

CONCORD 2030 GENERAL PLAN

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Volume I: Plan Policies

CONCORD 2030 GENERAL PLAN



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INTRODUCTION

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

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

1.1 PURPOSE OF THE GENERAL PLAN

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

More specifically, the Concord 2030 General Plan:

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



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



Why the Plan is Being Updated



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

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

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



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

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

Thus, this General Plan has been prepared to:

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

Plan Preparation Process

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

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



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



The Concord Naval Weapons Station and the 2030 General Plan

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

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

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

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

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

1.2 REGIONAL LOCATION AND PLANNING BOUNDARIES

Regional Location

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

Planning Boundaries

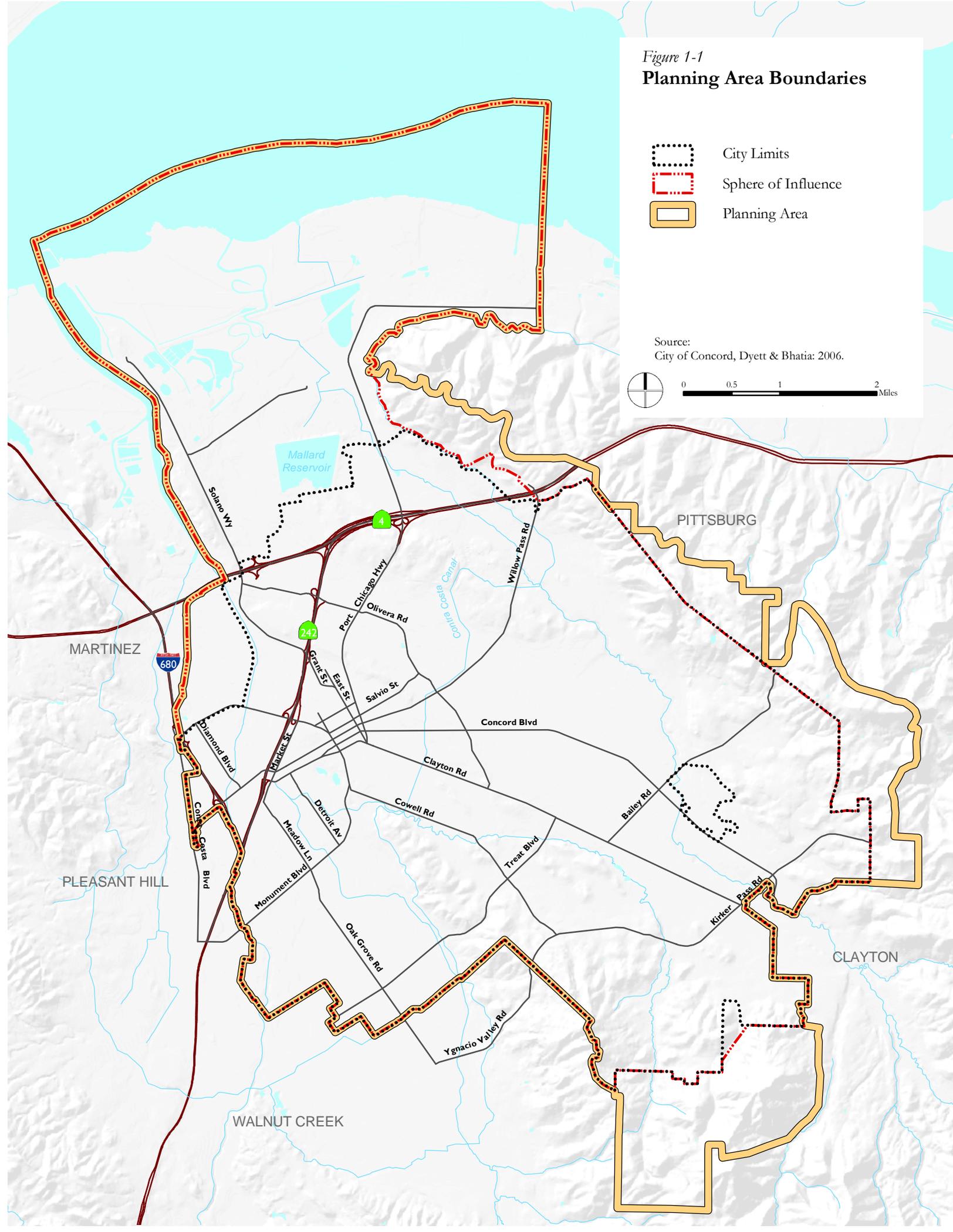
The City of Concord encompasses approximately 19,840 acres, or 31 square miles of land area. The City limits extend to Mallard Reservoir in the north and beyond Ygnacio Valley Road in the south. Interstate 680 and the City of Walnut Creek bound the City to the west, and the eastern boundary is defined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

