENTIAL	162,364	
Block F	RESIDENTIAL	97,953	1.3	Block V*	RESIDENTIAL	99,417	1.7
Block G	RESIDENTIAL	113,916	1.3		RESIDENTIAL	22,140	
Block H	RESIDENTIAL	113,916	1.3		RESIDENTIAL	120,900	
Block I	RESIDENTIAL	108,375	1.3		RETAIL	11,309	
Block J	RETAIL	50,578	1.2	Block W	OFFICE	172,375	2.5
Block K	OFFICE	382,277	3.4	Block X	OFFICE	644,063	2.9
Block L	RESIDENTIAL	119,284	3.1	Block Y	OFFICE	301,861	3.9
Block M	RESIDENTIAL	17,513		Block Z	OFFICE	244,748	4.5
	RESIDENTIAL	106,527		Block A1	RETAIL	9,336	1
	RETAIL	13,523		Alternative C Housing Units			
Block N	RESIDENTIAL	143,316	1.4	Market-Rate Housing	Townhomes	Work-Live Lofts	Total
Block O	RESIDENTIAL	58,584	0.8	2,050 units	180 units	240 units	2,470 units
Block P	MIXED-USE (live-work)	201,600	2.2				6,200 residents
<i>*These residential parcels may include compatible hospitality uses</i>							8,100 employees

Residential density 50du/acre –130du/acre (assuming average 1,000sf unit), based on average allowed Concord Development Code residential densities

DOWNTOWN CONCORD SPECIFIC PLAN

2.3 ALTERNATIVES A, B AND C – ECONOMICS AND MARKET DEMAND

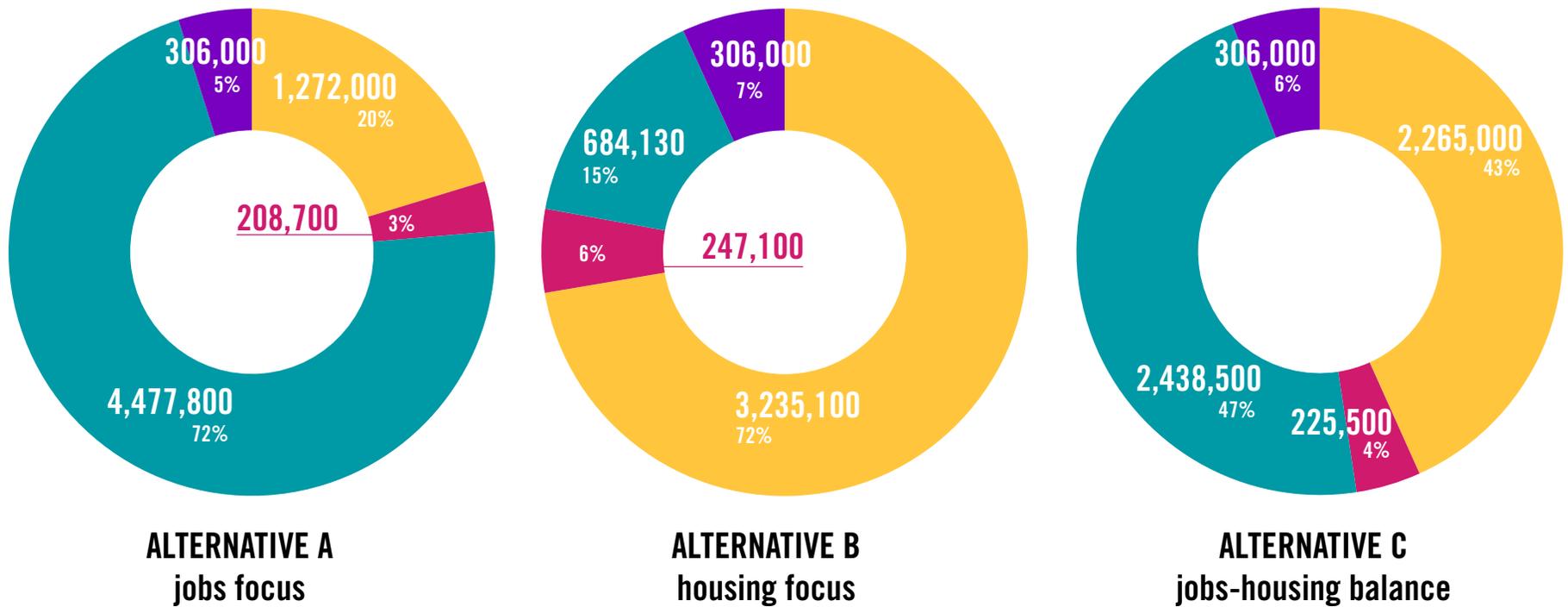
ALTERNATIVES COMPARED TO PROJECTIONS

Alternatives A, B, and C present different programming, density, and land capacities for opportunity sites in the Project Area based on an analysis of sites which are underutilized or vacant. Alternative A focuses on employment uses and jobs, Alternative B on housing, and Alternative C provides roughly equal space for both. Refer to Table 2.7 for a summary of development and residential and employment populations for each of the three alternatives.



Fig. 2.14

Table 2.7 Summary of Development by Alternative							
Use	Existing Development	Alternative A Jobs Focus		Alternative B Housing Focus		Alternative C Balanced	
		#	%Δ	#	%Δ	#	%Δ
Residential							
Residential Units	4,250	1,614	38%	3,661	86%	2,467	58%
Square Feet	4,250,000	1,272,001	30%	3,235,112	76%	2,265,034	53%
Residential Population	10,719	4,088	38%	9,204	86%	6,212	58%
Office/Employment							
Square Feet Office Space	2,840,000	4,477,820	158%	928,886	33%	2,438,542	86%
Retail							
Park + Shop Square Feet	485,000	0	0%	0	0%	0	0%
All Other Retail Square Feet	1,042,000	208,759	20%	198,527	19%	225,486	22%
Total Retail	1,527,000	208,759	14%	198,527	13%	225,486	15%
Estimated Employees	9,278	14,926	161%	3,096	33%	8,128	88%



*excluding Renaissance I-II

Fig. 2.15

Note: Square footage includes allowance for parking at the City of Concord's lowest allowable ratios.

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Transit-Oriented Development: Contra Costa Center Transit Village



Transit-Oriented Development: MacArthur Transit Village, Oakland



Transit-Oriented Development: Bergamot Transit Village, Santa Monica



Transit-Oriented Development: Fruitvale Transit Village, Oakland

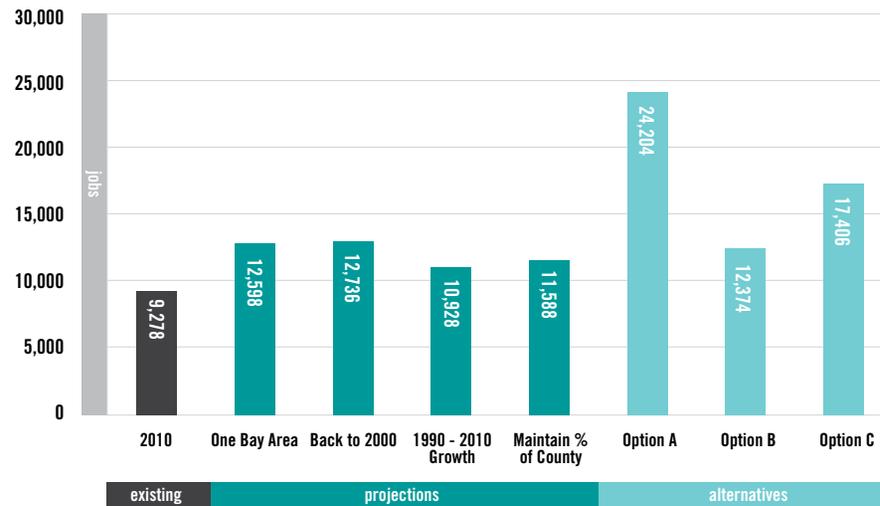


Fig. 2.16 Existing Jobs, Projections, and Jobs Capacity Under Options A, B, and C

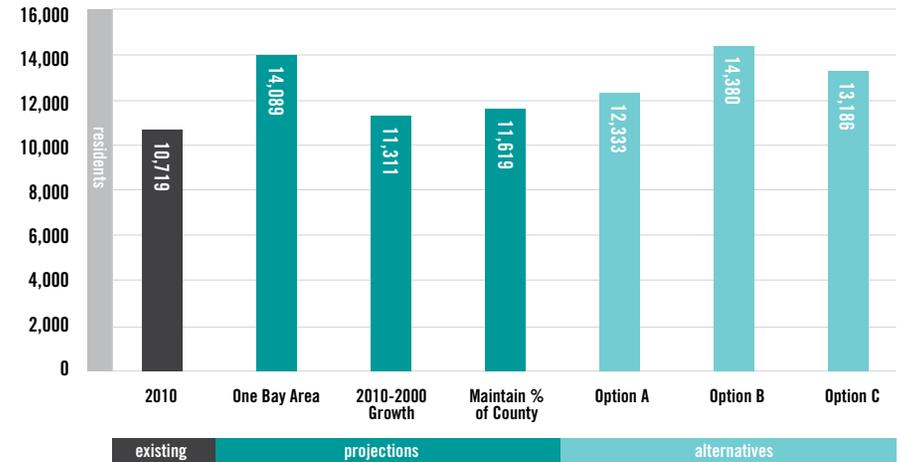


Fig. 2.17 Existing Residents, Projections, and Residential Capacity Under Options A, B, and C

Projections for growth in the Downtown area are generally consistent with the three alternatives, though some present much greater development than projected. Figure 2.16 illustrates the existing number of jobs in the Downtown along with several projections, including:

- **OneBayArea.** Reflects the Plan Bay Area estimate for downtown Concord by 2040.
- **Back to 2000.** Includes the number of jobs in the Downtown during the booming economy in 2000.
- **1990-2000 Growth.** Estimated by applying the annual growth in jobs from 1990 to 2000 for the 30 year projection period (2010-2040).

- **Maintain Percentage of County.** Multiplies overall jobs projection for Contra Costa County through 2040 with Downtown’s current percentage of all County jobs.

Alternatives A and C provide more than sufficient capacity to accommodate job growth under any of these projections. Alternative B provides nearly sufficient capacity for all projections¹. Alternative A in particular zones substantially more employment space than is projected by any of the sources considered.

¹ It is appropriate at the Specific Plan level to analyze scenarios with more development than is forecasted. The Specific Plan is meant to guide and facilitate development and is intended to work and enhance with market conditions in the Downtown rather than to limit where the market may drive density and development. Therefore it is appropriate that the Specific Plan analyzes buildout capacities and errs towards the higher end of development scenarios rather than the lower ends.

DOWNTOWN CONCORD SPECIFIC PLAN

Figure 1.17 illustrates the existing number of residents in the Downtown along with several projections, including:

- **OneBayArea.** Reflects the Plan Bay Area estimate for downtown Concord by 2040.
- **1990-2000 Growth.** Estimated by applying the annual growth in residents from 2000 to 2010 in the Downtown to the 30 year projection period (2010-2040).
- **Maintain Percentage of County.** Multiplies overall residential projection for Contra Costa County through 2040 with Downtown's current percentage of all County residents.

Only Alternative B provides sufficient capacity to accommodate the Plan Bay Area projected growth. All of the alternatives provide sufficient capacity to meet demands under the two other projections, but do not provide any additional capacity which might result in capacity constraints later in the projection period.

FEASIBILITY ANALYSIS

While all three Alternatives generally accommodate growth projected for the Downtown, new development actually occurring is dependent upon the economic returns developers may achieve through new construction. To analyze the financial feasibility of the various types of uses and building types, prototypical proformas have been developed for:

- **Low-rise residential.** 1-4 stories of residential building space wrapped around a parking structure or next to a parking structure.
- **Mid-rise residential.** 4-5 stories of residential building space on top of a podium parking structure.
- **Mid-rise office.** 4-5 stories of office building space on top of a podium parking structure.



Mixed-Use Housing



Mixed-Use Housing, Santa Monica



Apartments, 4th Street, Berkeley



Apartments, San Diego



Apartments, San Diego

High-rise structures (up to 20 stories) were also analyzed but did not meet initial feasibility tests (summarized below), therefore these prototypes have not been included in the build out scenarios included in the three alternatives. Podium parking associated with mid-rise construction is preferred to separate parking structures for a number of reasons, including greater land efficiencies, lower construction costs, as well as the creation of a higher-quality pedestrian environment and streetwall aesthetic, as podium parking can be located behind active building facades.

Note that ground floor retail space, which is envisioned in the Alternatives as potential uses at selected locations, is not directly analyzed on a building by building basis for financial feasibility because this space has only a small impact on the overall economics of the project.

Financial proformas for the prototypes are included in Appendix Tables 6.1 – 6.4 and include basic inputs like:

- Current market rents
- Per square foot direct building costs and per parking space construction costs
- Operating costs and losses
- Capitalization rate

DOWNTOWN CONCORD SPECIFIC PLAN

These basic metrics are combined to estimate the amount that a developer could pay to purchase land, which is known as the residual land value of a development. If the value is in the range of the market price of developable land, then the development may be financially feasible.

The results of the financial feasibility proforma analysis indicate that low- and mid-rise residential development returns a positive land value, but only low-rise residential development returns a land value sufficiently high to motivate a seller to dispose of their property under current market conditions (see Tables 6.1 – 6.4). In other words, a landowner may consider selling land for the estimated \$30 per land square foot calculated for “Low-Rise Residential” but the residual land value of \$5 (as calculated for “Mid-Rise Residential”) is not sufficient to purchase land in Concord for the Mid-Rise Residential prototype. Figure 2.18 illustrates the results with a five and ten percent improvement in market rents. Market improvements such as these provide sufficient returns in the mid-rise apartment development category to justify construction while mid- and high-rise office development types are still infeasible².

² High-rise residential returns increase to a marginally positive land value, though not to a level that would motivate a land sale.



Live-Work lofts



Townhomes

Table 2.8
Summary of Financial Feasibility Proforma Results³

Financial Feasibility Input	units	Low-Rise Residential	Mid-Rise Residential	High-Rise Residential	Mid-Rise Office	High-Rise Office
Gross Rent	per rentable sq.ft. per month	\$2.10	\$2.31	\$2.60	\$2.05	\$2.25
(less) Expenses and Losses	per rentable sq.ft. per month	(\$0.63)	(\$1.43)	(\$1.57)	(\$0.85)	(\$1.39)
Capitalization rate		5.0%	5.0%	5.0%	6.5%	6.5%
Net Building Value	per gross building sq.ft.	\$294	\$312	\$369	\$214	\$248
Direct Costs	per gross building Sq.Ft.	\$130	\$155	\$225	\$155	\$215
Parking Cost	per space	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
Soft Costs + Developer Costs	per gross building sq.ft.	\$88	\$90	\$145	\$109	\$129
Total Development Costs	per gross building sq.ft.	\$281	\$308	\$405	\$368	\$444
Residual Land Value	per land sq. ft.	\$30	\$5	(\$50)	(\$153)	(\$782)

DOWNTOWN CONCORD SPECIFIC PLAN

The financial feasibility analysis indicates that the low- and mid-rise residential development prototypes tested are feasible now or in a market with a five percent improvement. Office development, based on current or improved market rents, is not financially feasible under current or the improved market conditions tested. However, new office development in the past in downtown Concord has been driven by the build-to-suit market. Build-to-suit developments occur when a company selects a location and retains a developer to build space for its use. In this case, developers are not relying on general market rents justifying construction cost. The end-user will pay all of the construction and development costs in a location it has selected for a variety of operational reasons like access to labor markets, access to customer base, near neighborhoods desirable to employees, low cost energy, near suppliers or collaborators, etc.

The build-to-suit market is difficult to track and assess because the needs of any individual end-user are unique to each company. While it is unclear how strong this market may be in Concord in the future, the negative financial feasibility results do not rule out new office development from the Downtown; the results indicate the current and improved conditions mismatch between development costs and office development value to a developer.

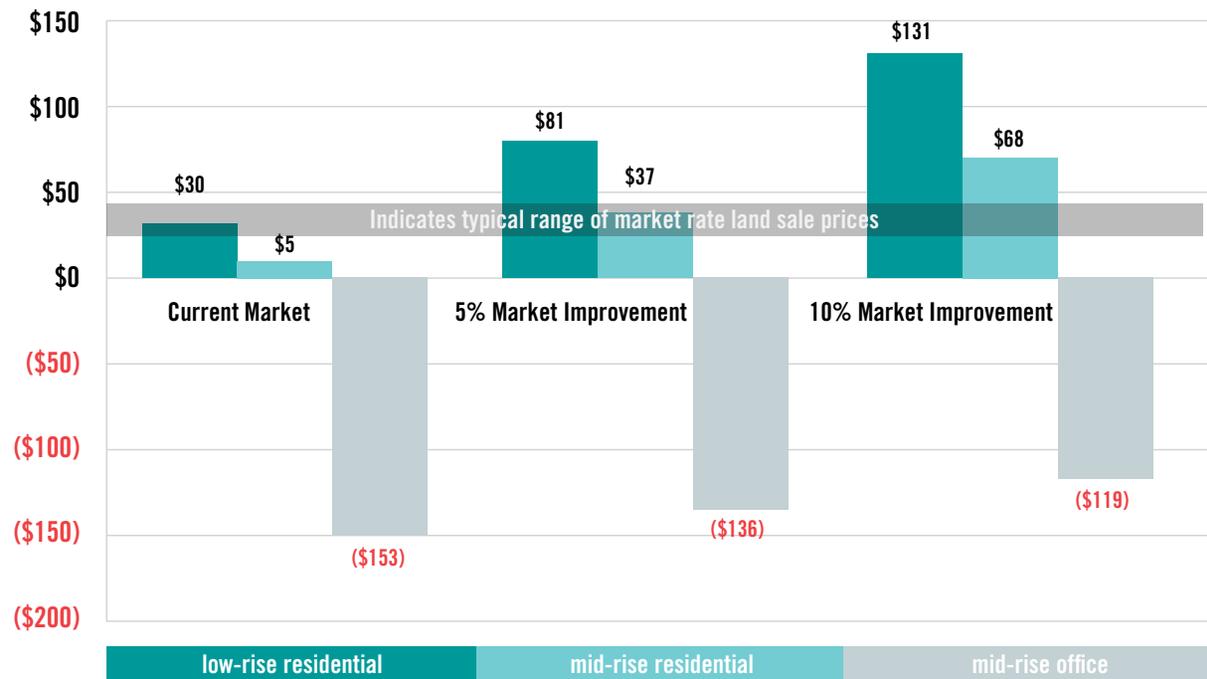


Fig. 2.18 Profoma Results, Current and Improved Market Conditions

RETAIL DEMAND GENERATED

Demand for retail square footage is generated by purchases by residents, workers, and visitors. To analyze the various levels of retail proposed in the options, the spending power of new residents and workers is estimated and compared with various levels of spending “capture” by new Downtown retail outlets. While demand is generated by spending made by new residents and workers, where that demand may be met (e.g., in the Downtown, in other existing retail locations, or outside of the City) is not analyzed. The intent of this analysis is to assess whether the amount of retail potential included in each alternative could reasonably be supported by the expenditures of new residents and workers.

New spending by new residents and workers generated in Options A and B both result in demand between 92,000 and 166,000 square feet while Option C results in slightly higher demand, 81,000 to 114,000 square feet (see Table 2.9). Note that these estimates will vary based on a number of factors including:

- The ability and attractiveness of existing retail locations to capture spending from new residents and employees may decrease the demand for new space.
- Conversely, to the extent that a strong new retail cluster is established within newly developed buildings, sales that are today going to existing retail establishments may shift over to new locations, which would increase demand for new space.
- Spending shifts of current residents and employees who may be making expenditures outside of the Downtown may shift that spending to new Downtown retail with new offerings, which would increase the demand for space.
- The availability of sites suitable and attractive to new retailers, including parking, visibility, and proximity to complementary and similar uses.

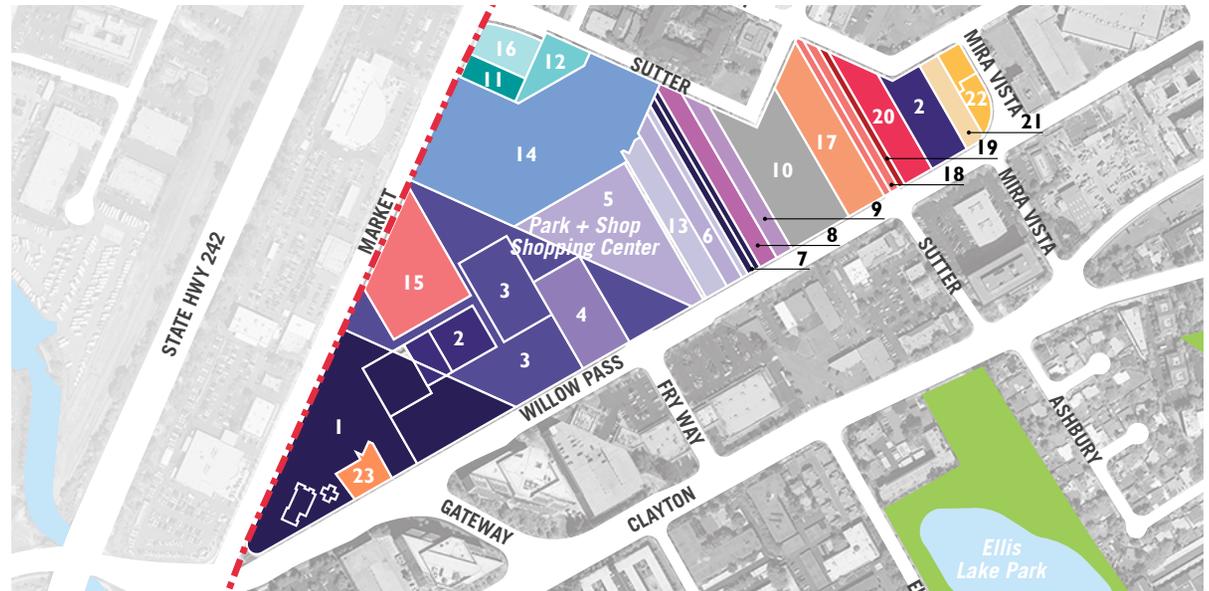


Fig. 2.19 Divided Park 'N' Shop ownership

In reviewing the alternatives to examine financial feasibility of uses and consistency with a range of growth projections for residential, office, and retail development, a case can be made that each of the schemes generally meets these tests. Table 2.10 summarizes the results of the evaluation. Some alternatives provide a “better fit” with the variety of projections shown in previous sections, with Alternative B responding more to projections for residential while Alternative C responds more closely to projections for office. All of the schemes provide retail development which is consistent with the demand expected to be generated by new residents and employees.

**Table 2.9
Retail Spending and Square Footage Demand Analysis**

	Alternative A	Alternative B	Alternative C
New Resident +New Emp Spending on Retail	\$128,842,499	\$129,222,705	\$113,821,156
Sales per Sq.Ft. to Justify Retail	\$350	\$350	\$350
All Retail Sq.Ft. Supported by New Resi+Emp	368,121	369,208	325,203
Capture Rate	25%	25%	25%
Potential Sq.Ft.	92,030	92,302	81,301
Capture Rate	35%	35%	35%
Potential Sq.Ft.	128,842	129,223	113,821
Capture Rate	45%	45%	45%
Potential Sq.Ft.	165,655	166,143	146,341

**Table 2.10
Summary of Evaluation of Alternatives:
Financial Feasibility & Projections Analysis Perspective**

	Financial Feasibility Results	Alternative A	Alternative B	Alternative C
Residential Capacity	Low-rise feasible in current market; Mid-rise nearly feasible in current market and feasible in improved market	Less than projections	Best fit in terms of meeting projections but does not allow a great amount of additional space if market exceeds projections	About equal to projections
Office Capacity	Mid-rise and high-rise not feasible in current nor improved market; New development could be spurred by build-to-suit market	Significantly more than projections	About equal to projections	Best fit in terms of meeting projections while allowing additional space if market exceeds projections
Retail Capacity	Spending analysis of new residents and workers indicates support for new retail	Good fit for spending generated by new development in the option	Good fit for spending generated by new development in the option	Good fit for spending generated by new development in the option

**2.4 ALTERNATIVES A, B AND C –
TRANSPORTATION AND CIRCULATION**

This section describes the transportation evaluation process for the three alternatives. The evaluation is intended to provide a high-level overview of the functionality and potential impacts related to pedestrian circulation, bicycle circulation, transit access and mode share and traffic circulation. This information can be used in developing a preferred plan.

TRIP GENERATION BY MODE

This assessment utilizes state of the art tools for estimating trip generation by travel mode (i.e. auto, bus, BART, walking, bicycling), as well as for estimating the proportion of trips that may stay internal to the downtown area. The tools are summarized briefly below. It is noted that the trip generation estimate for the ultimate preferred plan and transportation impact analysis will be subject to review and discussion with City staff, and may include adjustments to the methods below. Therefore, the trip generation estimates for this analysis are discussed in qualitative terms, rather than providing quantitative totals.

Table 2.11 Comparison of Trip Generation by Alternative				
Transportation Metric	Existing	Alternative A (Jobs Focus)	Alternative B (Housing Focus)	Alternative C (Balanced)
Gross Daily Trips (includes auto, bike, walk, transit)	111,300	44,200	41,900	41,500
Daily BART Trips	10,700	2,600	3,000	2,700
Daily Internal Capture (assumed to be walk/bike)	13% (14,800)	14% (22,200)	16% (23,900)	15% (22,600)
Daily External Bike/Walk Trips	8% (7,600)	10% (13,100)	12% (14,900)	11% (13,700)
Daily Transit Mode Share	15% (14,100)	14% (18,900)	15% (19,200)	14% (18,800)
Daily Vehicle Trips	74,800	26,600	20,500	22,900
AM Peak Hour Trips	6,100	3,300	1,400	2,200
PM Peak Hour Trips	5,700	4,100	1,600	2,700

Notes: Bold Italics represent increment of growth over existing conditions.

Internal capture represents not only trips that have both an origin and destination within the study area, but also reflect workers that may come from outside the study area that patronize local establishments, such as a restaurant on lunch hour.

Existing figures were calculated based on existing land uses in the study area as defined in the CCTA model. These figures are used only to calculate the potential interaction between existing and future land uses.

DOWNTOWN CONCORD SPECIFIC PLAN

MIXED-USE DEVELOPMENT TRIP GENERATION MODEL (MXD+)

Traditional analysis methods commonly used by traffic engineers to quantify the vehicle trip making characteristics of development can overestimate vehicle trip generation of mixed-use development. This is due to an inability of traditional tools to accurately reflect the amount of internal trip linking or the level of trips made by transit, biking, and/or walking within and to a mixed-use area, such as Downtown Concord. This can result in increased development costs due to oversized infrastructure, and skewed public perception of the likely impacts of mixed-use development. The most common method used is outlined in the Institute of Transportation Engineers (ITE) *Trip Generation Manual* (9th Edition). This method contains data primarily collected at suburban, single-use, freestanding sites. This limits their applicability to mixed-use development, such as those proposed in the SPA. This method does not adequately account for key variables that influence travel such as development density and scale, location efficiency, land use mix, urban design and transit orientation.

Two significant new research studies provide the opportunity to improve the state of practice. One study sponsored by the US EPA¹ and another by the Transportation Research Board² have developed means to improve trip generation estimation for mixed-use development (MXD). The two studies examined over 260 mixed-use development sites throughout the U.S. and, using different approaches, developed new quantification methods. Fehr & Peers has reviewed the two

methods, including the basis, capabilities, and appropriate uses of each, to produce a new method (MXD+) that combines the strengths of the two individual advances to best practice. MXD+ recognizes that traffic generation by mixed-use and other forms of sustainable development relate closely to the density, diversity, design, destination accessibility, transit proximity, and scale of development. MXD+ improves the accuracy of impact estimation and gives planners and engineers a tool to rationally balance land use mix and to incorporate urban design, context compatibility, and transit orientation to create lower-impact development. The MXD+ methodology starts with ITE trip generation estimates but then adjusts those estimates to account for the mixed-use and environment characteristics.

Use of the MXD+ methodology requires more input data than a traditional trip generation application. Data detailing the geographic layout of the site, land use in the surrounding area, and socioeconomic data of both the site and the surrounding area were collected to inform the MXD+ methodology. Sources used to collect this data include the Contra Costa Transportation Authority (CCTA) travel demand model, the Metropolitan Transportation Commission (MTC) travel demand model, Census and American Community Survey (ACS), the Bay Area Travel Survey (BATS), and the Specific Plan alternative site plans.

BART DIRECT RIDERSHIP MODEL (DRM)

As part of its calculations, the MXD+ methodology estimates levels of transit ridership associated with the alternatives. However, where possible, it is recommended to use tools more suited for a development area's particular transit context. Due to the proximity of the Concord BART Station, additional tools were used to estimate BART ridership associated with the alternatives to complement the estimates provided by the MXD+ methodology.

In 2008-2009, as part of BART's Demand Management Strategy program, Fehr & Peers developed a Direct Ridership Model (DRM) to provide precise, quick-response rail ridership forecasts for BART stations. The DRM is directly and quantitatively responsive to land use and transit access characteristics within the immediate areas of existing transit stations, responding directly to factors such as parking supply, feeder bus service levels, and station-area households and employment to estimate BART ridership.

Use of the BART DRM methodology requires more input data than a traditional transit trip generation application. Data detailing land use surrounding BART stations, parking facilities on and off site, and non-auto access facilities to the site were collected to inform the BART DRM methodology. Sources used to collect this data include the CCTA travel demand model, the MTC travel demand model, BART passenger and parking surveys, and local transit operator schedules.

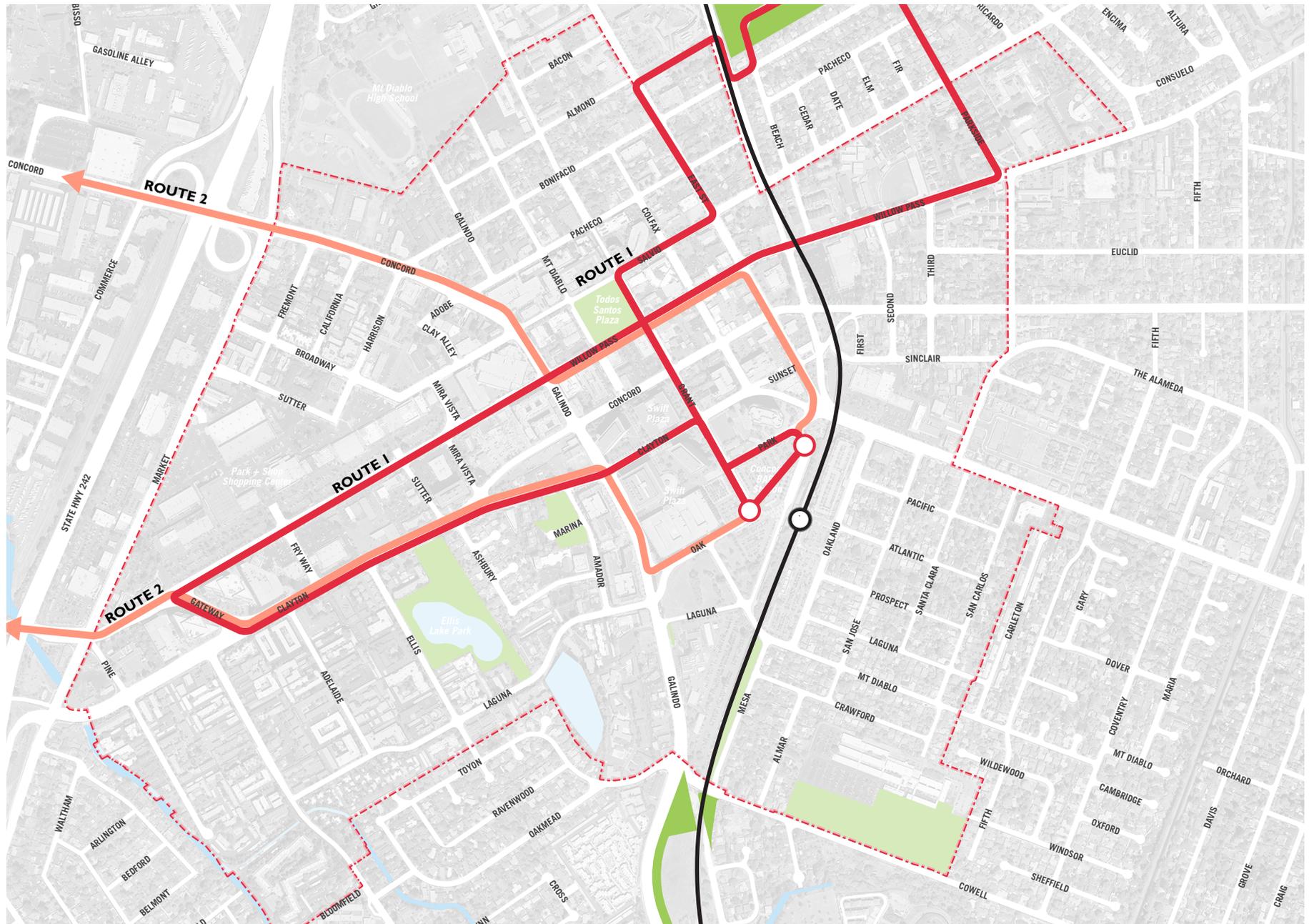


Fig. 2.20 Potential shuttle routes from Downtown BART station

DOWNTOWN CONCORD SPECIFIC PLAN

MXD+ AND BART DRM VALIDATION

The MXD model has been approved for use by the EPA³. It has also been peer-reviewed in the ASCE Journal of Urban Planning and Development⁴, peer-reviewed in a 2012 TRB paper evaluating various mixed-use trip generation methodologies⁵, recommended by SANDAG for use on mixed-use developments⁶, and has been used successfully in multiple certified EIRs in California.

The validation of the MXD model involved surveys of 27 mixed-use sites in California and across the country. Applying the standard ITE methodology to these sites resulted in an average overestimation of daily traffic generation by 24% and of peak hour traffic by 35% to 37%. The MXD+ method explains 97% of the variation in trip generation among mixed-use developments, compared to 65% for the methods previously recommended by ITE. While remaining slightly (2%-4%) conservative to avoid systematically understating impacts, it substantially reduces the 35% - 37% average overestimate of peak hour traffic generation produced by conventional ITE methods.

The MXD+ method has been locally validated to dozens of transit oriented development (TOD) sites in the Bay Area and across the country. Outputs of this tool include external vehicle trip generation, internal trips, and external walking/bicycling/transit trips. It is important to note that the actual vehicle trip estimate produced by the MXD+ method is controlled by the project-specific land use and transportation characteristics of a the project being studied, and the reduction relative to standard ITE methods may be lower than the 35% - 37% averages cited above.

The MXD+ and DRM methods were applied to the existing land uses in the SPA, to confirm the reasonableness of the two methods. The resulting estimates of existing trip generation estimate for the Plan Area match well with actual data from the Bay Area Travel Survey (BATS).

TRIP GENERATION BY MODE FOR THE THREE ALTERNATIVES

Table 2.11 presents a qualitative comparison of the external vehicle, walk/bike, bus, and BART trips for the three alternatives, using the tools described above. The table displays trip estimates for the alternatives relative to each other and relative to the estimated existing trip generation for the study area; actual quantitative trip generation estimates will be prepared for the preferred alternative when it is developed. At that time, the MXD+ results will be carefully reviewed and modified if needed to ensure that vehicle trip generation is not underestimated for specific development sites. Other policies proposed for the Specific Plan area may also influence the trip generating potential of individual developments, such as reduced parking standards.

As shown, all alternatives would increase travel through and within the study area for all modes of travel. Alternative A, the jobs focused option, would generate the most daily and peak hour vehicle trips of the three alternatives. It would also generate the least new BART trips and internalize the least amount of travel within the study area. Many of the new BART trips would likely be in the off-peak direction during peak hours, where BART has sufficient capacity to accommodate new riders.

Alternative A would result in the highest peak hour vehicle trip generation and would have the greatest impact to peak hour intersection operations in the study area.

Alternative B, housing focus, would generate the most new BART trips. However, the majority if these new trips would be in the peak direction during peak commute hours, where there is limited additional capacity to serve these trips. This option would internalize the greatest proportion of trips within the study area, and result in the highest level of all alternatives for walk/bike trips to areas just outside the study area. Net-new peak hour vehicle trip generation is the lowest under Alternative B and would have the least impact to peak hour intersection operations that the other alternatives.

Alternative C, the jobs/housing balance Alternative, balances the travel characteristics of Alternative A and B.

¹ Traffic Generated by Mixed-Use Developments—A Six-Region Study Using Consistent Built Environmental Measures (Ewing et al, ASCE UP0146, 2011)

² NCHRP Report 684 Enhancing Internal Trip Capture Estimation for Mixed-Use Developments (Bochner et al, 2011)

³ Trip Generation Tool for Mixed-Use Developments (2012). www.epa.gov/dced/mxd_tripgeneration.html

⁴ "Traffic Generated by Mixed-Use Developments." Journal of Urban Planning and Development, 137(3), 248–261.

⁵ Shafizadeh, Lee et al. "Evaluation of the Operation and Accuracy of Available Smart Growth Trip Generation Methodologies for Use in California", 2012.

⁶ SANDAG Smart Growth Trip Generation and Parking Study. <http://www.sandag.org/index.asp?projectid=378&fuseaction=projects.detail>

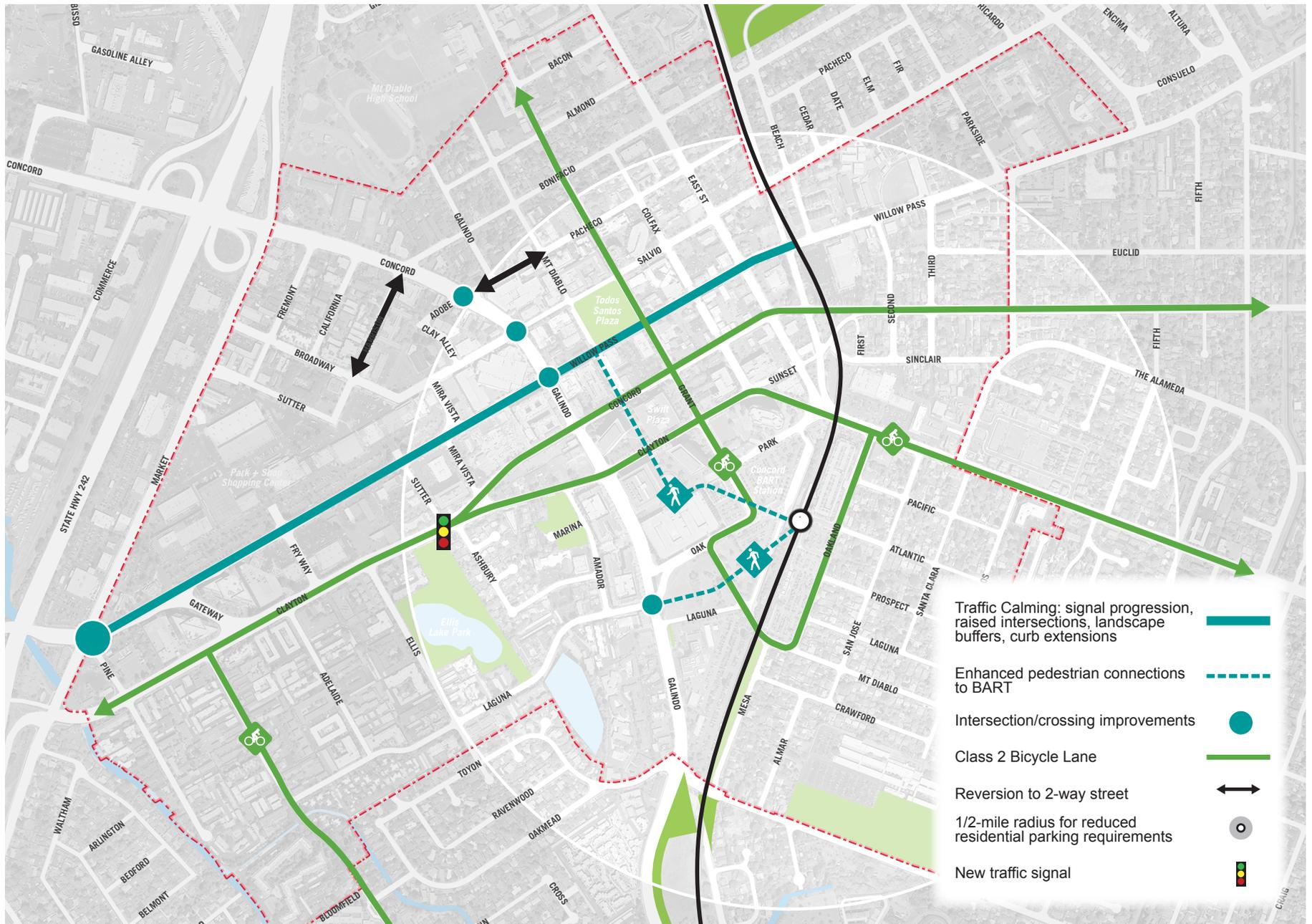


Fig. 2.21 Potential roadway and pedestrian realm improvements

DOWNTOWN CONCORD SPECIFIC PLAN

KEY TRANSPORTATION OBSERVATIONS

The following summarizes the key transportation issues:

- ALTERNATIVE A: JOBS FOCUS
 - Generates the most vehicle trips & fewer trips with origins and destinations in Specific Plan Area; highest impact on intersection and roadway segment operations
 - Least impact to BART as most morning trips would be in the eastbound direction where there is additional capacity
- ALTERNATIVE B: HOUSING FOCUS
 - Generates the least vehicle trips & results in more trips with both origin & destination in Specific Plan Area; the least impact to intersection operations
 - Greater impact on BART, as most morning trips would be in the westbound direction which is already at or approaching capacity for much of peak hour
 - Balances high levels of existing office development with internalization of trips
- ALTERNATIVE C: LIVE/WORK BALANCE
 - Balances the pros/cons of Alternatives A and B

ROADWAY NETWORK ENHANCEMENTS

Roadway network enhancements are considered under each of the alternatives, with pedestrian enhancements and new bicycle facilities proposed throughout the study area. As part of the specific plan process, identifying modal priorities for each of the roadway facilities within the study area will provide clear direction about the desired functionality of each street. The following section describes a potential street typology for the study area that complements the recent Complete Streets update of the City's General Plan Circulation element. Complete Streets are designed and operated to enable safe, attractive and comfortable access and travel for all users. Pedestrians, bicyclists, motorists and public transit users of all ages and abilities are able to safely and comfortably move along and across a network of complete streets. Creating a complete street network allows modal priorities to be established for each roadway, as some streets are better suited to goods movement, transit circulation and through trips, while on other streets it is desirable to promote pedestrian and bicycle circulation, while de-emphasizing automobile travel. This approach recognizes that it is not desirable to have all streets serve all modes of travel equally and establishing priorities provides direction on the future design of enhancements to each roadway facility within the study area.