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

Figure 1-1
Planning Area Boundaries

-  City Limits
-  Sphere of Influence
-  Planning Area

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



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

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

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

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

Planning in Context: A Brief History of Concord

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

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



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





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

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



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

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

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

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

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

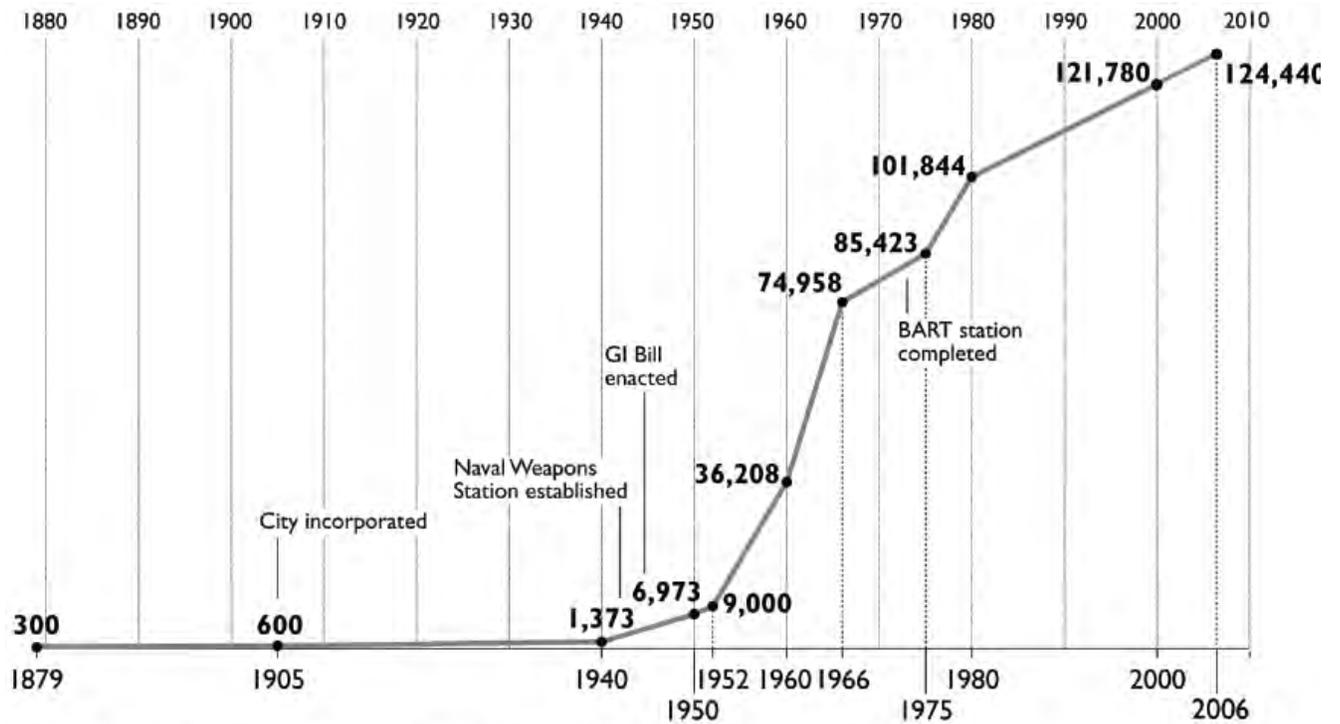
The exponential rate of population growth during this time in comparison to earlier population growth is illustrated in Figure 1-3. Retailers, industries, and business parks followed the surge of new residents. The first shopping malls in Concord were constructed in the 1950s, followed by the first major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