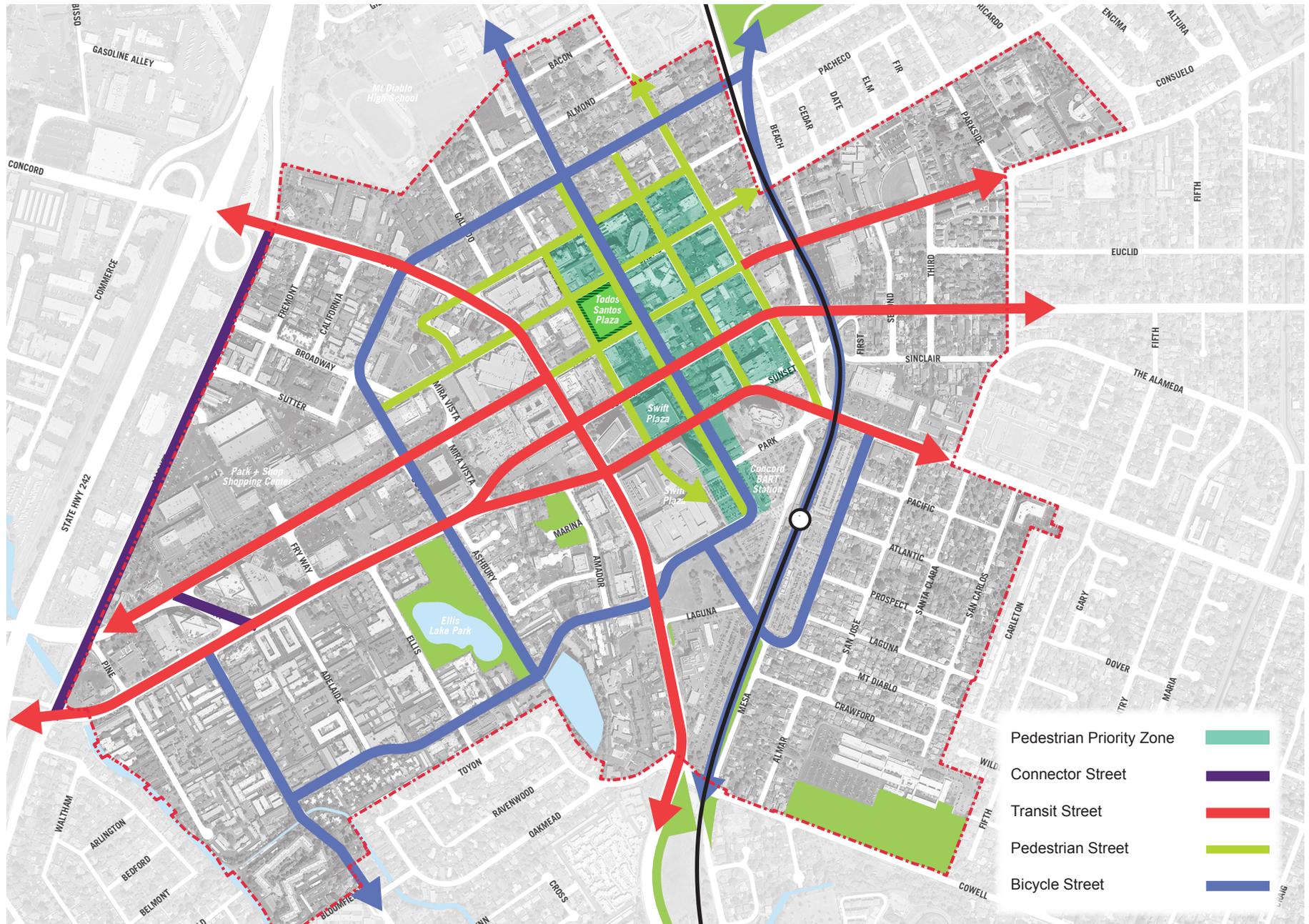


Fig 2.22 Street typologies

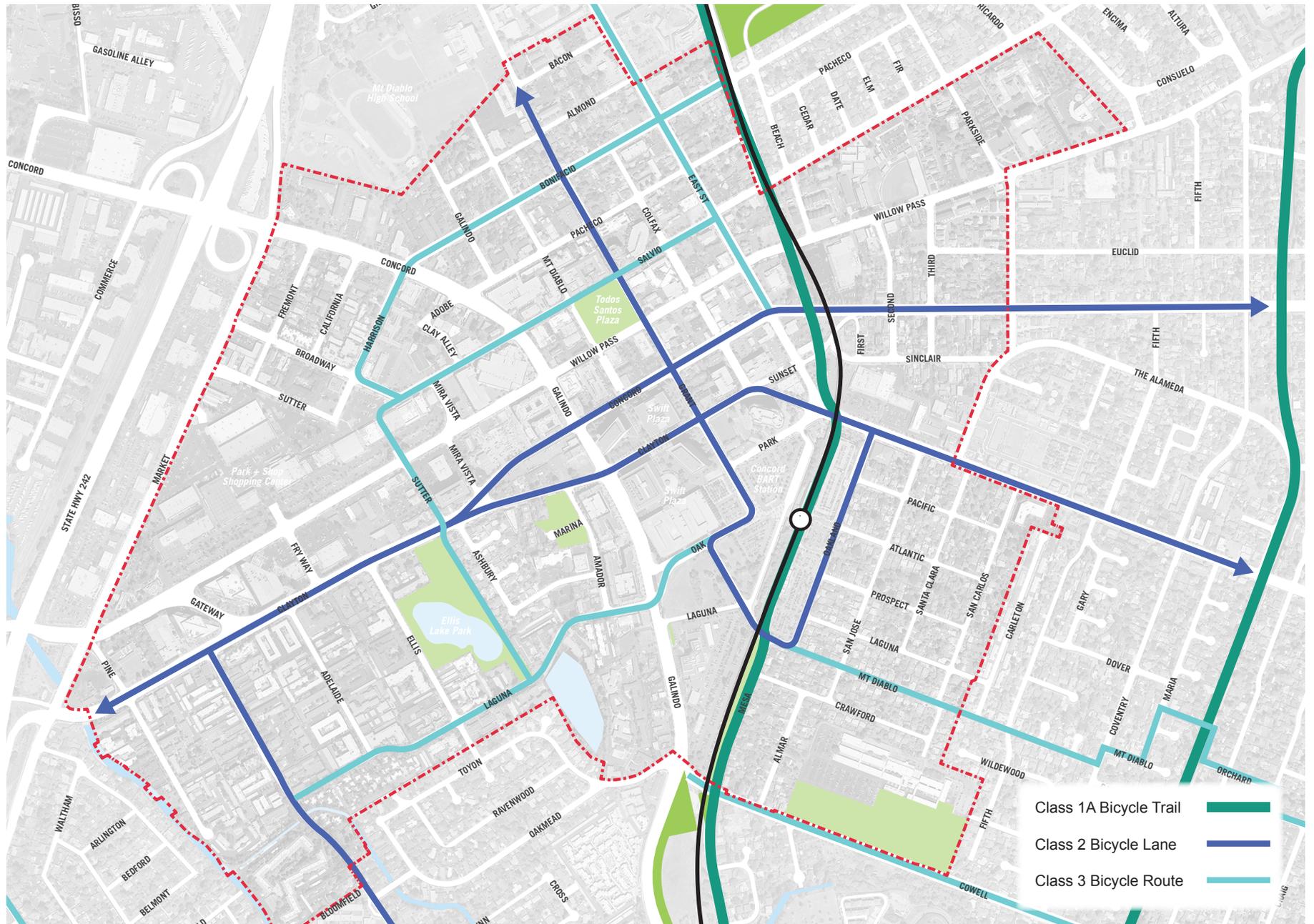


Fig. 2.24 Planned and proposed bicycle routes

DOWNTOWN CONCORD SPECIFIC PLAN

STREET TYPOLOGY

Auto Dominant Highway – These are freeways and approach that serve high volumes of high speed regional motor vehicle traffic including automobiles and trucks. Express transit buses are also accommodated. Bicycles and pedestrians are prohibited.

Transit Street – These are primary routes for CCCTA, Tri-Delta Transit and potentially a downtown shuttle. Signal preemption for transit vehicles, bus stops, and, where appropriate, bus lanes and queue jump lanes are provided. Other travel modes, including automobiles, bicycles, and trucks, are accommodated in the roadway, but if there are conflicts, transit has priority. These streets accommodate moderate to high volumes of through traffic within and beyond the city. Pedestrians are accommodated with sidewalks on both sides, and pedestrian amenities are enhanced around bus stops.

Connector Street – Automobiles, bicycles, and trucks are accommodated equally in the roadway. Transit use, if any, is incidental. These streets accommodate moderate to high volumes of through traffic within and beyond the city. Pedestrians are accommodated with sidewalks.

Local Street – Automobiles, bicycles, and trucks are accommodated equally in the roadway. Transit use, if any, is incidental. These streets accommodate low volumes of local traffic and primarily provide access to property. Through traffic is discouraged. Congestion management techniques to slow and discourage through automobile and truck traffic may be appropriate. Pedestrians are accommodated with sidewalks.

Bicycle Boulevard – These are routes for bicycles providing continuous access and connections to the local and regional bicycle route network. Through motor vehicle traffic is discouraged. High volumes of motor vehicle traffic are also discouraged, but may be allowed in localized areas where necessary to accommodate adjacent land uses. Local automobile, truck, and transit traffic are accommodated in the roadway, but if there are conflicts, bicycles have priority. Congestion management techniques to slow and discourage through automobile and truck traffic may be appropriate. Pedestrians are accommodated with sidewalks.

Major Transit Hub – These are transfer points where high volume transit lines intersect (BART station).

Bicycle Path – Class I Bicycle path as defined by Caltrans standards accommodates both bicycles and pedestrians. Motor vehicle traffic is prohibited.

Bike Route – Class II (bike lanes) or Class III (signed route) bike facilities as defined by Caltrans standards, are overlaid on transit, connector, and local streets. While bicycle use is always accommodated on these streets, it is encouraged along designated bike routes, which provide continuous access and connections to the local and regional bicycle route network.

Pedestrian Path – These are exclusive walkways for pedestrians. Bicycles and motor vehicles are prohibited.

Pedestrian Priority Zone – These are streets on which high volumes of pedestrian traffic are encouraged along the sidewalk. Sidewalks should be wide with ample pedestrian amenities. Building frontages should provide high level of pedestrian interest. Pedestrian crossings should have a high priority at intersections. In some locations, well-protected mid-block crosswalks may be appropriate. Roadways connecting to the BART station should have pedestrian priority. Consolidating and eliminating driveway access from pedestrian priority streets can be considered to minimize pedestrian/vehicle conflicts.

TRANSPORTATION FACILITIES MATRIX

Table 2.12 provides a matrix describing how different modes of transportation (shown in the columns) interact on various street types (shown in the rows) and which modes have priority on each street type. Potential typologies for streets in the SPA are shown in Figure 2.22.

For streets within a pedestrian priority zone, there are a number of treatments that can be considered, including wider sidewalks, intersection crossing enhancements, landscape buffers, on-street parking, partial street closures, and elimination of automobile level of service standards for intersection operations. Within the SPA, Willow Pass Road forms a significant barrier between the existing pedestrian orientated area around Todos Santos Plaza and the BART station.

For the area of Willow Pass Road between Galindo Street and East Street, there are several strategies that could be considered. Exempting the intersections along this section from auto level of service standards might permit increased pedestrian crossing times and elimination of right-turn lanes, such as at the approach to Galindo that would allow construction of a curb-extension to decrease pedestrian crossing distances. Other potential treatments include raised crosswalks, and signal timing changes that limit the speed of traffic on the roadway. Eliminating/consolidating driveways from portions of Willow Pass as parcels redevelop would decrease vehicle/pedestrian conflicts at those locations and allow for better sidewalk continuity in the pedestrian priority area.

Table 2.12 Transportation Facilities Modal Priority Matrix				
Facility	Transit	Bicycles	Pedestrians	Autos
Transit Street /1/	★	■	■	■
Bicycle Boulevard	■	★	■	■
Bicycle Path (class I)	◆	★	★	◆
Pedestrian Path	◆	◆	★	◆
Connector Street /1/	□	■	■	■
Local Street /1/	□	■	■	■
Auto Dominant Road	■	◆	◆	★

- ★ = dominant
- = accomodated
- ★ = dominant
- = incidental
- ◆ = prohibited

/1/ Bike routes (class II and III) can be overlaid on these street types

Another strategy for the pedestrian priority area would be to eliminate one lane of auto travel in each direction from this short section of roadway. There is sufficient capacity on parallel routes to accommodate the additional traffic, but this design change would likely cause undesirable operations

at intersections on either end of the road diet as vehicle flow is metered into the area. This would allow for improvements along the segment such as widening of the sidewalks, providing on-street parking, a wider median, curb extensions and other enhancements.

DOWNTOWN CONCORD SPECIFIC PLAN



Fig. 2.24 Existing parking facilities

2.5 ALTERNATIVES A, B AND C – INFRASTRUCTURE AND UTILITIES

ALTERNATIVES COMPARED TO PROJECTIONS

Conclusions regarding the current state of the storm drainage, sanitary sewer and water systems, the “wet utilities,” in the downtown Concord area were provided within the Existing Conditions Report. In general, it does not appear there should be capacity issues with wet utility systems overall with new improvements in the downtown Concord area. Upon review of Alternatives A, B and C, the original findings hold true, with some qualifications.

ALTERNATIVE A

Development “Alternative A” presents a “Jobs Focus” pattern to improving the downtown Concord area. The proposed improvements appear to be in line with the master-planned capacities of the existing wet utility systems. Alternative A recommends development of existing parcels with no changes to the existing roadways or new street connections. No wet utility upgrades due to capacity shortfalls are anticipated with this Alternative.

ALTERNATIVE B

Development “Alternative B” presents a “Housing Focus” pattern for improvement of the downtown Concord area. In addition to development of existing parcels, Alternative B proposes a new roadway connection from the corner of Sutter and

Harrison Streets through the Park and Shop tee-ing into Willow Pass Road. Construction of this roadway would require removal of existing buildings and may require relocation of existing utilities in order to maintain service to the remaining parcels on either side of the new roadway. The utility work should be limited to connectivity for the local modifications. No system-wide, capacity-related upgrades are anticipated.

ALTERNATIVE C

Development “Alternative C” presents a “Live-Work Balance” improvement pattern for downtown Concord. Like Alternative B, Alternative C proposes development of existing parcels along with new roadway connections. There’s a northwest to southeast connection through the Park and Shop and through the next block to Clayton Road, in-line with the existing Ellis Street. Also, heading north-easterly from the northern end of the proposed street in the Park and Shop, there’s a new connection in-line with Salvio Street, connecting at the intersection with Broadway. As with Alternative B, construction of these roadways would require removal of existing buildings and may require relocation of existing utilities in order to maintain service to the remaining parcels on either side of the new roadways. The utility work should be limited to connectivity for the local modifications. New mains may be required within the new roads, but no system-wide, capacity-related upgrades are anticipated.

**Table 2.13
Parking Supply in Downtown Concord**

	Parking Area	Number of Spaces
Public	Core Streets	319
	Garage 1	858
	Garage 2	292
	Subtotal	1,469
Private	Customer/Employee Parking Lots (near Todos Santos Plaza)	193
	Brenden Theater Garage	287
	Bank of America Branch Garage	200
	Bank of America Tech Center Garage	2,600
	One Concord Center	150
	Subtotal	3,430
TOTAL		4,899



03 Additional Interventions

3.1 KEY STREET IMPROVEMENTS

GRANT STREET

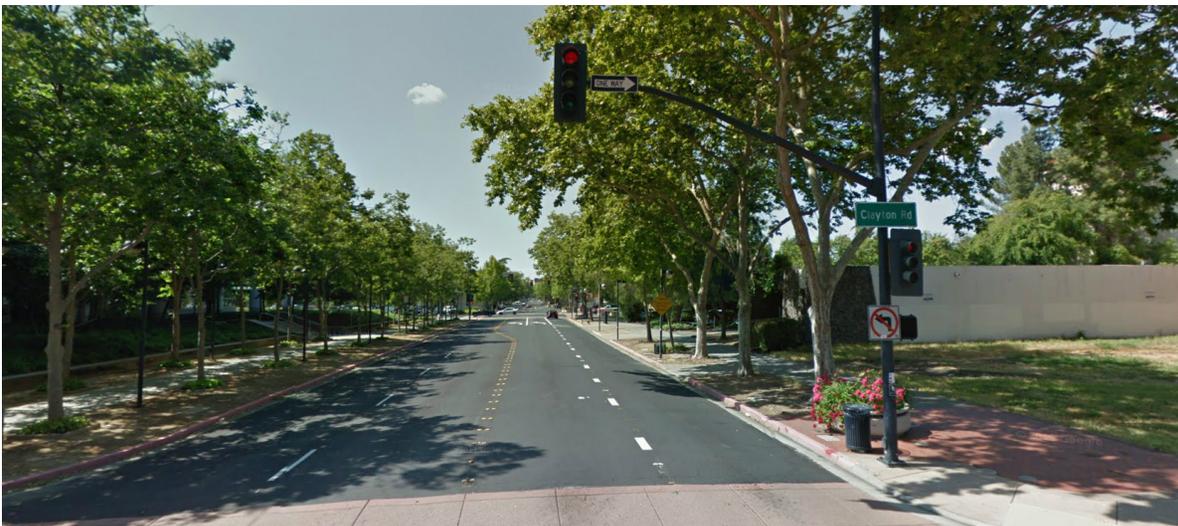
Grant Street is an important connection between the BART Station Area and the downtown centered on Todos Santos Plaza. Currently the street lacks consistency in terms of the sidewalk widths, street trees, travel lanes and directions.

Given the central location of the street and its station area connection, the street represents a major opportunity for revitalization efforts for new mixed-use development and street activity. This street will be considered an extension of daily and vibrant life of Todos Santos Plaza. New outdoor seating, street trees, lighting and other amenities will be provided to enhance the public life of the downtown.

The redesign of Grant Street is predicated upon providing a more consistent street width with two-way traffic, dedicated bike lanes, and wider sidewalks. New mixed-use development is proposed for both sides of Grant Street where opportunities exist.

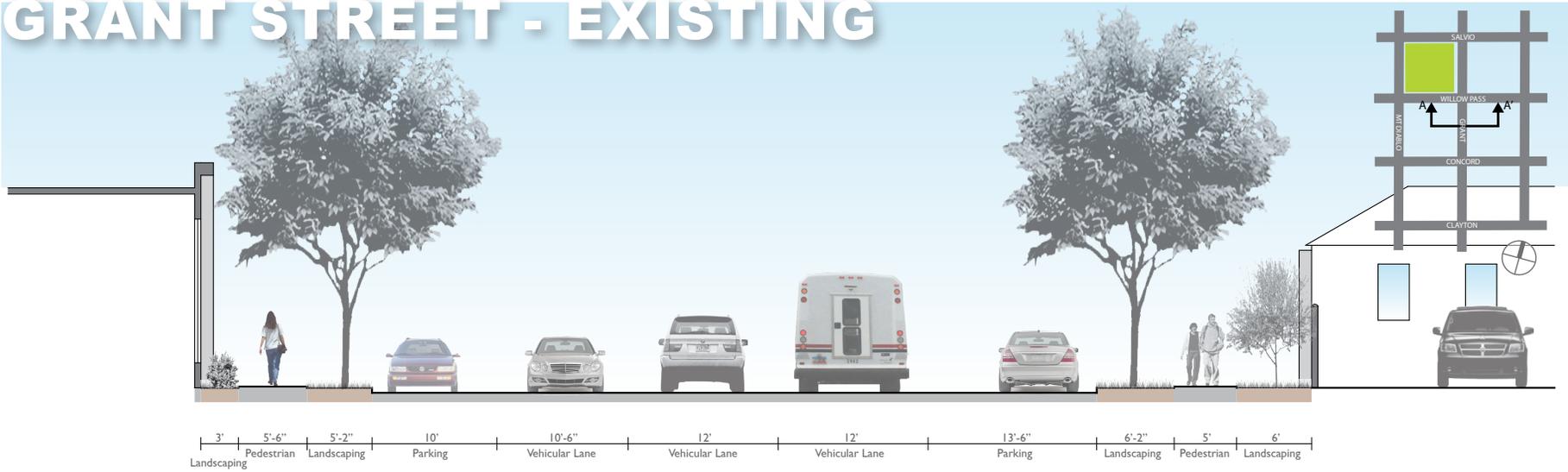
Bulb-outs are proposed at major intersections crossing Grant Street to narrow pedestrian street crossings as well as to provide smaller plaza spaces for sitting. Potential gateway signage or markers will also be considered to improve wayfinding to and from the BART station and to more clearly identify entry into the downtown.

As part of the first implementation measures, parklets and other temporary programs such as food truck service should be considered as ways to promote street life on Grant Street until more significant investments in street improvements can be made.



Grant Street, looking northwest

GRANT STREET - EXISTING



GRANT STREET - PROPOSED

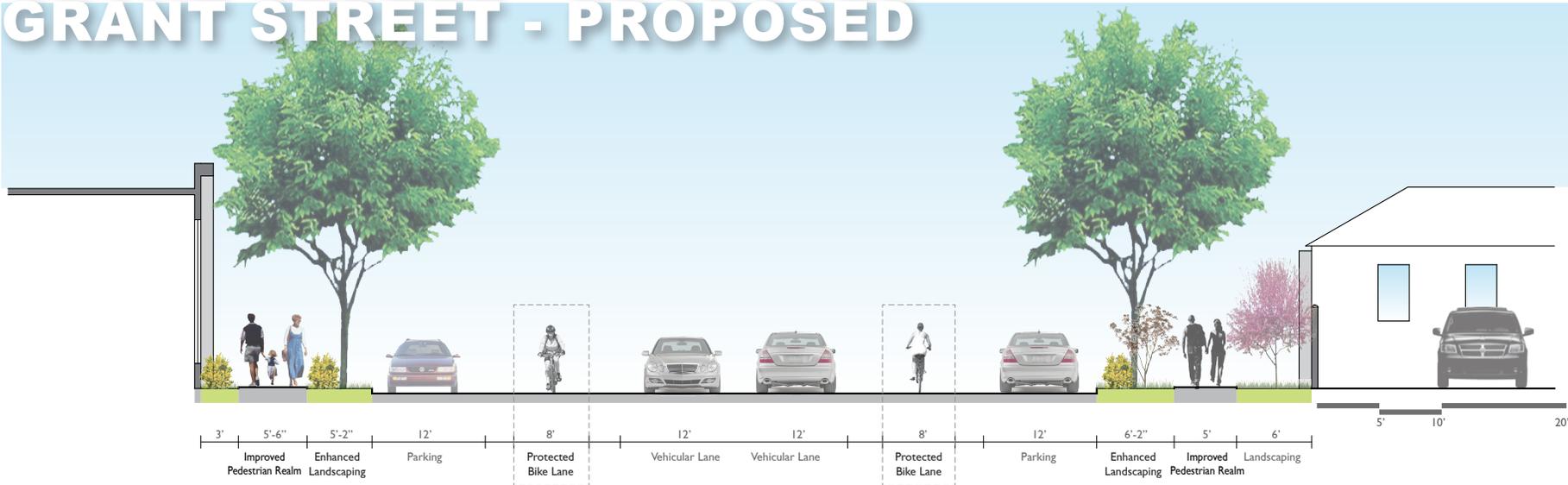
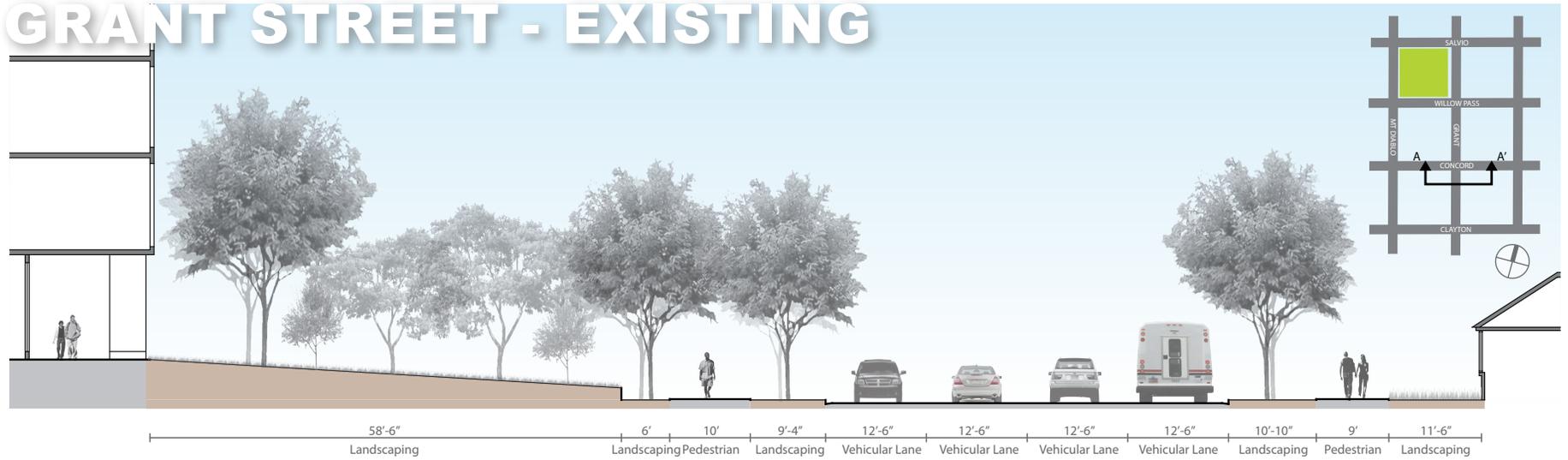


Fig. 3.1 Existing and proposed Grant Street sections at Willow Pass Road

GRANT STREET - EXISTING



GRANT STREET - PROPOSED

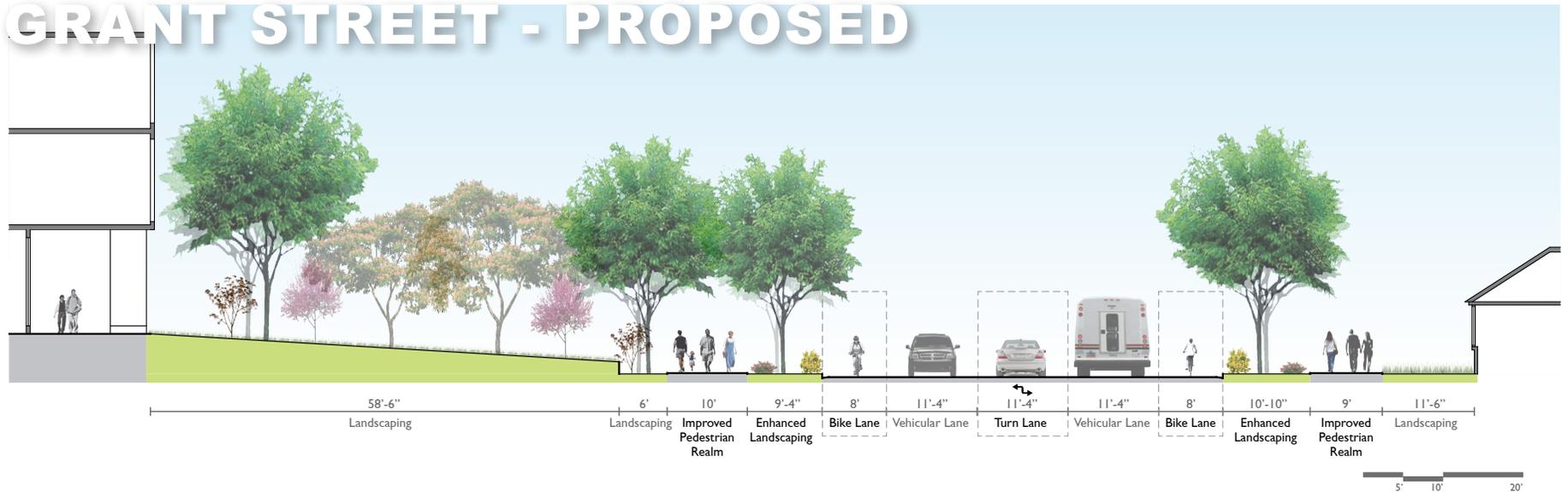


Fig. 3.2 Existing and proposed Grant Street sections at Concord Boulevard

DOWNTOWN CONCORD SPECIFIC PLAN

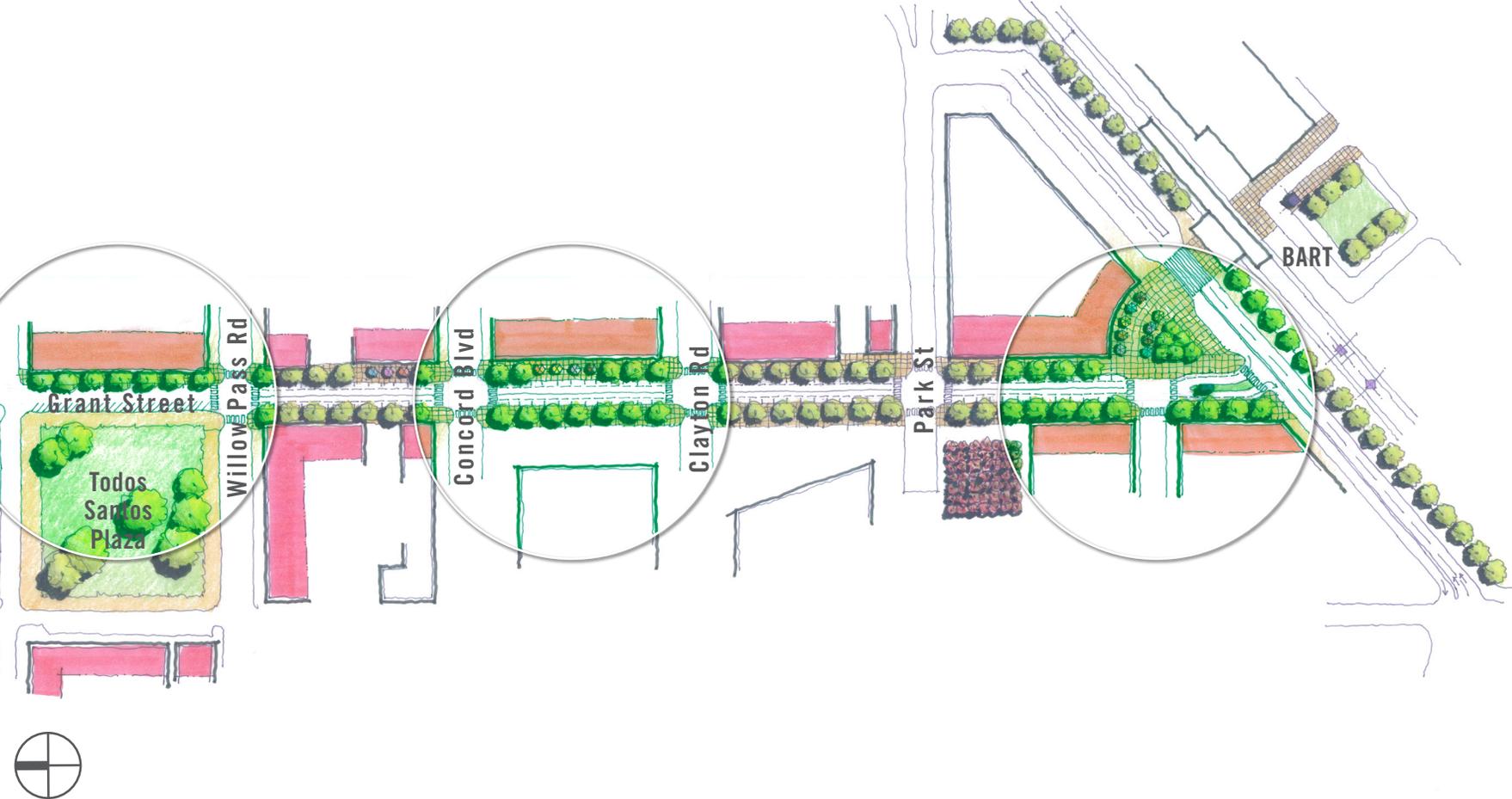


Fig. 3.3 Key nodes for streetscape improvements north to south along Grant Street

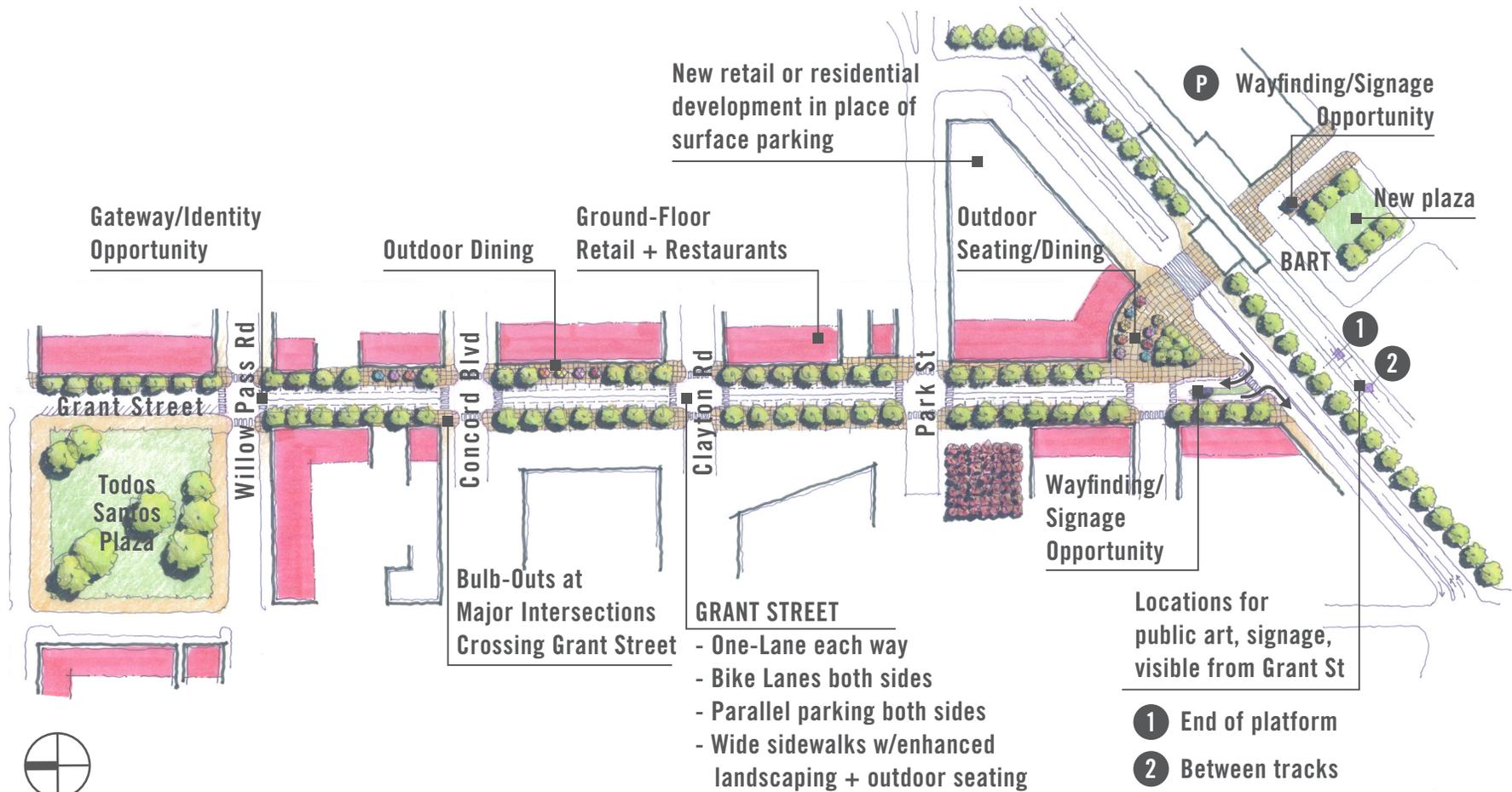


Fig. 3.4 Potential improvements and streetscape enhancements along Grant Street from Todos Santos Plaza to the BART station

DOWNTOWN CONCORD SPECIFIC PLAN



Salvo Street, 1930s



Present-day Salvio Street at Grant Street, SFGate

SALVIO STREET

Salvio Street is an important connection between the Park 'N' Shop and the downtown centered around Todos Santos Plaza. Currently the street lacks consistency in terms of the sidewalk widths, street trees, and providing a real pedestrian oriented destination on the west side of the downtown near the Park 'N' Shop.

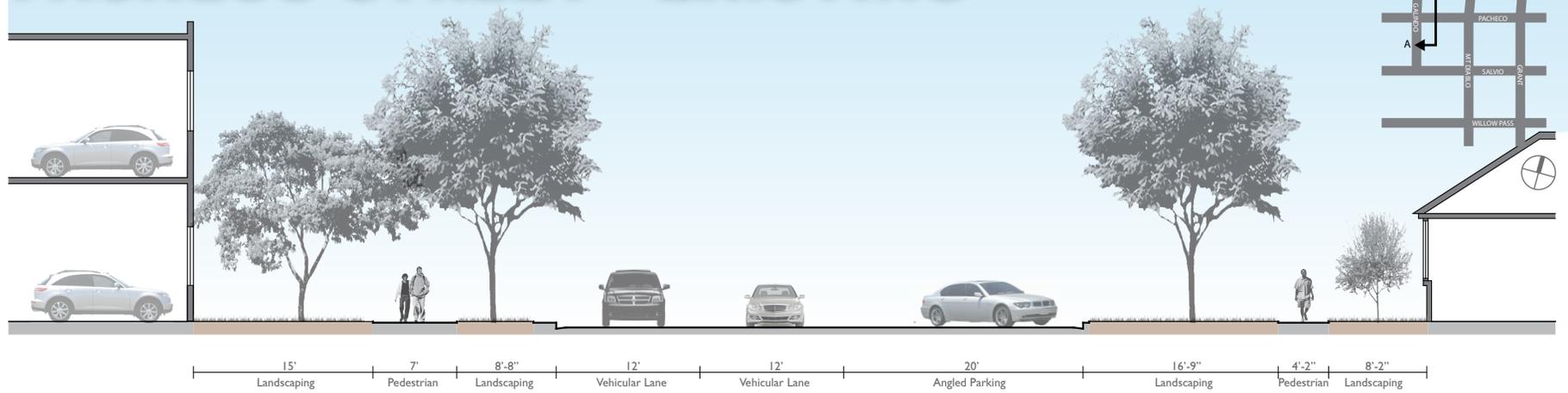
Salvio Street was historically Concord's main street. It represents a major place for revitalization efforts for new mixed-use development and street activity. This street will be considered an extension of daily and vibrant life of Todos Santos Plaza. New outdoor seating, street trees, lighting and other amenities will be provided to enhance the public life of the downtown.

The redesign of Salvio Street is predicated upon centering development around the historic Pacheco Adobe, wider sidewalks, and utilizing the area along Clay's Alley to create a different and smaller scale retail/outdoor dining environment. New mixed-use development is proposed for both sides of Salvio Street and around the Pacheco Adobe where opportunities exist.

As part of the first implementation measures, parklets and other temporary programs such as food truck service should be considered as ways to promote street life on Clay's Alley Street until more significant investments in street improvements can be made.