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

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



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



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

1.3 GENERAL PLAN REQUIREMENTS

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

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

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

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

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

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

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

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

1.4 GENERAL PLAN THEMES AND KEY INITIATIVES

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

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



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

1.5 DEVELOPMENT UNDER THE GENERAL PLAN

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

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

Residential Development

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

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

Buildout Population

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

Buildout Employment

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

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

Jobs/Employed Resident Balance

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

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

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

Table 1-2: Households, Population, and Jobs at Buildout¹

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

¹ All numbers rounded to the nearest ten. Figures exclude unincorporated area.

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

³ Assumes a 5% vacancy rate for new housing units

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

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

Table 1-3: Jobs per Employed Resident Ratios¹

	Existing (2006)	Buildout
Jobs	60,890	111,910
Employed Residents ²	65,970	91,305
Ratio	0.92	1.23

¹ All numbers rounded to the nearest ten

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

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

1.6 PLAN ORGANIZATION

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

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

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

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

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

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

Policy Structure

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

Goals, principles, and policies are defined below:

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

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

Policy Numbering System

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

GOAL LU-1

Principle 1.1

Policy 1.1.1

1.7 ADMINISTRATION OF THE GENERAL PLAN

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

Amendments to the General Plan

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

Annual Report

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

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

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

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

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

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2 ECONOMIC VITALITY

Concord is committed to maintaining a vibrant and healthy economy, providing land for planned development, ensuring the fiscal and financial health of the City, and working with the private sector to ensure an adequate supply of skilled workers and capital needed to attract and maintain business. The goals, principles, and policies in this Element support business growth and development, which will result in increased employment, expansion of office and research and development uses, and a growing mix of retail shopping opportunities. Business attraction and retention programs will reflect the importance of Concord as a regional office and shopping destination, and as a center of innovative businesses that require highly skilled labor. In sum, the Element is intended to:

- Enhance linkages between economic development, land use and zoning;
- Provide further support for Downtown development and retail businesses;
- Affirm existing programs that have a bearing for economic development; and
- Capitalize on the unique economic development opportunities presented by the Concord Reuse Project site.

2.1 CONCORD'S ECONOMIC BASE

The Beginnings

Concord's economic growth was initially spurred by the post-World War II population growth, as schools and retail centers were built to serve the growing population. Following the start of BART service in 1973, Concord and other central Contra Costa County communities experienced substantial development of commercial, office, and industrial park space. Spurred by the formation of the redevelopment area in 1974, downtown Concord's skyline also changed, with completion of The Bank of America Technology Center, Salvio Pacheco Square, One Concord Center, and other



projects. The City's central location, excellent transportation access, an educated and skilled labor force, an attractive and affordable residential community, educational and training resources, Buchanan Field Airport and other regional assets have all helped stimulate business development and economic growth in Concord.

Today, Concord has a strong economic base, including:

- 4.3 million square feet of Class A office space;
- 5.8 million square feet of industrial space;
- 70,000 square feet of space for research and development (R&D) uses;
- More than 900 hotel/motel rooms; and
- 48,000 square feet of exhibit space for meeting and convention activities.



Concord has been a good location for business, and the City has benefited from business growth. Citywide population expansion has helped fuel the growth of businesses, including retail and commercial service uses. By affirming this positive relationship in the General Plan through sound economic and physical planning and supporting infrastructure and services, the City will strengthen its ability to serve future residents and businesses.

Job Growth Since 1980 and 2005 Employment

The number of jobs in Concord increased in the 1980s and 1990s with completion of major office buildings and industrial parks, and the City has continued to capture a significant share of countywide employment increases. According to the Association of Bay Area Governments (ABAG), Concord businesses employed approximately 33,912 people in 1980 (16.8 percent of Countywide employment), and the 2005 employment is estimated to be 66,560 (17.8 percent of countywide employment) – nearly doubling the job base.