DOWNTOWN CONCORD SPECIFIC PLAN

PACHECO STREET - EXISTING



PACHECO STREET - PROPOSED

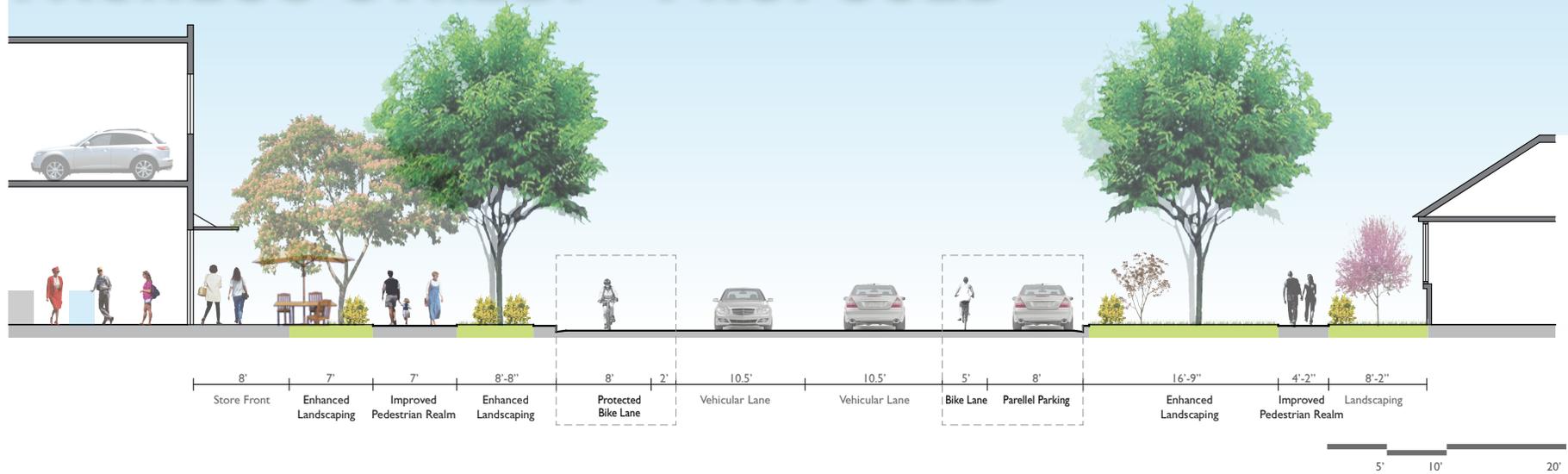


Fig. 3.5 Existing and proposed Pacheco Street sections at Galindo Street

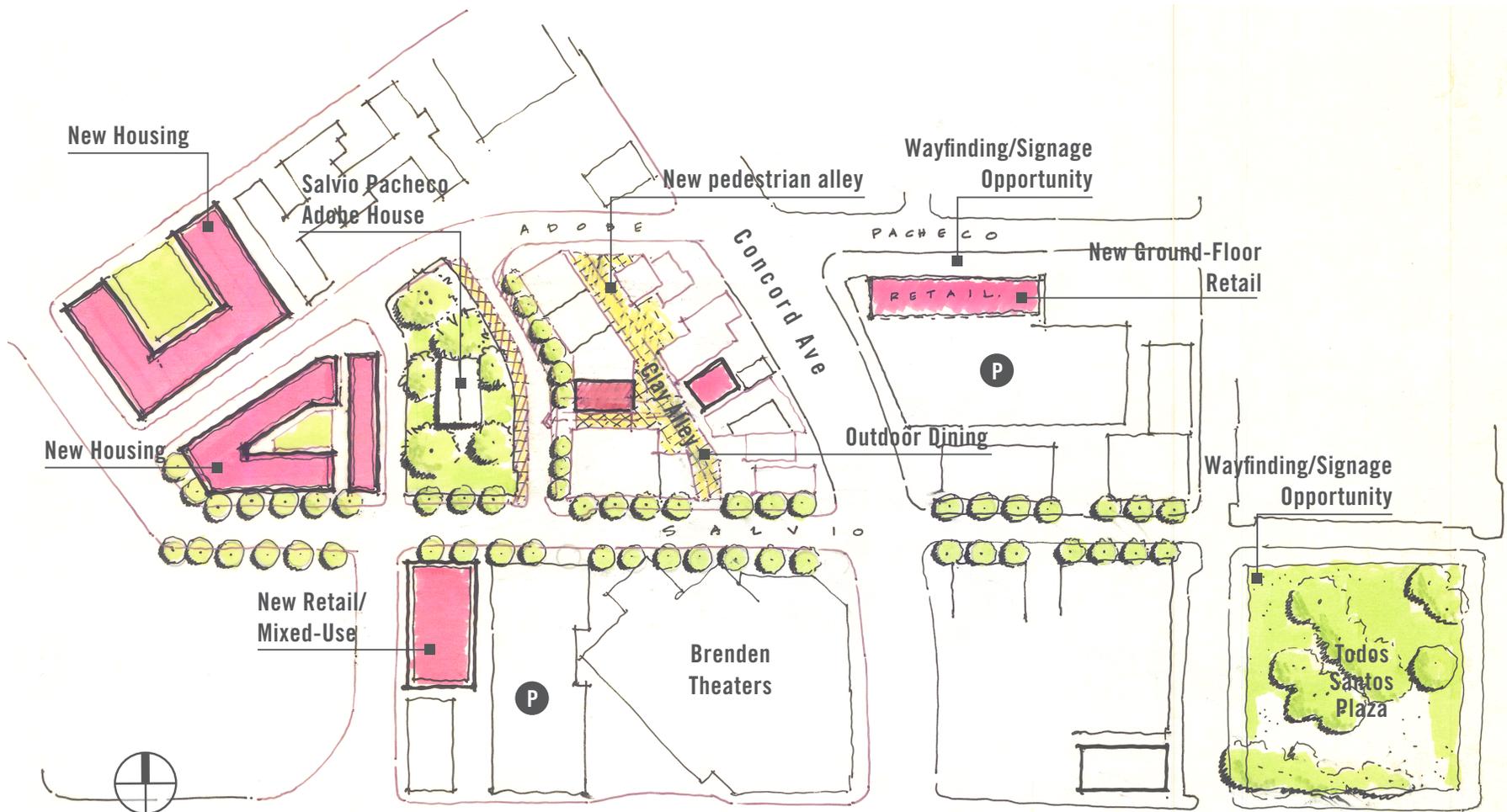
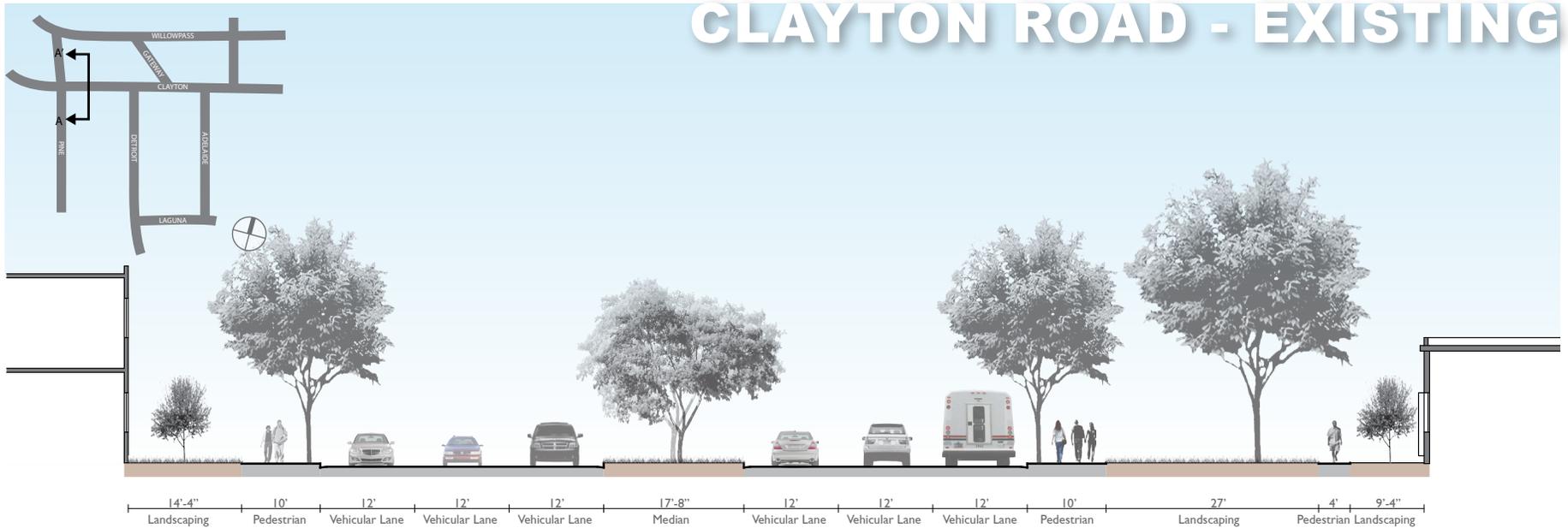


Fig. 3.6 Pacheco Street and Clay Alley new elements and streetscape improvements

CLAYTON ROAD - EXISTING



CLAYTON ROAD - PROPOSED

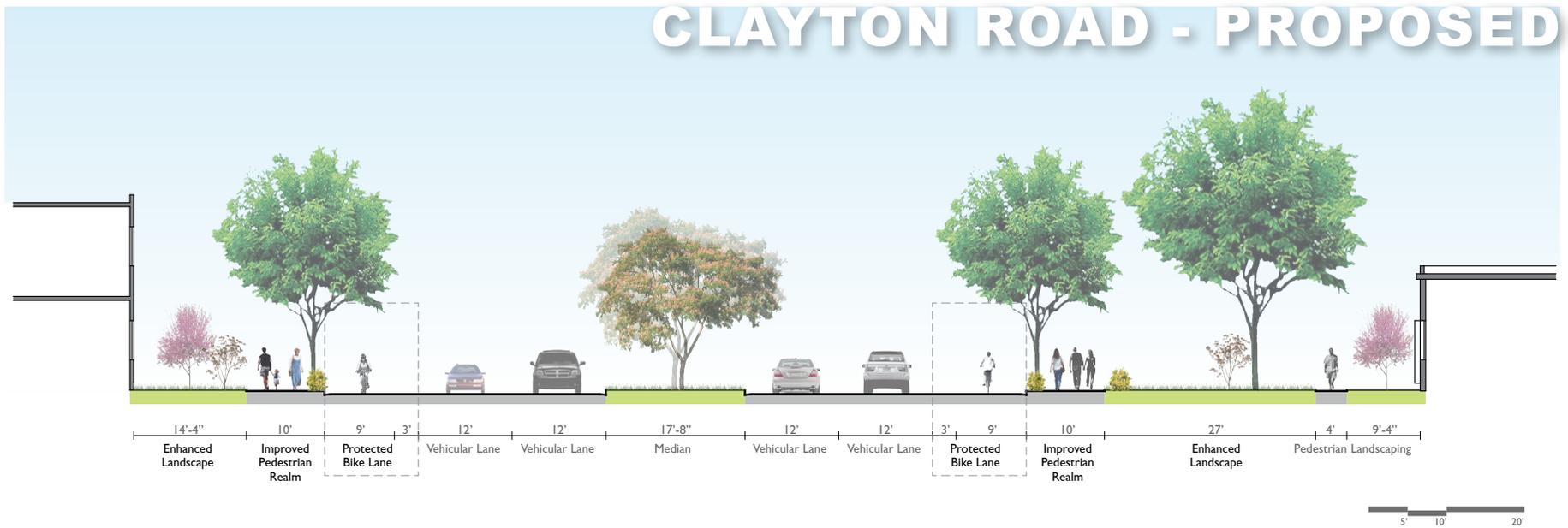


Fig. 3.7 Existing and proposed Clayton Road sections at Pine Street

WILLOW PASS ROAD

For the portion of Willow Pass Road that intersects the pedestrian priority zone, there are several strategies that could be employed. The most extensive scenario would turn that portion of the roadway into one lane in each direction. There is sufficient capacity on parallel routes to accommodate the additional traffic, but it would likely cause poor operations at intersections on either end of the road diet as vehicle flow is metered into the area. This would allow for any number of improvements along the segment such as widening of the sidewalks, providing on-street parking, a wider median, curb extensions, and other enhancements.

While maintaining two lanes in each direction, another option would be to exempt the intersections within the pedestrian priority area from vehicle level of service standards that might permit increased pedestrian crossing times and elimination of right-turn lanes, such as at the approach to Galindo that would allow construction of a curb-extension to decrease pedestrian crossing distances. Other potential treatments include raised crosswalks, and signal timing changes that limit the speed of traffic on the roadway.



Willow Pass Road, looking southwest

Given the small block size in the area, mid-block crossings are not recommended, however, eliminating and/or consolidating driveways from portions of Willow Pass Road as parcels would improve the flow of traffic. This strategy could have the undesired effect of increasing speeds, but would decrease vehicle/pedestrian conflicts at those locations.

CLAYTON ROAD - EXISTING

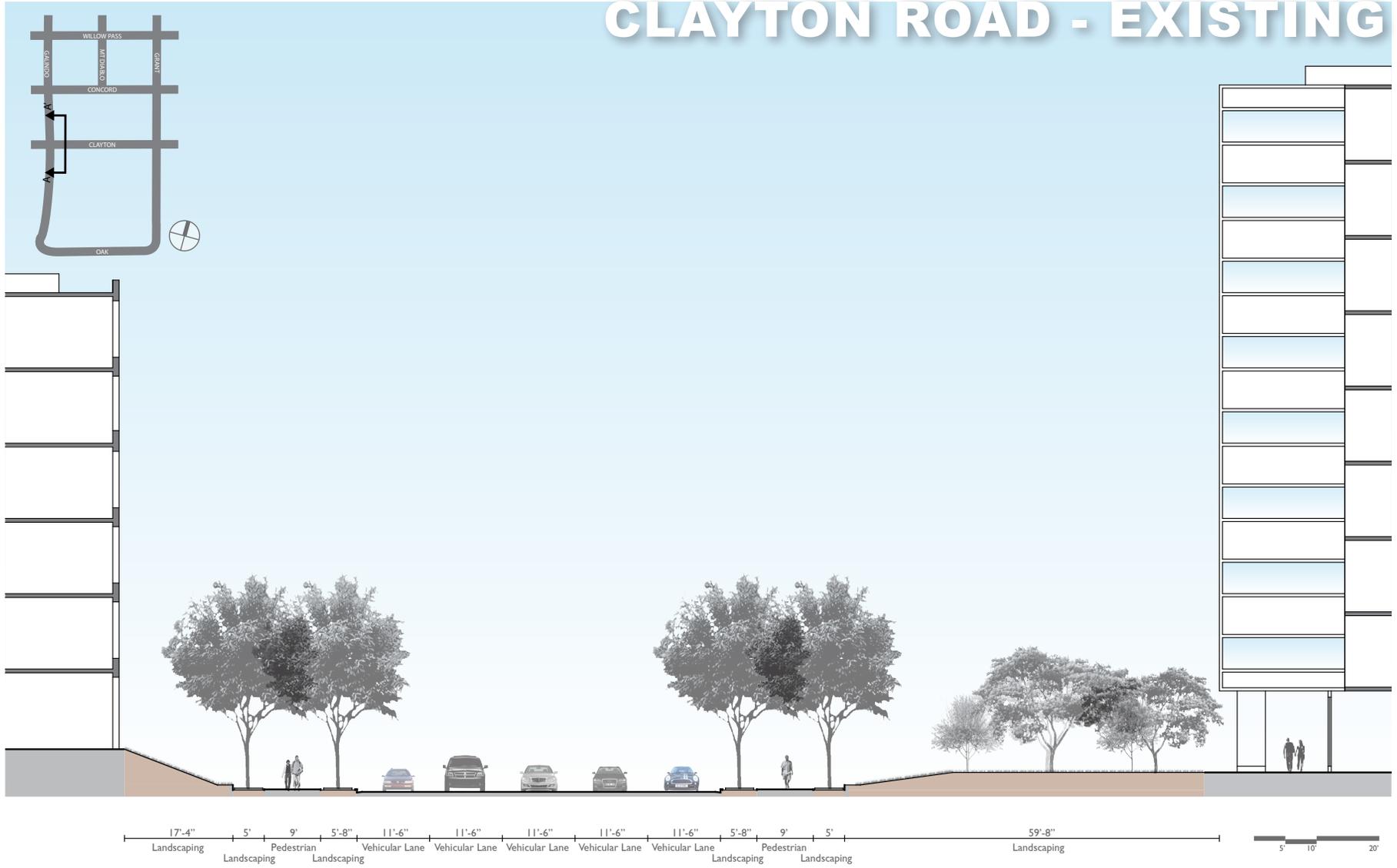


Fig. 3.8 Existing Clayton Road section at Galindo Street

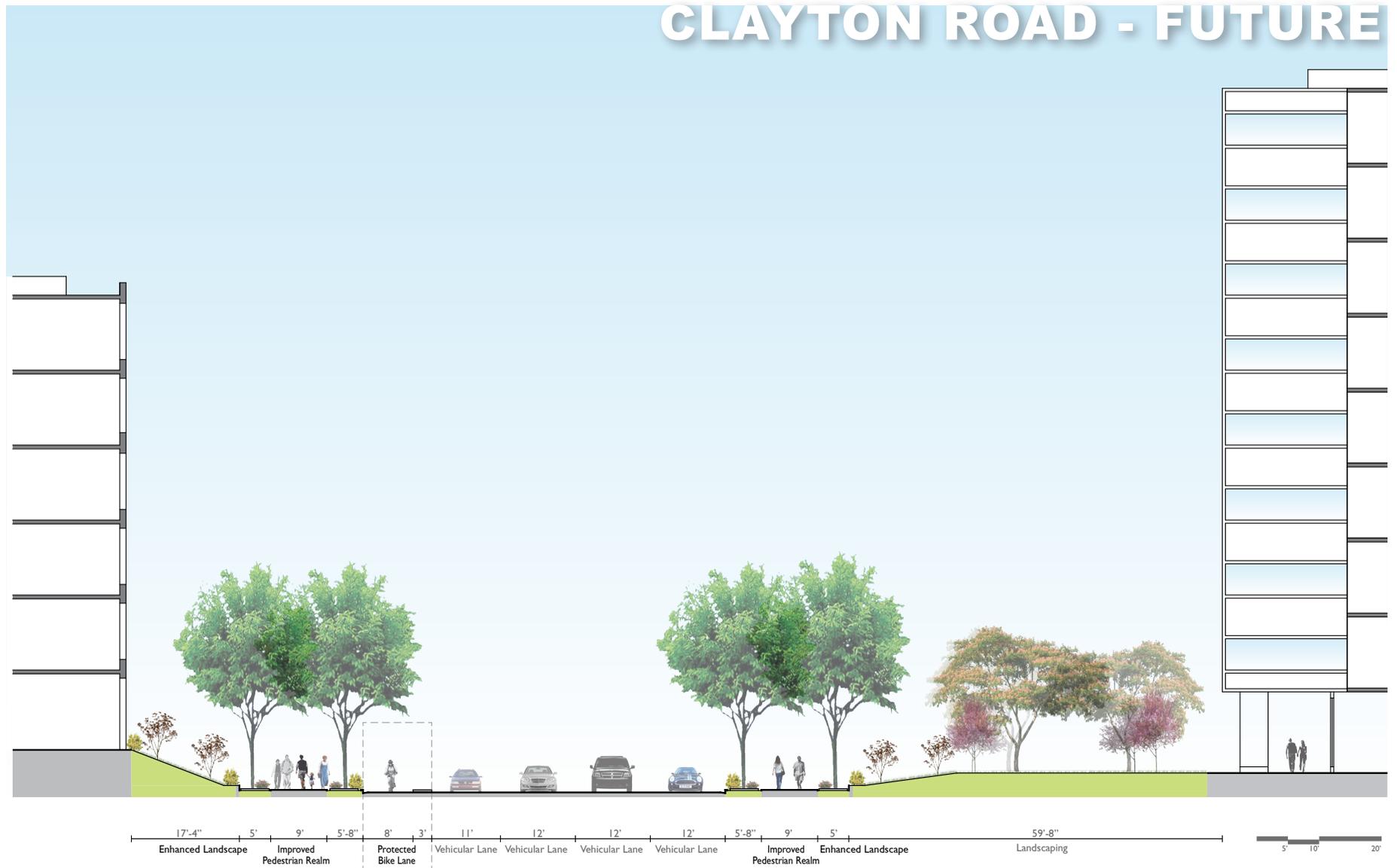
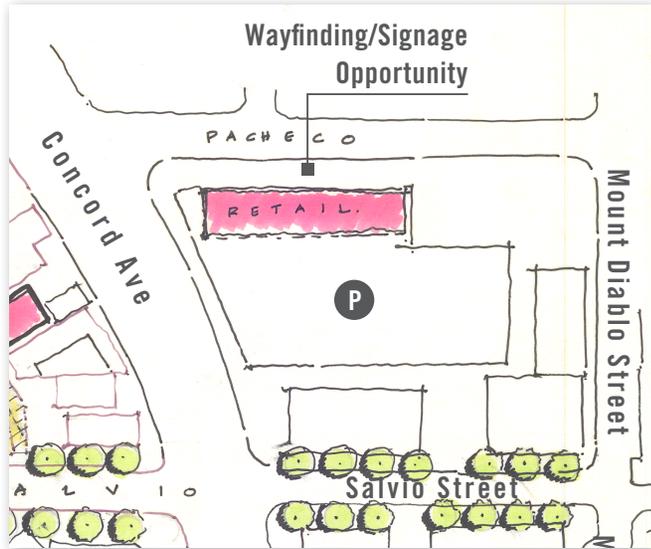
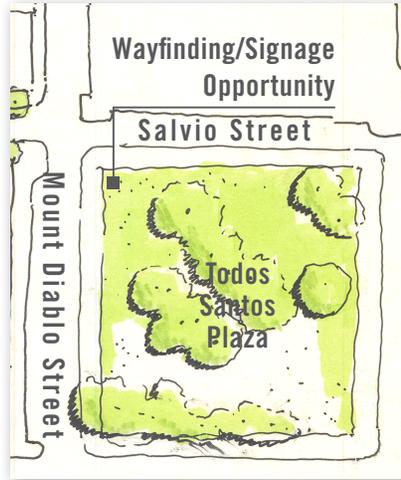


Fig. 3.9 Proposed Clayton Road section at Galindo Street

DOWNTOWN CONCORD SPECIFIC PLAN



Pacheco Street wayfinding



Todos Santos Plaza wayfinding



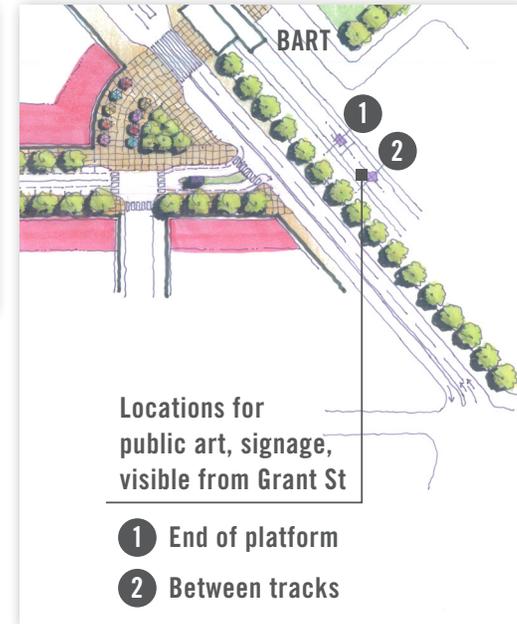
Todos Santos Plaza wayfinding



Grant Street/BART station wayfinding



BART station wayfinding



BART station wayfinding

Fig. 3.10 Key wayfinding and signage opportunity locations in Downtown Concord



Pedestrian wayfinding system integrated into paving

3.2 WAYFINDING

Implementation of new signage as part of a comprehensive wayfinding system is recommended to direct pedestrians and bicyclists within Downtown Concord. Identifiable and well-designed signage indicating the greenway loop, as well as directions to and from key locations will assist visitors and residents alike.

Directional information and wayfinding features should be established in a prime area of the BART station, directing foot traffic to the historic Downtown and Todos Santos Plaza along Grant Street. Other key destinations that would benefit from wayfinding features include historic landmarks, new Salvio Street and Clay Alley retail, Ellis Lake, and the continued greenway extension along the BART rail line.

DOWNTOWN CONCORD SPECIFIC PLAN



MacArthur Transit Village



Contra Costa Center Transit Village



Walnut Creek Transit Village

3.3 PRECEDENT PROJECTS

TRANSIT-ORIENTED MIXED-USE HOUSING DEVELOPMENTS

MACARTHUR TRANSIT VILLAGE

- Mixed-use development on 7.76-acre site near MacArthur BART station
- 624 housing units (108 affordable); 115 du/acre
- 42,500 square feet of local commercial/retail
- 5,000 square feet of community space
- 478-space BART parking garage

CONTRA COSTA CENTRE TRANSIT VILLAGE

- 140-acre site
- Replaced 1,500 BART surface parking spaces
- 90% built-out
- 7,000 jobs and over 2.4 million square feet of office space,
- 2,700 high-density residential units with 6,000 residents (30 du/acre)
- 423 rooms in two full-service hotels
- Public spaces and 8 acres of green space
- The Iron Horse Trail with access for bicyclists and pedestrians.

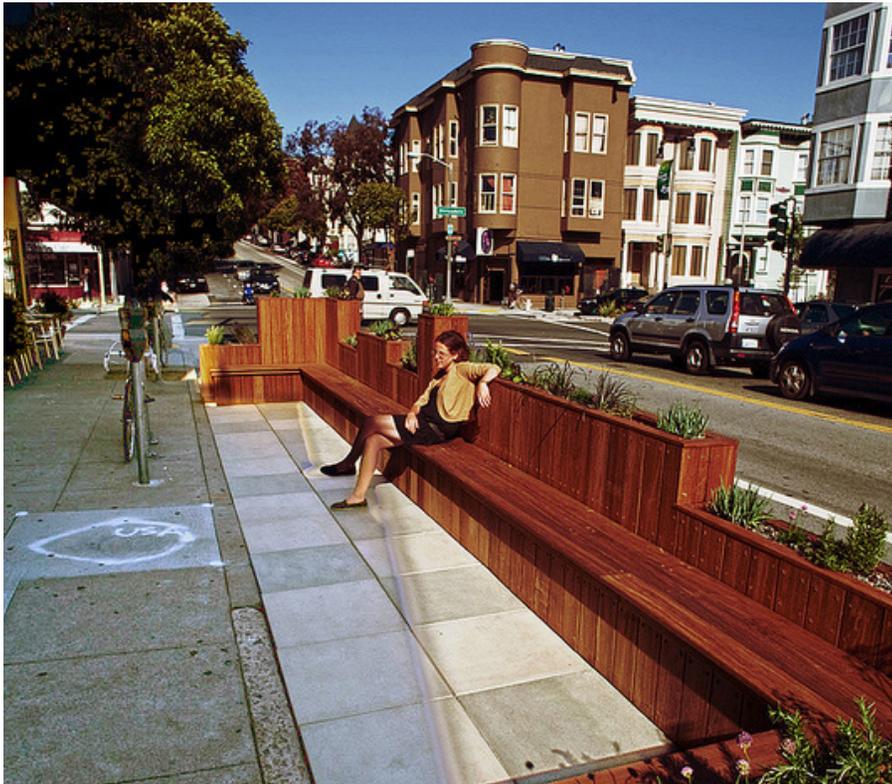
WALNUT CREEK TRANSIT VILLAGE

- 16-acre site
- FAR 2.5
- To replace 851 BART surface parking spaces
- 599 units of mixed-income apartments
- 22,000 square feet of retail/commercial
- 16,700 square feet of flex space
- 948-space parking garage

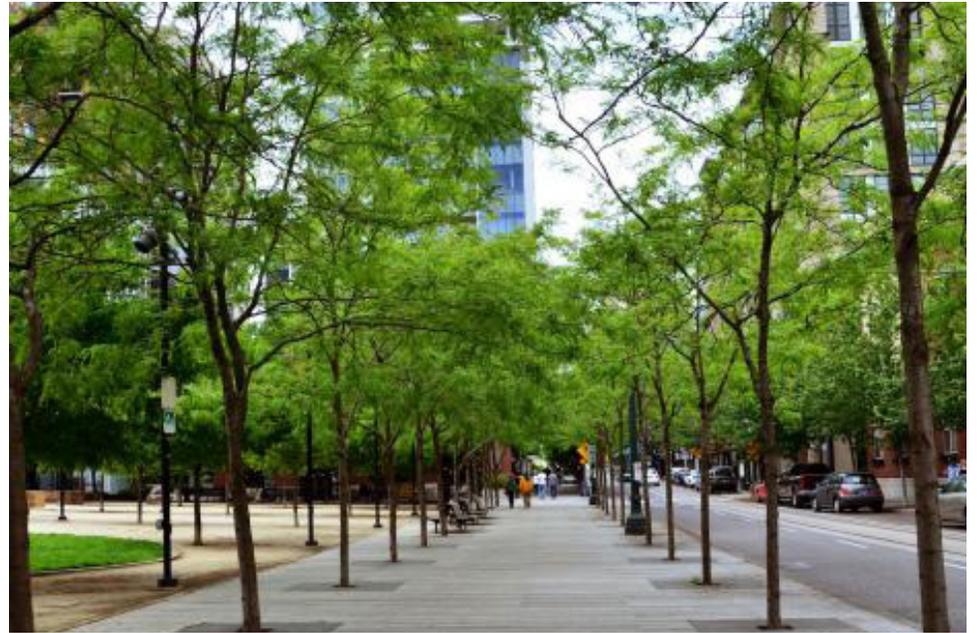
3.4 PRECEDENT IMAGES

WIDE SIDEWALKS





TREES + PLANTING

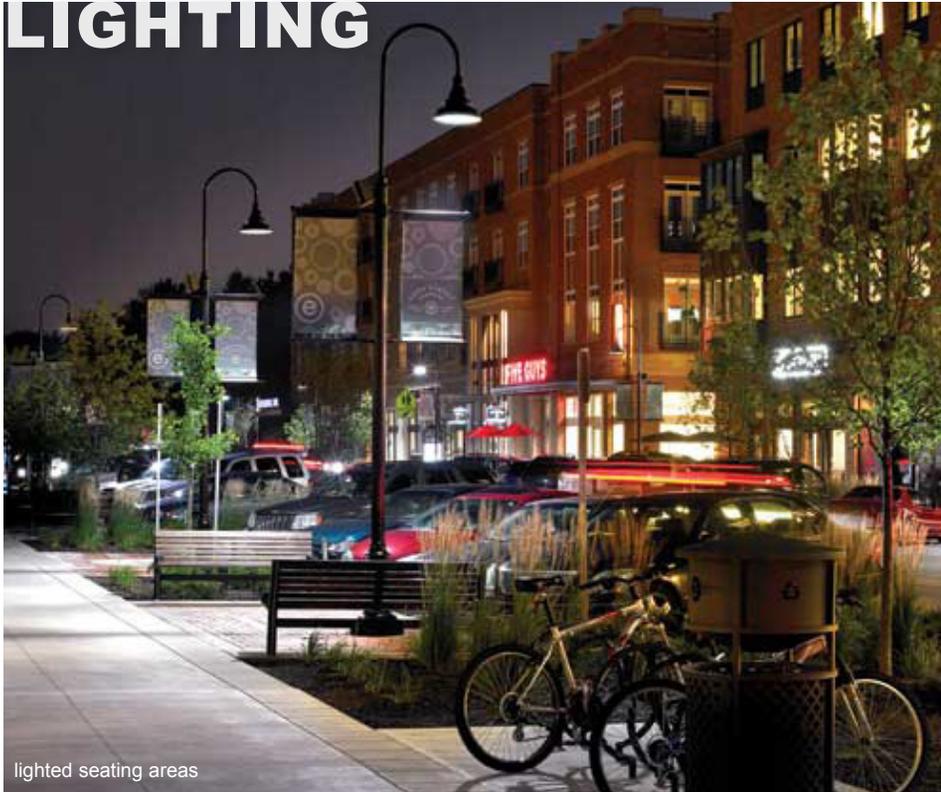




OUTDOOR DINING



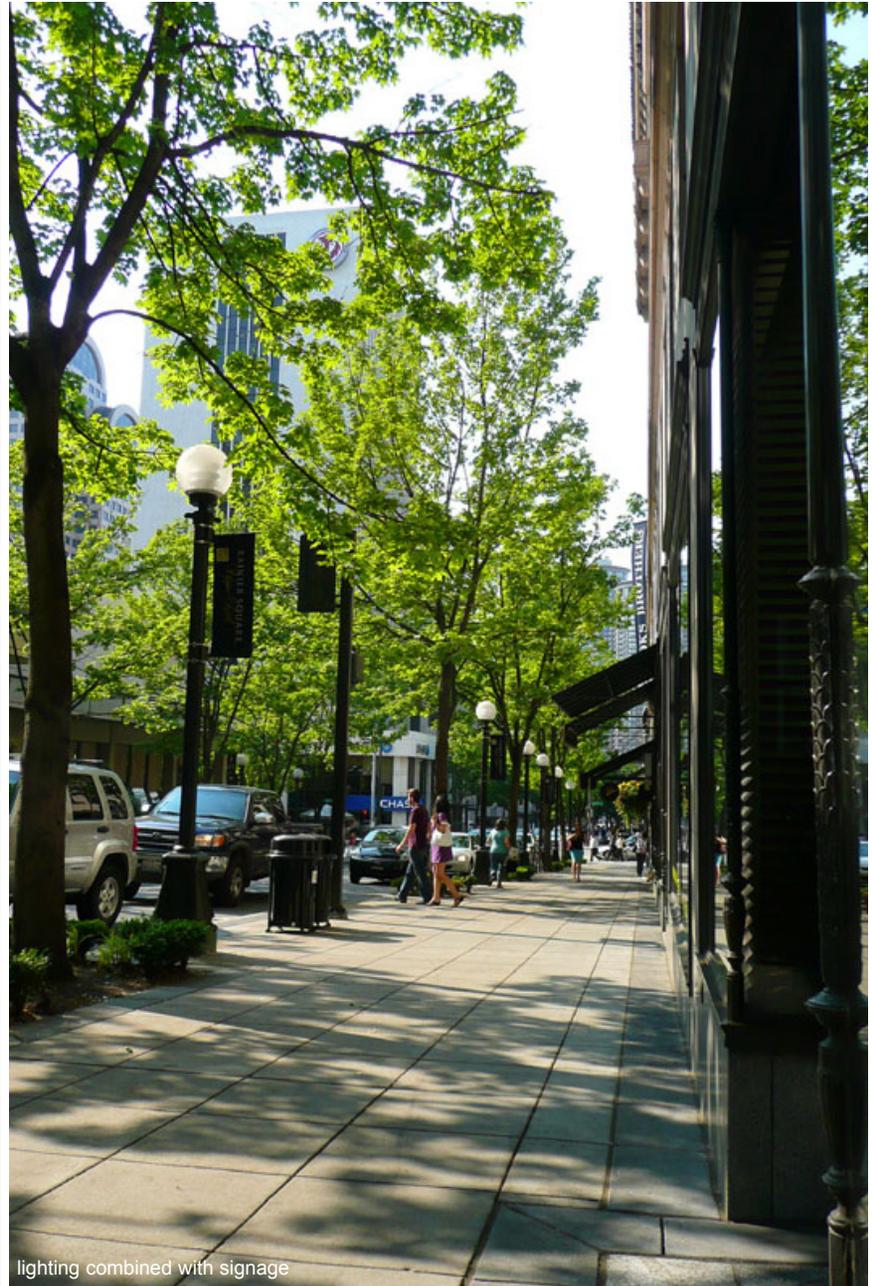
LIGHTING



lighted seating areas



solar streetlamps



lighting combined with signage

GROUND-FLOOR RETAIL



Pasadena Old Town



Sacramento transparent retail facade

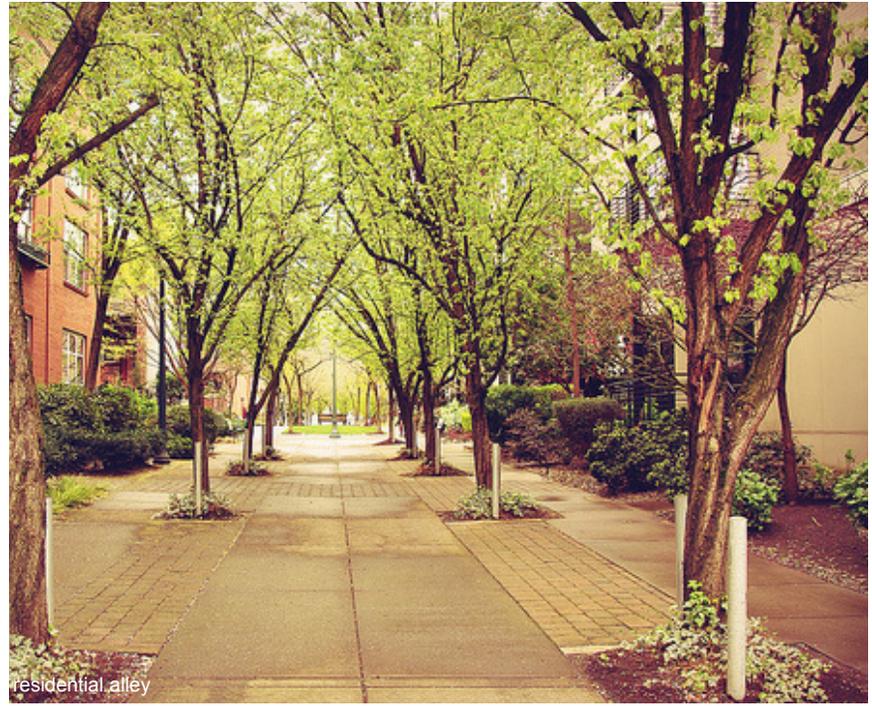
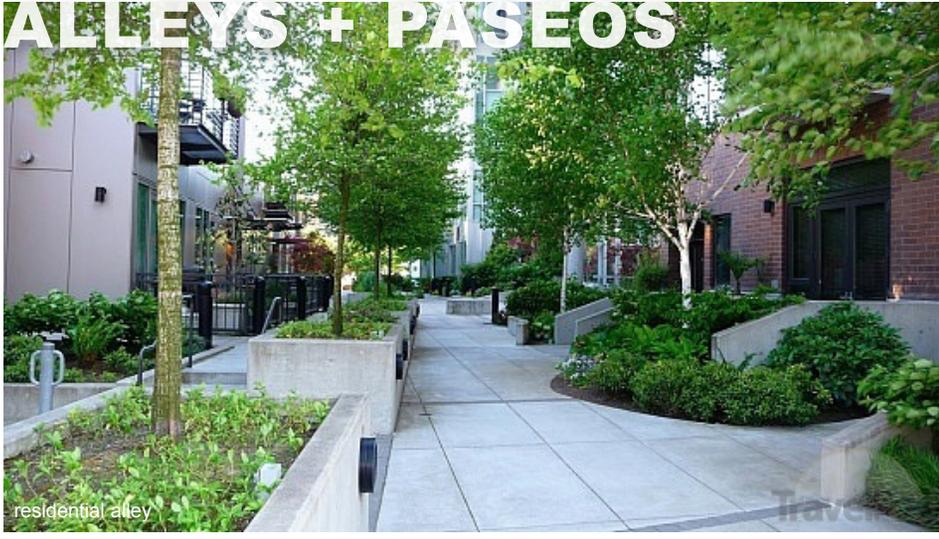