Between 1980 and 1990 the City was able to increase its capture of County employment growth to 20 percent of the total, but over the 1990 to 2005 period, the City's "capture rate" declined to 12.8 percent. This was due in part to the growth in retail and service employment elsewhere in the County.

The growth in employment by industry group between 2000 and 2005, shown in Table 2-1, reflects marginally greater strength in the City's capture rate for retail trade and financial and professional services. The overall decline in jobs since 2000 reflects slower

economic growth in the Bay Area and lingering effects of the past “dot-com” bubble.

Table 2-1: Number of Employees in Concord by Industry Group, 2000 and 2005

Industry	Concord ¹		Contra Costa County		City's Share of County	
	2000	2005	2000	2005	2000	2005
Retail Trade	8,720	8,050	46,720	42,910	18.7%	18.8%
Financial & Professional Services	18,050	19,600	89,510	96,510	20.2%	20.3%
Health, Education, & Recreation Services	18,150	19,360	115,930	123,240	15.7%	15.7%
Manufacturing and Wholesale Trade	10,650	8,990	56,110	47,680	19.0%	18.9%
Other ²	10,610	10,560	63,040	62,660	16.8%	16.9%
Total	66,180	66,560	371,310	373,000	17.8%³	17.8%³

1 Includes City and unincorporated sphere of influence/ Concord Planning Area

2 Includes Agriculture & Mining

3 Totals represent the percent share for all total industries for 2000 and 2005, the columns are not intended to be summarized to equal 100 percent.

Source: ABAG Projections 2005

Future Employment

Employment growth in Concord will allow the City's economic base to expand in tandem with its population. Growth accommodated under this General Plan will consist of an employment mix that continues growth in the Central Area, the Monument and Clayton Road corridors, North Concord, and the Concord Reuse Project Area. This growth is expected to accommodate regional businesses and local-serving jobs (in retail, services, and other economic sectors) in existing and planned shopping areas, offices, industrial parks, and mixed use areas. Over 50,000 jobs are projected to be added at buildout, an 84 percent increase over 2006.

Concord is expected to have 167,360 residents at buildout under the General Plan. The City's population growth will help fuel expected employment growth by creating demand for local serving jobs such as those in the retail and service sectors. Employment growth will also be stimulated by growth in the regional economy. This latter growth will occur because of Concord's ability to capture a share of regional growth. This is influenced by the degree to which

Concord’s assets, including its central location, good transportation, affordable housing, and skilled labor force, attract business. These twin demands also will spur the growth of other service jobs (business, professional, medical, etc.) and public-sector uses. Diversity in employment will expand job opportunities for local residents and help to further stabilize the local economy.

Future Non-residential Land Needs

The land use program of the Concord 2030 Urban Area General Plan reflects Concord’s historic economic evolution. It adjusts the City’s historic economic mix to take into account the types of new jobs the region as a whole attracts, and the type of jobs that gravitate to Concord based on Concord’s capture of regional economic growth. It provides for space to accommodate the kinds of employment economically suited to Concord. During the time horizon of the General Plan—assuming continuing strong regional growth—it is reasonable to expect strong absorption of non-residential development.

Even before the Reuse Project Area was added to the city’s developable land supply, the General Plan allowed for significant commercial growth in Concord. When the General Plan was adopted in 2007, its Land Use Plan (referred to as the “General Plan Diagram”) accommodated the following quantities of additional development:

- Office space, up to 6.1 million square feet;
- Retail space, up to 4.5 million square feet;
- Industrial and “flex” space, up to 2.2 million square feet; and
- Wholesale and distribution space, up to 300,000 square feet.

These increases in built space for employment uses would take place both on lands not currently in urban use as well as on lands previously developed. In the latter case, the existing level of urban activity could be increased through reuse or mixed use development at higher intensities than existing uses.

The addition of the Concord Reuse Project site to the City’s land supply substantially increases its capacity for employment growth. The CRP Area is estimated to have the potential for 6.1 million square feet of non-residential floor space, including a mix of office, retail, and office-flex space. The precise of mix of each of these activities is unknown at the time of Area Plan adoption, and will be determined by market demand and future planning activities. Additional square footage could be associated with institutional and



public uses. The CRP Area sites are large and potentially less constrained by adjacent land uses than those in the existing urbanized area of Concord. This supplemental land supply will create unprecedented economic opportunities for the city and could help diversify the employment base in the future.