Fourth Street, Berkeley

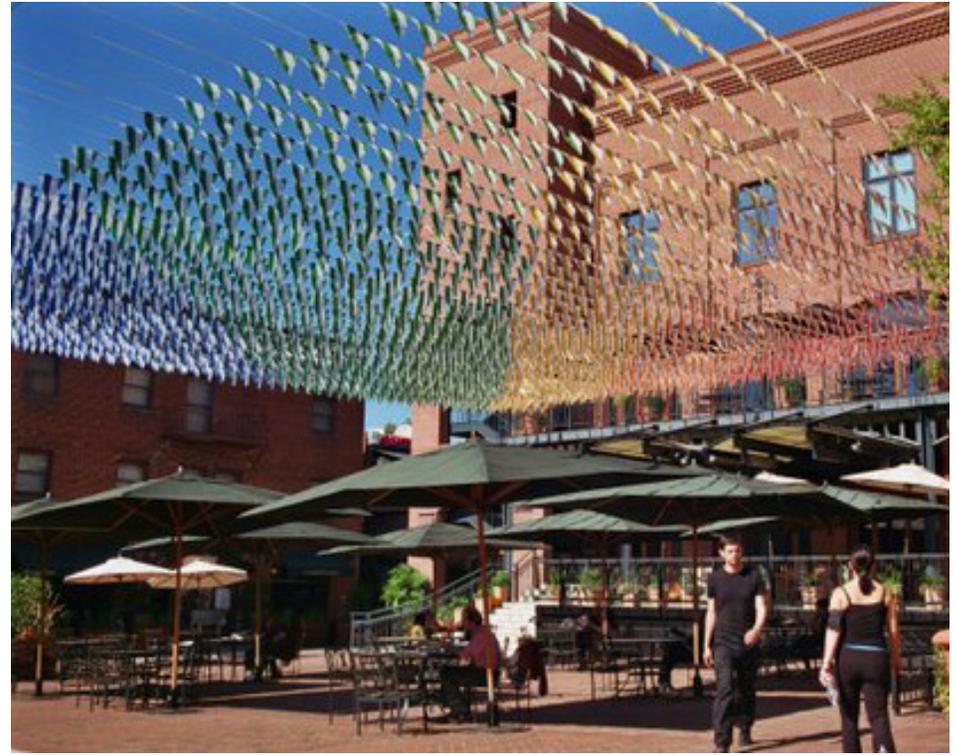


Pasadena Old Town

ALLEYS + PASEOS



PUBLIC PLAZAS



DOWNTOWN CONCORD SPECIFIC PLAN

TRAFFIC CALMING



Curb bulb-out



Traffic calming median



Boulevard



Marked crossing

ENHANCED STREET CROSSINGS



LED lighted crossing

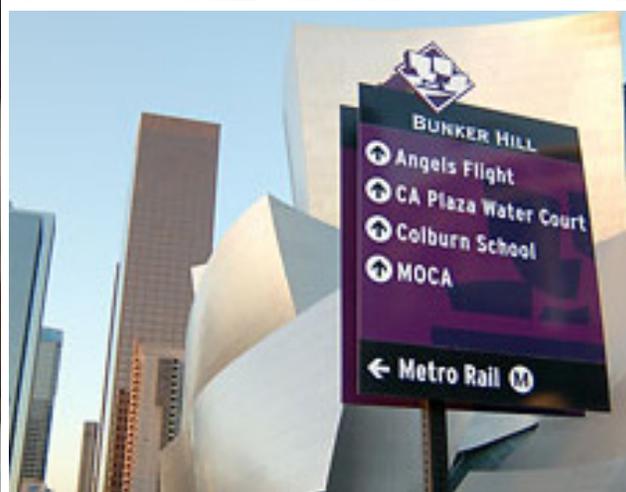
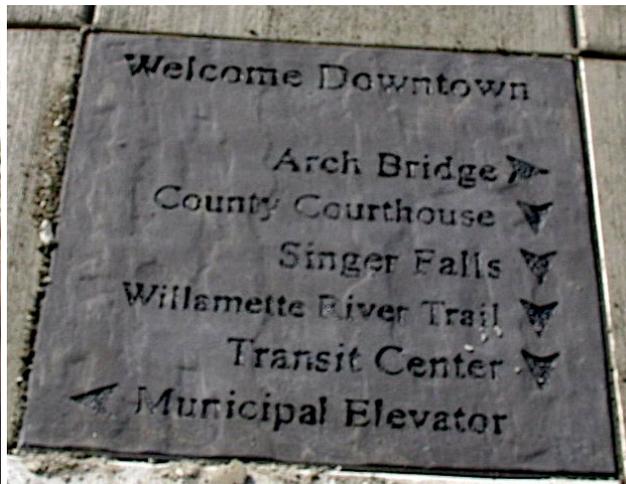
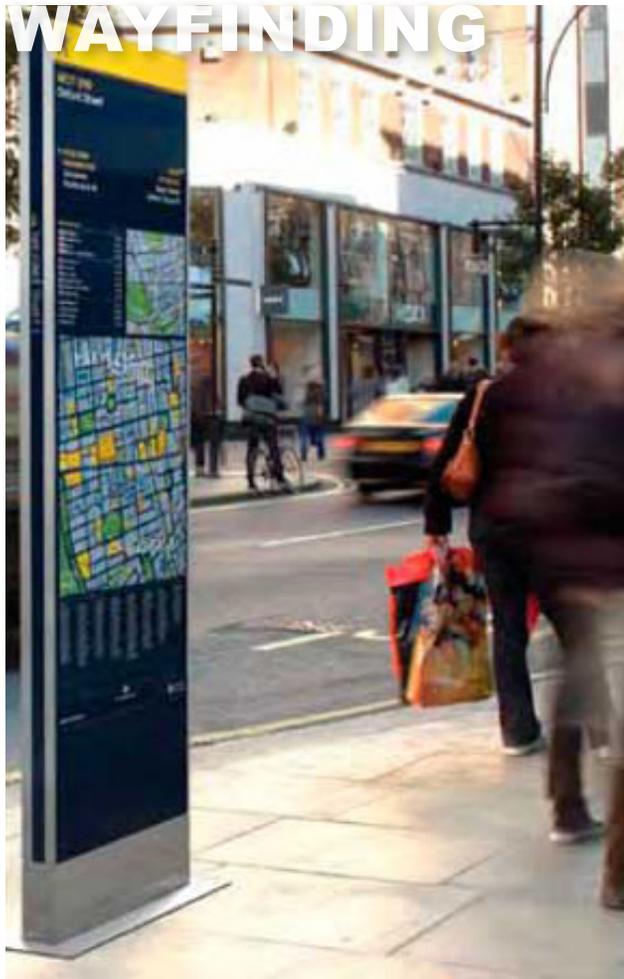


paving treatment / 4-way crossing



crosswalk paint treatment

WAYFINDING



SAFE BICYCLE LANES



San Jose, CA



Cordoba, Spain



Milwaukee, WI



San Francisco, CA



New York, NY

04 Evaluation

4.1 EVALUATION CRITERIA

Alternatives were evaluated according to their merits and their ability to meet the goals established at the outset of the project. The evaluation indicated to what degree (relative to each other) the alternatives meet BART ridership requirements and MTC transit-oriented development housing goals. A comparative market demand analysis for the types of potential land uses within each alternative is included in section 2.2.4. The evaluation compares density and land use, use of identified opportunity sites, impacts on traffic/parking and vehicle trip generation. Traffic analysis includes the utilization of the MXD Model that captures benefits of transit-oriented development, as described in Section 2.4. The Consultant Team summarized all of the evaluation criteria in a weighted matrix which provides an easily understandable overview of the relative merits of the three schemes.

Table 4.1 Sample Alternatives Evaluation Matrix						
Concept Alternatives			Weighting	Concept Alternatives		
A Jobs Focus	B Housing Focus	C Balanced		A Jobs Focus	B Housing Focus	C Balanced
●	○	◐	1	1	3	2
●	◐	○	0.9	0.9	1.8	2.7
◐	●	○	0.9	1.8	0.9	2.7
●	◐	○	0.8	0.8	1.6	2.4
○	◐	●	0.8	2.4	1.6	0.8
☺	☹	☹	0.7	2.1	1.4	0.7
○	◐	●	0.6	1.8	1.2	0.6
○=3	◐=2	●=1		10.8	11.5	11.9
☺=3	☹=2	☹=1		3rd	2nd	1st

DOWNTOWN CONCORD SPECIFIC PLAN

4.2 EVALUATION PROCESS

City of Concord staff reviewed the criteria for evaluation and suggested to the Downtown Steering Committee (DSC) that each of the criteria would be examined in terms of which Alternative could meet each criterion the best. Staff had a matrix for the three alternatives listing the six goals on a white board and worked with the DSC to evaluate each of the goals. A sample evaluation matrix is shown in Table 4.1.

Based on that evaluation, the following ratings were provided (utilizing smile faces, straight or sad faces for clarity). Staff then added up the ratings for each alternative to get a total, resulting in Alternative B (Housing Focus) rating as the Preferred Alternative with five smiles, followed by Alternative C (balanced) with two smiles and then Alternative A with zero.

To evaluate it slightly differently, City staff assigned points to each symbol as follows: Three points to smile face, two to straight and one to sad face, and the results were the same with: Alternative A (Jobs Focus) with nine points, Alternative B (Housing Focus) resulting as the Preferred Alternative with seventeen points, followed by Alternative C (Jobs-Housing Balance) with twelve points.

4.3 EVALUATION RESULTS

The evaluation matrix and results are shown in Table 4.2.

Table 4.2 Alternatives Evaluation Matrix				
DSC-Ranked Order of Importance	Criteria	Concept Alternatives		
		A Jobs Focus	B Housing Focus	C Balanced
1	Increasing job creation	☹	☺	☹
2	Enhancing business climate and expanding economic base	☹	☺	☹
3	Intensification of uses and densities from current built levels	☹	☺	☹
4	Increasing BART ridership and efficiency of multi-modal connections	☹	☺	☹
5	Constructing housing projects for a mix of housing types and income levels	☹	☹	☺
6	Promoting mid and high-density housing	☹	☺	☹
Number of smile faces – Alternative B was Preferred		0	5	2
OR Through use of point system		☺=3	☹=2	☹=1
Alternative B also voted as the Preferred Alternative		9	17	12

05 Conclusion

5.1 IMPLEMENTATION STRATEGIES

In the next phase of the project, Refinement of the Preferred Plan, the Design Team will take forward recommendations from City Staff, feedback from the Community Outreach process and the results of the evaluation process by the DSC and develop a preferred land-use plan based on Alternative B, the housing focus.

Working with City Staff, the Team will also begin to develop implementation strategies to help ensure that future projects which are forthcoming from the development community are consistent with the goals and principles of the Preferred Plan, but at the same time not precluding or restricting other ideas and development proposals which have not been anticipated by the master plan but would be good for the City of Concord.

Ideas already discussed with City Staff for encouraging the desired type of uses and densities include;

- Density bonuses (especially consider a 'menu' of bonuses for achieving additional height within the Downtown Pedestrian Zone)
- Reduced and/or maximum parking ratios

Other potential tools which will also be considered during the next phase include:

- Fixed development impact fees by site area
- Density bonuses for affordable housing
- BART corridor overlay zoning
- Expedited approvals process
- Fee waivers
- Tax Increment Financing (TIF) districts and Urban Transportation Districts (UTDs) can provide financing for facilities, roads, and transportation enhancements within the project area
- Transfer of development rights

DOWNTOWN CONCORD SPECIFIC PLAN

6.1 FINANCIAL PRO-FORMAS

Table 6.1 Low-Rise Apartment (3-4 Stories Wrapped Around Parking Structure) Type V Wood Frame Construction							
Development Program Assumptions				Development Costs			
Site (Square Feet)			87,120	Construction Costs			
Residential Units			200	Basic Site Work	\$40	per site SF	\$3,484,800
Gross Building Area (Square Feet)	1,000	SF per Unit	200,000	Building Direct Cost	\$130	Cost/SF (GBA)	\$26,000,000
Rentable Area (Square Feet)	90%	of GBA	180,000	Parking Direct Cost	\$20,000	per Space	\$4,000,000
Parking Spaces	1.0	per Unit	200	Total Construction Cost			\$33,484,800
Building Value				Soft Costs			
Gross Potential Rent	\$2.10	per SF/Month	\$4,536,000	Architecture and Engineering	5.0%	of Construction Cost	\$1,674,240
Losses to Concessions	0.0%	of GPR	\$0	Environmental Approval	\$2	Cost/SF (GBA)	\$400,000
Other Revenue (Parking)	\$0	per Space/Month	\$0	Other Professional Services	5.0%	of Construction Cost	\$1,674,240
Net Revenue			\$4,536,000	Permits and Fees	\$35	Cost/SF (GBA)	\$7,000,000
Operating Expenses	\$7,500	per Unit	-\$1,500,000	Taxes and Insurance	2.0%	of Construction Cost	\$669,696
Net Operating Income			\$3,036,000	Financing	6.0%	of Construction Cost	\$2,009,088
Building Value	5.0%	Capitalization Rate	\$60,720,000	Total Soft Costs			\$13,427,264
Disposition Cost	3.0%	of Building Value	-\$1,821,600	Developer Costs			
Net Building Value	29449%	per GBA	\$58,898,400	Marketing	1.0%	of Hard & Soft Costs	\$469,121
Land Value				Developer Fee (overhead)	3.0%	of Hard & Soft Costs	\$1,407,362
Developer Return Requirement	10%	of Development Cost	\$5,113,415	Developer Contingency	5.0%	of Hard & Soft Costs	\$2,345,603
Residual Land Value	\$30	per site sq.ft.	\$2,650,835	Total Developer Costs			\$4,222,085.76
				Total Development Cost	\$256	per GBA	\$51,134,150

Table 6.2
Mid-Rise Apartment (4 stories over podium parking)
Type V Construction over Type I Podium

Development Program Assumptions				Development Costs			
Site (Square Feet)			36,300	Construction Costs			
Residential Units			50	Basic Site Work	\$20	per site SF	\$726,000
Gross Building Area (Square Feet)	1,000	SF per Unit	50,000	Building Direct Cost	\$155	Cost/SF (GBA)	\$7,750,000
Rentable Area (Square Feet)	85%	of GBA	42,500	Parking Direct Cost	\$20,000	per Space	\$1,000,000
Parking Spaces	1.0	per Unit	50	Total Construction Cost			\$9,476,000
Building Value				Soft Costs			
Gross Potential Rent	\$2.31	per SF/Month	\$1,178,100	Architecture and Engineering	5.0%	of Construction Cost	\$473,800
Losses to Concessions	0.0%	of GPR	\$0	Environmental Approval	\$2	Cost/SF (GBA)	\$100,000
Other Revenue (Parking)	\$0	per Space/Month	\$0	Other Professional Services	5.0%	of Construction Cost	\$473,800
Net Revenue			\$1,178,100	Permits and Fees	\$35	Cost/SF (GBA)	\$1,750,000
Operating Expenses	\$7,500	per Unit	-\$375,000	Taxes and Insurance	2.0%	of Construction Cost	\$189,520
Net Operating Income			\$803,100	Financing	4.0%	of Construction Cost	\$379,040
Building Value	5.0%	Capitalization Rate	\$16,062,000	Total Soft Costs			\$3,366,160
Disposition Cost	3.0%	of Building Value	-\$481,860	Developer Costs			
Net Building Value	\$312	per GBA	\$15,580,140	Marketing	1.0%	of Hard & Soft Costs	\$128,422
Land Value				Developer Fee (overhead)	3.0%	of Hard \$ Soft Costs	\$385,265
Developer Return Requirement	10%	of Development Cost	\$1,399,795	Developer Contingency	5.0%	of Hard \$ Soft Costs	\$642,108
Residual Land Value	\$5	per site sq.ft.	\$182,390	Total Developer Costs			\$1,155,794.40
				Total Development Cost	\$280	per GBA	\$13,997,954

DOWNTOWN CONCORD SPECIFIC PLAN

Table 6.3
Mid-Rise Office (4 stories over parking)
Type V Construction over Type I Podium

Development Program Assumptions				Development Costs			
Site (Square Feet)			80,000	Construction Costs			
Gross Building Area (Square Feet)			80,000	Basic Site Work	\$20	per site SF	\$1,600,000
Rentable Area (Square Feet)	100%	of GBA	80,000	Building Direct Cost	\$155	Cost/SF (GBA)	\$12,400,000
Parking Spaces	2.5	per 1,000 SF	200	Parking Direct Cost	\$20,000	per Space	\$4,000,000
Building Value				Total Construction Cost			\$18,000,000
Gross Potential Rent	\$2.05	per SF/Month	\$1,968,000	Soft Costs			
Losses to Concessions	5.0%	of GPR	-\$98,400	Architecture and Engineering	5.0%	of Construction Cost	\$900,000
Other Revenue (Parking)	\$0	per Space/Month	\$0	Environmental Approval	\$2	Cost/SF (GBA)	\$160,000
Net Revenue			\$1,869,600	Other Professional Services	5.0%	of Construction Cost	\$900,000
Operating Expenses	\$0.75	per SF/Month	-\$720,000	Permits and Fees	\$20	Cost/SF (GBA)	\$1,600,000
Net Operating Income			\$1,149,600	Taxes and Insurance	2.0%	of Construction Cost	\$360,000
Building Value	6.5%	Capitalization Rate	\$17,686,154	Tenant Improvements	\$20	Cost/SF (GBA)	\$1,600,000
Disposition Cost	3.0%	of Building Value	-\$530,585	Financing	4.0%	of Construction Cost	\$720,000
Net Building Value	\$214	per GBA	\$17,155,569	Total Soft Costs			\$6,240,000
Land Value				Developer Costs			
Developer Return Requirement	10%	of Development Cost	\$2,674,008	Marketing	3.0%	of 10-yr. lease value	\$560,880
Residual Land Value	-\$153	per site sq.ft.	-\$12,258,519	Developer Fee (overhead)	3.0%	of Hard & Soft Costs	\$727,200
				Developer Contingency	5.0%	of Hard & Soft Costs	\$1,212,000
				Total Developer Costs			\$2,500,080
				Total Development Cost	\$334	per GBA	\$26,740,080

Table 6.4
High-Rise Office (20 stories over parking)
Type 1 Construction with Parking on-grade

Development Program Assumptions				Development Costs			
Site (Square Feet)			100,000	Construction Costs			
Gross Building Area (Square Feet)			400,000	Basic Site Work	\$40	per site SF	\$4,000,000
Rentable Area (Square Feet)	100%	of GBA	400,000	Building Direct Cost	\$215	Cost/SF (GBA)	\$86,000,000
Parking Spaces	2.5	per 1,000 SF	1,000	Parking Direct Cost	\$20,000	per Space	\$20,000,000
Building Value				Total Construction Cost			\$110,000,000
Gross Potential Rent	\$2.25	per SF/Month	\$10,800,000	Soft Costs			
Losses to Concessions	5.0%	of GPR	-\$540,000	Architecture and Engineering	5.0%	of Construction Cost	\$5,500,000
Other Revenue (Parking)	\$0	per Space/Month	\$0	Environmental Approval	\$2	Cost/SF (GBA)	\$800,000
Net Revenue			\$10,260,000	Other Professional Services	5.0%	of Construction Cost	\$5,500,000
Operating Expenses	\$0.75	per SF/Month	-\$3,600,000	Permits and Fees	\$20	Cost/SF (GBA)	\$8,000,000
Net Operating Income			\$6,660,000	Taxes and Insurance	2.0%	of Construction Cost	\$2,200,000
Building Value	6.5%	Capitalization Rate	\$102,461,538	Tenant Improvements	\$20	Cost/SF (GBA)	\$8,000,000
Disposition Cost	3.0%	of Building Value	-\$3,073,846	Financing	6.0%	of Construction Cost	\$6,600,000
Net Building Value	\$248	per GBA	\$99,387,692	Total Soft Costs			\$36,600,000
Land Value				Developer Costs			
Developer Return Requirement	10%	of Development Cost	\$16,140,600	Marketing	3.0%	of 10-yr. lease value	\$3,078,000
Residual Land Value	-\$782	per site sq.ft.	-\$78,158,908	Developer Fee (overhead)	3.0%	of Hard & Soft Costs	\$4,398,000
				Developer Contingency	5.0%	of Hard & Soft Costs	\$7,330,000
				Total Developer Costs			\$14,806,000
				Total Development Cost	\$404	per GBA	\$161,406,000

DOWNTOWN CONCORD SPECIFIC PLAN

6.2 COMMUNITY WORKSHOP #1 – CONCEPT ALTERNATIVES

SUMMARY OF COMMENTS POSTED BY ATTENDEES

Land-use boards – response to questions

1. How do you weigh the importance of employment opportunities versus expanded housing choices?

- Affordable and/or market-rate housing – 9 votes
- Employment uses – 8 votes
- Mixed use with jobs/housing balance – 9 votes
- High density housing – 2 comments
- Quality dining and shops – 1 comment

2. Are there other opportunity sites?

- More parking at Galindo and Park
- More parking at Bank of America
- More parking at Galindo and Laguna
- More parking between Galindo and BART
- Monument corridor - 2 comments
- The giant park near Monument and Oak Grove
- Abandoned buildings at Bo A
- Community gardens below the BART tracks

3. Are there additional land uses to consider?

- Parking for new housing
- Market rate/Senior/Affordable housing
- Cultural/Art/Civic uses
- Small business incubators

- Community gardens below the BART tracks
- Community Center -5 comments
- Imagination playground
- Open-air entertainment
- Convention center
- Green belt around downtown
- Recreation facilities

4. Other comments on presented alternatives?

- Remove GF retail on Willow Pass – project already approved without
- Designated affordable housing sites
- Prefer alternative B or C

Transportation boards – response to questions

1. Should 'road diets'* be implemented? Where?

- Yes – 8 comments
- No – 3 comments
- Along Willow Pass – 3 comments
- Bike lanes nice but not priority- don't restrict traffic flow

2. What are the major transportation/access issues you face when visiting Downtown?

- Roads too big – 2 comments
- Traffic too fast – 2 comments
- Not enough bike lanes – 3 comments
- Grant St.
- Galindo St. – 2 comments

- Not enough bike racks
- Pedestrians and cyclists feel excluded
- Ugly, boring buildings
- Need shuttle from BART to TSP, Park 'N' Shop, Hilton, Sun Valley
- None
- Connection BART to TSWP confusing – 2 comments

3. Where are locations/routes that are in need of wayfinding (directional signage)? What would this system consist of?

- Grant between TSP and BART – 2 comments
- Clayton Rd. – 4comments (2 related to Keller House signage)
- All/everywhere
- Iron Horse trail
- Galindo
- Monument Blvd. – 3 comments
- Wayfinding is wasteful – infrastructure should signal the way

4. What are the greatest parking challenges and opportunities in Downtown Concord?

- Park 'N' Shop – 4 comments
- Too much/enough parking already – 2 comments
- Unbundle parking
- Charge for parking
- Parking is hard to find

- Not enough parking at special events
- Need a parking management district

5. General comments on other boards

- Improve bike paths on Willow Pass
- No bikes on Clayton Rd.
- Real-time variable message board announcing events
- Not enough visitor parking on Laguna

Economics boards – response to questions

1. What housing choices would improve Downtown?

- Live-work lofts – 2 comments
- Higher density mixed income housing – 6 comments
- People-friendly amenities
- Small, affordable apartments (1000sq. ft.)
- Housing above retail
- Multi-family rental units
- Businesses should not be required to build residential above
- Relocate fire station to Salvio and E streets; make room for more retail

2. Why do you come to the Downtown currently? What would make you come more often?

- Restaurants – 6 comments
- Outdoor events – 5 comments
- Fry's/Park 'N' Shop – 2 comments
- Banking – 2 comments

- Business – 2 comments
- Coffee – 2 comments
- Hang-out, enjoy the community – 2 comments
- Retail – 2 comments
- County offices – 2 comments
- Walking – 1 comment
- More parking – 1 comment

3. What retail types and services do you use at the Park and Shop? What changes in retail or other changes do you think would improve the Park and Shop?