2.2 CITY'S ROLE IN ECONOMIC DEVELOPMENT

The City of Concord has an important role in encouraging economic development and providing support for businesses. For example, by “streamlining” its design review, permitting, and licensing processes, the City makes the approval process less complicated, costly, and time-consuming for businesses. In addition, through its General Plan, the City determines the amount of space available for new business growth and sets guidelines for land use and development intensity. The City is also responsible for maintaining streets and other infrastructure, and overseeing workforce housing programs and housing development incentives. City actions in these areas can help to create an environment that is attractive for business investment.

One of the most important contributions Concord will make to ensure future economic development is simply to allocate land for employment development, as described in greater detail in the chapter on land use. Beyond that basic commitment, the City’s support for economic development can take a variety of forms, which are described generally in the following section on Goals, Principles, and Policies. The General Plan also includes measures to address potential future growth constraints, and emphasizes and reinforces features of the Concord setting that contribute to the City’s image, preserving the characteristics that make Concord a desirable business location.

Economic Vitality Strategy

The City of Concord’s Economic Vitality Strategy is a tool for guiding policy considerations that will inform Concord’s future growth. The ability of the City to grow, develop, and provide goods and services to its residents depends, in large measure, on the strength of the local economy. Economic development programs support business growth and development, which will result in increased employment, expansion of office and research and development uses, and a growing mix of retail shopping and dining opportunities. Economic development programs are focused in the areas of business retention, expansion, and attraction. The purpose



of the City's Economic Vitality Strategy is to continue the City's proactive role in attracting and retaining businesses, reflecting the importance of Concord as a regional office center and shopping destination, and as an emerging center for technology enterprise.

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

Concord's Economic Vitality program has produced both new development and employment growth. The program has also received public recognition for the following accomplishments:

- The facilitation of job development (2,612 new jobs in Concord between 1999-2005) through business expansion, attraction, and retention. Examples include BEI Systron Donner, Cerus Corporation, Seatel Inc., Biznet, El Tegra, Old Navy, IT Corporation, Fry's Electronics, Mimi's, and BMW.
- Redevelopment efforts, such as Bank of America Technology Center, One Concord Center, Legacy Apartments, two downtown parking structures, Fry's Electronics and Home Depot, Brenden Theatre in Downtown Concord, and Downtown and BART streetscape improvement projects.
- Received recognition and a first place award by the Contra Costa Economic Partnership for having the best permit center in Contra Costa County.



Redevelopment Strategy

Effective February 1, 2012, all 400 redevelopment agencies in the State of California were dissolved by order of the California Supreme Court. The City of Concord has been named the Successor Agency for the purpose of managing the former Concord Redevelopment Agency's non-housing assets and obligations. An oversight board has been formed to address the fiduciary responsibilities of the former Agency and the transfer of its assets and responsibilities.

Prior to its dissolution, the Concord Redevelopment Agency had produced plans that aimed to achieve strategic urban development goals. The guiding strategies of the Concord Redevelopment Plan focused on strengthening the City by using the City's redevelopment powers to redevelop underutilized uses at highly visible and strategic locations, attracting and retaining businesses, and supporting Concord's strong retail base. The City is presently

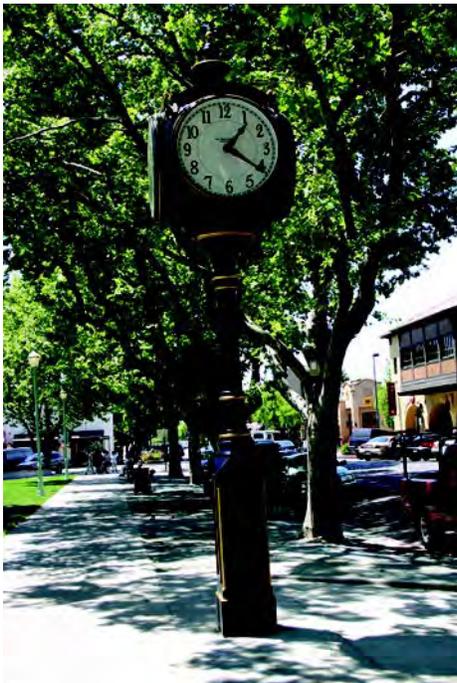


evaluating ways to achieve these objectives without the tools previously available to its Redevelopment Agency.

The City of Concord's Redevelopment Areas include Central Concord, portions of Monument Boulevard and Willow Pass Road Corridor, portions of North Concord, and the Concord Reuse Project Area, comprised of the former Concord Naval Weapons Station Inland Area and the North Concord-Martinez BART station property. The Monument Boulevard, Willow Pass Road, and North Concord areas were added to the Redevelopment Plan in October 2006, as illustrated in Figure 2-1. The Concord Reuse Project was added in 2011. The overall objective in the entire redevelopment area was to alleviate blight and improve adverse conditions and to implement the principals and policies of the City's General Plan. Although the Agency has been dissolved, this remains a valid objective and will continue to guide public policy in these areas.



In the past, redevelopment in Central Concord was guided by the Concord Redevelopment Strategy and Implementation Action Plan (Strategic Plan). This Strategy set forth a vision, with goals and objectives for downtown development. The implementation component of the Plan provided a strategic guide for realizing these approaches, identifying catalyst projects, specifications, and timing for carrying out the strategy recommendations. Without the benefit of a Redevelopment Agency, the City will need to explore new funding sources for implementation in the coming years.



Past Redevelopment Plans recognized Concord's opportunity to be a "premier community to live, work, and do business." The Strategic Plan stated that Concord could provide a setting for "in-town living and state-of-the-art business enterprise as well as services and activities for residents of all ages." The Plan included a specific vision for different districts within the Redevelopment area based on the unique physical characteristics and special assets of each area.

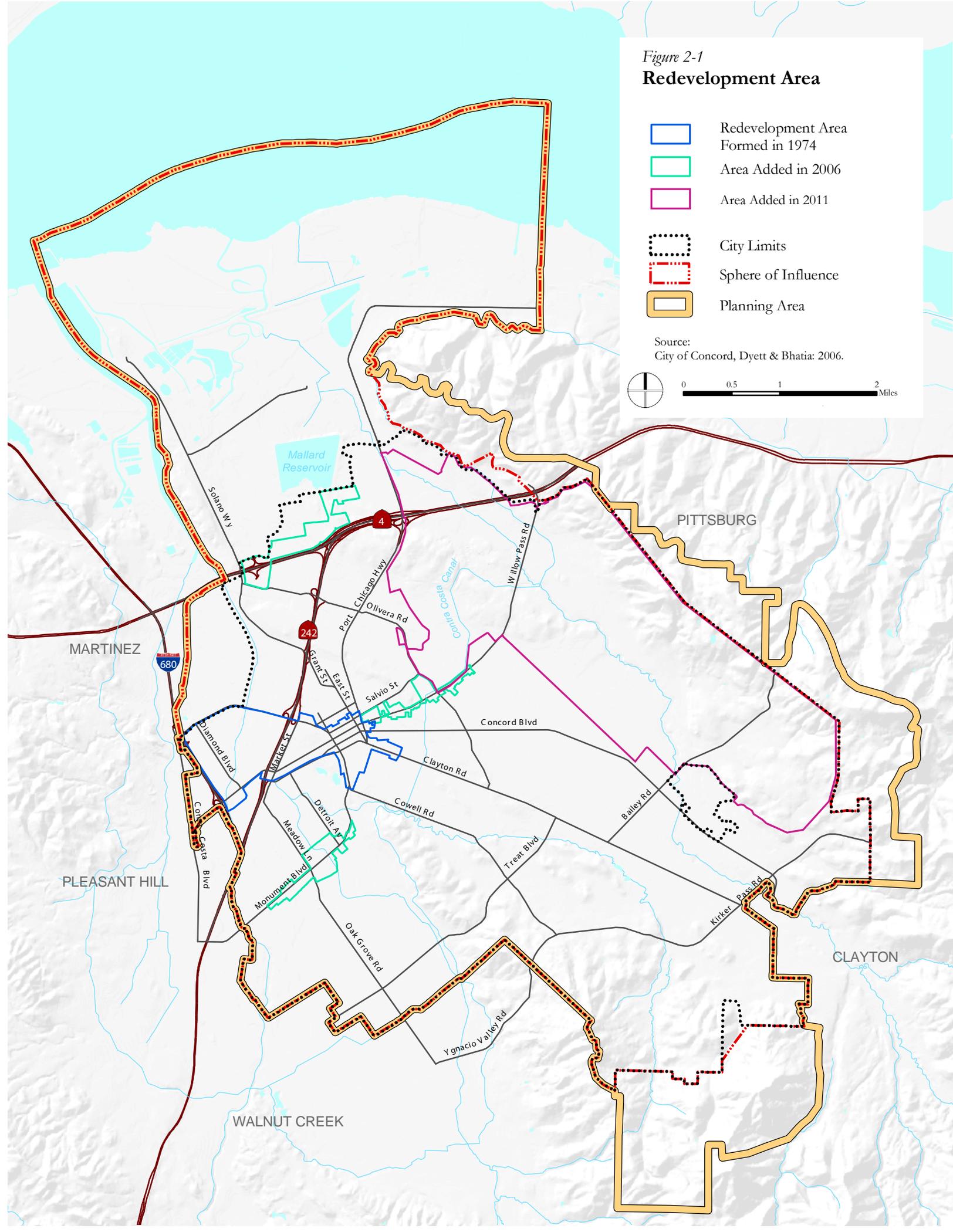
The Goals, Principles, and Policies that follow build on these early initiatives, providing an overall coordinating framework for the General Plan for future implementation actions.