Reasons for coming

- Fry's – 2 comments
- Restaurants – 2 comments
- Ethnic shops – 2 comments
- Local workforce
- Small businesses

Desirable improvements

- More bike racks – 2 comments
- More outdoor seating
- Better access for vehicles
- Green Space



DOWNTOWN CONCORD SPECIFIC PLAN

6.3 DOWNTOWN STEERING COMMITTEE MEETINGS

MEETING MINUTES

Feedback from Downtown Steering Committee Meeting #2 –18 April 2013

1. Possible to convert vacant Swift Plaza properties to housing?
 - Unlikely – already have significant investments to upgrade office spaces
2. Need to be mindful of range of affordable housing offered
 - EPS to confirm range(s) currently available
3. Possible to put multi-story retail in Swift Plaza?
 - e.g. IKEA shops have multiple floors
 - Multi-story retail very challenging except for department-store type buildings in dense urban areas (e.g. Union Square)
4. Need to identify 'missing' housing types
 - For-sale condominiums
 - Live-work
 - Develop under-utilized properties with more intensive housing types
 - Need more residential to get more people downtown after business hours – cannot rely on visitors or BART patrons
- But developers will more likely be looking for large sites to maximize development potential and returns on investment
- Need better understanding of demographics of likely population
5. Will business and property tax base be included in study?
 - Yes, easy to calculate increased tax-base
 - Harder to calculate required City investments to facilitate development
6. Is BART doing any of their own planning?
 - Yes, but looking to this study for guidance
 - Way-finding project planned
 - Should keep up pressure on BART to do their own station upgrade
 - Don't offer to do things on BART property which we would like to see them do themselves
7. Housing versus jobs focus
 - BART station ; makes sense for jobs focus
 - Should me more mixed-use, not single use choices
 - Must include diversity of housing types
 - What can we do to attract more retail (=jobs too)
 - Retail brings in more income for the City
 - Retail should be coincident with business/ office strategy
- Develop more retail between TSP and BART to make the route more obvious and attractive
- Could come to Concord to shop by BART – no car needed
8. Denser fabric is necessary
 - Retail with housing above
 - Encourage a 'park once and walk' policy
 - Would like to see examples of higher density residential, especially with similar downtown location and demographics
 - Possible to intensify residential density on the first row of blocks to the east of BART? (along Oakland St.)
9. Bike lanes on Clayton and Concord Roads
 - These roads are too busy for bike lanes
 - Better to concentrate the through traffic here and improve Willow Pass for bikes and pedestrians
 - Willow Pass – one lane each way?
 - Add bike lanes on all the 'green ring' framework routes
 - Bike lanes below BART Tracks ; great idea
10. Think long-term
 - Funds limited now but we are planning 30 years ahead

11. Will this plan require zoning changes?
 - Unlikely – should be consistent with last years' development code update
12. Make sure proposals in this plan do not compete with the rest of Concord
 - Should be something unique to Concord
 - Include performing arts center?
 - Include convention center?

What will be the impact of additional residential on the school system?

- Should be OK – spare capacity now
13. Light rail possible?
 - BART to TSP to Park 'N' Shop
 - Better than shuttle?
 14. Emphasis should be on walking and biking
 - Which sectors of the community would be best served
 - Make sure get best value for investments
 15. Shuttles
 - Routes should avoid heavy traffic routes
 16. Evaluation criteria
 - Should include improved public health
 - Should include improved mobility

DOWNTOWN CONCORD SPECIFIC PLAN

FEEDBACK FROM DOWNTOWN STEERING COMMITTEE MEETING #3 – 3 JUNE 2013

Policies

- Promote restaurants and retail on Grant Street to encourage walking
- Connect entire City by making Downtown a destination
- Promote Downtown as entertainment/conference district
- Identify unique specialty/anchor for Downtown*
- Promote more employment in Downtown
- Disperse housing with entertainment and retail for more interaction
- Do what is best for Concord.
- Balance mix of housing types*
- Balance transportation modes
- Complete streetscape on Grant
- Create destination/focal point at BART
- Identify best purpose (bike, pedestrian, bus, auto) of each street
- Prioritize infrastructure repair and maintenance in Downtown.
- Promote healthy living/activity in Downtown.
- Integrate nature with plants/color
- Provide infrastructure in Downtown that lets it develop organically

- Reduce vehicle speeds to 25 mph for most streets
- Establish minimum lighting levels for pedestrian paths
- Promote Ellis Lake as a key amenity
- Establish tree selection and tree planting standards to create safer, well-maintained sidewalks.
- Promote “park once” concept for multi-destinations.
- Identify traffic volume threshold for pedestrian bridges.

Plans

- Link Todos Santos Plaza (TSP) to BART along Grant Street
- Designate square footage area east of Oakland Street for higher density.
- Designate “Pedestrian” streets like Grant Street.

Rules

- Wider sidewalks and attractive lights on Grant Street
- Light trees on Grant Street like TSP
- New buildings on Grant St. should incorporate Mission-style architecture
- Retail storefronts should provide carts to showcase their merchandise

Actions

- Public Works Dept. build arch over Grant Street at Clayton /Road
- Investigate feasibility of Downtown Conference facility/performance center
- Investigate incentives to attract more jobs
- Develop incentives for housing on upper stories with active street level uses.
- Analyze Grant St. as One-way in order to reduce lanes and widen sidewalks for outdoor dining.
- Repair tripping hazards in Downtown sidewalks
- Identify anchor restaurant*
- Research incentives to attract key business anchors
- Create marketing brochures to promote Downtown
- Identify & remove barriers on BART property as you head up Grant St. (buses, taxis, bike lockers, etc.)

Project Team

CITY OF CONCORD

Carol Johnson	Planning Manager
Jerry Bowles	GIS Manager
Joan Ryan	Senior Planner/Project Manager
John Montag	Economic Development & Housing Manager
Jon Crawford	Interim Manager/Current Engineering
Mario Camorongan	Capital Projects Manager
Michael Wright	Project Director
Ray Kuzbari	Transportation Manager
Shannon Griffin	Confidential Secretary
Victoria Walker	Director, Community and Economic Development
Russ Norris	Project Director
Florence Weiss	Downtown Manager

PERKINS + WILL

Prakash Pinto	Design Principal - Principal
Karen Alschuler	Global Discipline Leader - Principal
Dennis Dornan	Senior Project Manager
Laura Shifley	Urban Designer

BKF ENGINEERS, INC.

Dan Schaefer	Principal, Vice President
Eric Girod	Project Manager
Meghan Cronin	Project Engineer

DAVID L. POWERS & ASSOC

Jodi Starbird	Principal Project Manager/Environmental Planner
Amber Sharpe	Assistant Project Manager

EPS

James Musbach	Managing Principal
Rebecca Benassini	Vice Principal

FEHR & PEERS

Gerard Walters	Principal/Chief Technical Officer
Rob Rees	Principal
Kathrin Tellez	Associate

DOWNTOWN CONCORD SPECIFIC PLAN

IMPLEMENTATION STRATEGIES

DRAFT

3-Sep-13

IMPLEMENTATION ACTION	TERM			RESPONSIBLE DEPARTMENT	POTENTIAL PARTNERS	PROPOSED INDICATOR	APPLICABILITY	NOTES/COMMENTS
	SHORT 2015-2017	MEDIUM 2017-2022	LONG 2022-2040					
LAND USE PLAN (LU)								
LU-1 Adopt the Downtown Vision Plan, Implementation Strategy, and Regulating Code								
A. Incorporate the Downtown Plan into the General Plan Update/Housing Element Update	X			CED		App. by Oct. 2014	All	during Housing Element Update
B. Scope EIR to ensure the maximum coverage for important infill sites, ensuring that infill projects that come forward can tier off of the EIR with minimum environmental analysis	X			CED		App. by Oct. 2014	All	
C. Prepare and Adopt/Certify CEQA document for the Vision Plan, Regulating Code, and Implementation Strategy	X			CED		App. by Oct. 2014	All	as part of SP project
D. Amend Development Code & other City Ordinances, as necessary to insure consistency with the Regulating Code.	X			CED		App. by Oct. 2014	All	
LU-2 Examine Height and incentive bonuses								
A. Define areas where additional height would be beneficial	X			CED		Oct. 2014	Land Use	beyond current DP zoning
B. Develop code sections to recognize certain thresholds; up to 5 stories, 12 stories, over 12 stories		X		CED		X% by 2020	Land Use	
C. Provide FAR/Density bonuses for desirable amenities provided (open space, day care facilities, employment uses, 3-bedroom units, etc) (See Emeryville, San Diego, and Portland programs)	X			CED			Land Use	
LU-3 Urban Design and Development								
A. Focus initially on vacant and underutilized parcels within transit overlay	X			CED		Oct. 2014	Land Use	1/2 mile of BART
B. Provide a greater diversity of housing types including market rate and affordable apts., condos, townhomes.		X		CED			Residential	
C. Define a new district around Pacheco, Adobe and Clay's Alley (restaurants, artisanal local retailers).		X	X	CED			Land Use	
D. Develop Grant St. as Vital Commercial link from TSP through to BART through use of developer incentives	X	X		CED			Land Use	
E. Monitor affordability within project area to retain 50% affordability (at low income) through 2022	X	X		CED		2022	Residential	
F. Maintain City's affordable units currently under Regulatory Agreement within project area at 90% current to 2022	X	X		CED		2022	Residential	
G. Develop Anti-Displacement strategies for inclusion in Housing Element	X	X		CED		Oct. 2014	Residential	
H. Monitor conditions of affordable units within City's inventory	X	X		CED				
I. Study Redevelopment of Park and Shop area			X	CED				
ECONOMIC VITALITY (ED)								
ED-1 Engage Community Strategically for Downtown Redevelopment/Development								
A. Create, distribute, and market the Downtown Concord Vision Poster and Outreach Campaign	X			CED		Oct. 2015	Retail	for Todos Santos District
B. Develop Branding Program for Todos Santos District	X			CED		Oct. 2015	Retail	
C. Develop a Marketing Plan to: Engage business owners; market properties; and provide info. on Dev. Incentives	X			CED		Oct. 2015	Retail	
D. Engage Property Owners to gain an Understanding of City's goal of branding of Todos Santos District	X			CED		Oct. 2015	Retail	
E. Re-Examine Creation of and Market Support for Property-Based Improvement District	X			CED		Oct. 2015	Retail	
F. Prepare Long-term Property Management Plan for submittal to the State for City's prior Redevelopment sites	X			CED	St. Dept. of Finance	Mar. 2014	Retail	
G. Identify target businesses to attract to the Downtown Specific Plan Area	X			CED		4 new bus./yr	Retail	
H. Seek Grants and Other funding sources for improvements/activities	X			CED	ABAG/MTC		Retail	
I. Develop Plan to Retain and Support existing businesses/offices within Downtown	X			CED		Continuous	Retail	
ED-2 Support Development/Redevelopment of Downtown Properties								
A. Re-Initiate façade improvement program with City sponsoring design, development and expedited permitting	X			CED	TSBA/Chamber	Oct. 2015	Retail	Fund Previous Program
B. Prepare Design Guidelines handout for Developers (excerpt from SP)	X			CED			Land Use	
C. Encourage and facilitate shared parking program in DP zoned area and south to BART		X	X	CED			Retail	
D. Examine Timed Parking for on-street parking in DP zoned Area to encourage parking turnover		X		CED	TSBA/Chamber			

IMPLEMENTATION ACTION		TERM			RESPONSIBLE DEPARTMENT	POTENTIAL PARTNERS	PROPOSED INDICATOR	APPLICABILITY	NOTES/COMMENTS
		SHORT 2015-2017	MEDIUM 2017-2022	LONG 2022-2040					
E.	Establish Design Parameters for Successful/flexible retail (guidelines) for mixed use projects		X		CED		Oct. 2015	Retail	
F.	Re-examine Development Code for retail requirements within mixed use projects.	X			CED		Oct. 2015		inclusion in Dev. Code Amendment
G.	Re-Examine and Coordinate Procedures and Fees for In-lieu Parking Fee Program.	X			CED				Re-examine fee
ED-3	Initiate Catalyst Development Projects/Leverage Public Land								
A.	Use City opportunity sites as catalyst development sites to incentivize developers w/ First-In Incentive Package	X			CED			Land Use	
B.	Encourage a Mixed Use Development on the City's Oak Street 5-acre site	X			CED	BART		Land Use	
C.	Launch Design Competition for Mixed Use Development on the City's Galindo Street 3-acre site	X			CED	BART		Land Use	
D.	Initiate planning and design of Mixed Use Development on the City's Galindo Street 3-acre site		X		CED			Land Use	
E.	Explore write down of land costs for showcase projects as an incentive to developers	X			CED			Land Use	
F.	Promote fee reduction or fixed impact fees for two key sites to incentivize developers at catalyst sites	X			CED			ALL	
ED-4	Encourage and facilitate development of other infill sites in Todos Santos District								
A.	Encourage development of Grant Street sites	X	X		CED	BART			
B.	Encourage development of key opportunity sites in Transit Overlay of Todos Santos District	X	X		CED	BART		Land Use	
C.	Develop Inventory and tracking of retail businesses; Definition and tracking of Successful Performing Retail	X	X		CED			Retail	
D.	Coordinate with BART on property adjacent to City-owned parcels to create complimentary disposition processes	X			CED	BART			
ED-5	Develop Plan for Marketing Strategic Sites to Developers								
A.	Host Second Developer Panel on Implementation and Marketing of Sites	X			CED			Land Use	
B.	Effective targeting and reaching out to desirable developers with successful regional track record	X	X		CED			Land Use	
C.	Clearly articulate entitlement streamlining achieved through Specific Plan in marketing approach to developers	X			CED			Land Use	
ED-6	Program Quick Wins as Possible for Downtown								
A.	Prepare Request for Proposals to Engage Mural Artwork on utility structures	X			CED				
B.	Host Chalk Art Contest in coordination with Music and Market or Downtown Events	X			CED			Land Use	
C.	Prepare Process and Procedures for Parklet Design Development similar to Sidewalk Café Permit	X			CED	TSBA/Chamber		Land Use	
D.	Coordinate/Facilitate Monthly Vendor Event along Grant St. betw. WPR and BART	X			CED	TSBA/Chamber		Land Use	
TRANSPORTATION (T)									
T-1	Optimize Circulation for Residents and Employees								
A.	Establish Free Downtown Circulator Shuttle to address first mile/last mile concerns with expanded use of BART.					County Connection			
B.	Use Public Land to Create Interesting pedestrian places, e.g., public seating, "pop up" retail/event space, etc.	X	X		CED	CCCTA	8 routes or trips per day to start	TRANSIT	temporary installations
C.	Program streetscape furnishing improvements on key corridors								
D.	Provide Downtown Concord bike share program								
T-2	Develop alternative metrics for evaluating transportation system								
A.	Corridor travel time as opposed to isolated intersection operations	X	X		PWD	County Connection	VMT reductions, reduced travel times	TRAFFIC, TRANSIT, PARKING	
B.	Establish modal priorities for various streets in the SPA					CCTA			
T-3	Improve Parking Strategies								
A.	Expand reduced parking requirements to residential units within ½ mile of BART	X							
B.	Evaluate more flexible parking standards – for example, City of Emeryville has a range of required parking (from 33% less than expected demand to 10% more than predicated demand for commercial uses to provide flexibility to developers).	X	X					RESIDENTIAL, RETAIL, COMMERCIAL, PARKING	
C.	Give developers more flexibility on parking provisions	X							
D.	Work with Zipcar or other car sharing entity to locate cars within the downtown area.	X	X		CED	BART	VMT reductions, x# parking spaces provided below baseline		
E.	Require parking be unbundled from rent or sales price in residential developments	X							
F.	Charge market rate for public parking in the downtown area, Implement companion parking technologies (pay by cell phone, etc.) and parking informational brochure, website, and wayfinding signs		X						

IMPLEMENTATION ACTION	TERM			RESPONSIBLE DEPARTMENT	POTENTIAL PARTNERS	PROPOSED INDICATOR	APPLICABILITY	NOTES/COMMENTS
	SHORT 2015-2017	MEDIUM 2017-2022	LONG 2022-2040					
G. Return the parking revenue to the area by establishing Parking District; could be used to fund free shuttle and Improve pedestrian and cycling conditions including signage and wayfinding		X						
H. Develop an 'unbundled' parking strategy	X							
T-4 Optimize Coordination with BART								
A. Engage BART to streamline development and expedite approval processes	X	X	X	CED, PWD	BART	BART land fully developed by 20xx	RESIDENTIAL, COMMERCIAL, RETAIL	
B. City could convene and facilitate process?					TSBA, Prop. Own			
C. Develop interim parking strategy and optimizing parking lots								
D. Explore potential for BART corridor overlay zoning		X		CED, PWD	BART		TRAFFIC, TRANSIT, PARKING	subset of Transit Overlay?
E. Coordinate with BART on way-finding program	X			CED	BART			connecting to Grant St.
F. Coordinate with BART on Concord Station Improvements	X				BART			
G. Prepare focused transportation studies on site access/circulation	X	X						as determined necessary
INFRASTRUCTURE (I)								
I-1 Program Grant Street Improvements								
A. Design Streetscape, Landscape and Lighting Improvements from BART to Todos Santos; Define Cost Estimate	X	X	X	CED				
B. Coordinate with BART on way-finding program	X			CED				
C. Consider Public Art at Key Locations	X	X		CED				
I-2 Program Pedestrian and Bicycle Plan Improvements								
A. Design Green Framework path within Downtown Specific Plan	X			CED, PARKS				
B. Coordinate with Construction of OBAG Last Mile and Detroit Avenue projects	X			CED, PWD	CCTA			
C. Coordinate with BART on potential for connection of North Concord BART trail with trail west of Concord BART	X			CED, PWD	BART			
D. Install Fence and Entry Arches along south side of Todos Santos Plaza	X			CED, PWD				
E. Program for On-street Pedestrian and Bicycle facility improvements and incorporate with Bicycle Master Plan	X	X		CED, PWD				
F. Enhance Streetscape on Key streets linking Major Destinations				CED, PWD				Salvio, Grant, Willow Pass
G. Create enhanced pedestrian crossings at key locations: Concord Ave., Galindo St., Willow Pass Road		X		CED, PWD				
DESIGN GUIDELINES (F)								
A. Hold Study Session with DRB to explore Early California theme	X			CED	DRB	Oct. 2013		
B. Prepare Design Guidelines handout for Developers (excerpt from SP)	X			CED		Oct. 2014		
FUNDING PROGRAMS (F)								
F-1 Investigate Funding Sources and Availability								
A. Evaluate Tax Increment Financing (TIF) districts and Urban Transportation Districts (UTDs) that can provide financing for facilities, roads, and transportation enhancements within the project area	X	X	X	CED, PWD		x\$\$ invested by 2020, y\$\$ by 2030	INFRASTRUCTURE	
B. Study Potential for Transfer of development rights		X	X	CED		x# Deals brokered	ALL	
C. Investigate feasibility of a Benefit Assessment District or other funding mechanisms								
D. Establish Property-based Improvement District (PBID)	X	X		CED	TSBA			
E. Explore private/public partnerships for neighborhood revitalization projects	X			CED				
F. Apply for PDA Implementation grants, as available	X			CED	ABAG/MTC			
G. Program necessary infrastructure projects for Downtown Specific Plan in CIP	X			CED, PWD				

CED = COMMUNITY & ECONOMIC DEVELOPMENT
PWD = PUBLIC WORKS DEPARTMENT