Figure 2-1

Redevelopment Area

-  Redevelopment Area Formed in 1974
-  Area Added in 2006
-  Area Added in 2011
-  City Limits
-  Sphere of Influence
-  Planning Area

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





2.3 KEY INITIATIVES

Six key initiatives underlie the goals, principles, and policies of this element.



- Promote Concord’s commitment to maintaining a vibrant and growing economy, providing land and infrastructure for planned development and services for residents and business, and ensuring the financial health of the City through sound fiscal management.
- Integrate economic development into land use and transportation planning. Sites for new employment centers are proposed in the General Plan Diagram; the Plan also envisions more mixed use development in Central Concord and around the City’s two BART stations. The City will continue to seek out businesses in growth industries, streamline permit processes, and expedite permit decisions in support of a “business-friendly” climate.
- Improve the quality and mix of uses in Downtown. By encouraging Downtown business growth, development, and investment, Concord can pursue a vision of in-town living in a pedestrian oriented environment and continue to support Downtown as the social, cultural, and entertainment center of the community.
- Eliminate adverse physical and economic conditions throughout the City. Adverse physical and economic conditions have prevented the proper utilization of buildings and land. These conditions include deficient or deteriorated buildings, poor access, lots or buildings of inadequate size or substandard design, incompatible uses, and properties containing hazardous wastes.
- Foster investment in the retail sector by providing appropriately located areas for a broad range of retail businesses, ranging from neighborhood convenience stores on small sites to larger sites for comparison shopping and value-oriented retailing. By emphasizing pedestrian amenities and mixed use, the City can make the retail experience more lively than in the past. A vibrant retail sector will confer a strong sense of place and also strengthen Concord’s community image.
- Develop the Concord Reuse Project as a sustainable, transit-oriented community. This community should include new workplaces, shopping areas, services, visitor facilities, a diverse housing mix that enables affordability, and other activities



which create economic benefits and complement established employment areas elsewhere in the city.

The Goals, Principles, and Policies that follow build on these initiatives, providing an overall coordinating framework for the General Plan for future implementation actions.

2.4 GOALS, PRINCIPLES, AND POLICIES

GOAL E-1: A FISCALLY HEALTHY CITY



Principle E-1.1: Make Concord an Ideal, Fiscally Stable Place to Live and Work.

Policy E.1.1.1: Ensure that Concord has adequate fiscal resources to secure the highest quality environment for its residents and businesses.

The City's current practice of providing long range planning, budgeting and performance accountability enables Concord to manage its resources efficiently and provide cost-effective service. Development under this General Plan will provide additional tax revenues to support governmental operations and investments in infrastructure and community facilities and services.



GOAL E-2: A STRONG REGIONAL CENTER



Principle E-2.1: Establish Concord as the Major Regional Business and Employment Center of Contra Costa County.

Policy E-2.1.1: Establish land use priorities that foster entrepreneurship, growth, and innovative business development.

This will be done by promoting commercial development and establishing clear expectations for a streamlined development review process with minimal discretionary review.

Policy E-2.1.2: Retain and attract business and facilitate businesses' efforts to develop and expand.



Policy E-2.1.3: Strengthen the business climate to ensure the growth, development, and prosperity of Concord’s business community.

Through implementation of the Economic Vitality Strategy, adoption of the Development Code, streamlined review procedures, and expedited permit decisions, Concord will continue to foster a “business-friendly” climate.



Policy E-2.1.4: Continue to improve the streamlined permit processes and expedited permit decisions.

Policy E-2.1.5: Attract businesses in growth industries that require highly skilled labor.

Policy E-2.1.6: Partner with the private sector to create and sustain markets that foster economic growth.



Policy E-2.1.7: Support the creation of job and contracting opportunities for Concord residents and businesses through the establishment of local hire preference, apprenticeships, internships, and other programs which support local hiring, training, and skill enhancement. Within the Concord Reuse Project Area, a good faith goal of 40% of project labor—first from Concord, and then from Contra Costa County—will be set on a project by project basis for public and private construction.

Certified training and apprenticeship programs with proven performance can create stable employment opportunities and create jobs for returning veterans and others in the community. The Concord Reuse Project will create thousands of jobs in the construction sector for an extended period of years, creating unique opportunities for apprenticeships in the building trades.

Policy E-2.1.8: Support the regional role of the John Muir Health, Concord Campus for attracting medical related business employment for Concord.



Policy E-2.1.9: Recognize Buchanan Field Airport and Concord’s port facilities as regional economic assets.

The Buchanan Field Airport is a county-owned facility that contributes to the local economy. Similarly, the Concord Naval Weapons Station-Tidal Area (Port Chicago) is designated as a “Port Priority Use” area in the San Francisco Seaport Plan, and non port-related uses generally would not be allowed in order to protect this asset.



Policy E-2.1.10: Continue to maintain Concord’s infrastructure to support economic development including high quality streets, transportation improvement, and landscape medians.

GOAL E-3: A VIBRANT CITY CENTER

Principle E-3.1: Ensure that Downtown is a Vibrant City Center.



Policy E-3.1.1: Continue to promote the Downtown as the primary social, cultural, and entertainment center of the community.

Concord’s historic Downtown plays a vital role in the City’s economy, and provides a niche setting for restaurants, specialty shops, small businesses, theaters, and entertainment venues. The City will sustain this unique role for Downtown as commercial centers are developed in other parts of Concord. Downtown development should capitalize on the area’s historic architecture, public spaces, and established role as a pedestrian shopping district. To the extent possible, other shopping districts in the City should complement Downtown in their mix of uses and activities.

Policy E-3.1.2: Promote and support an urban, pedestrian-oriented environment that builds upon the proximity of Todos Santos Plaza, and high density residential and street-facing retail uses.



Policy E-3.1.3: Continue to improve the quality and mix of uses in Downtown to ensure patron, visitor, and resident satisfaction.

Policy E-3.1.4: Encourage Downtown business growth, development, and investment.

New Development Code standards will foster active ground-floor frontages with pedestrian amenities such as transparent storefronts and ground-level entries.



Policy E-3.1.5: Promote transit-oriented Downtown development and activities that take advantage of nearby transit services, such as BART, bus services, and Buchanan Field Airport.

Policy E-3.1.6: Ensure an attractive, pleasant, safe, clean, and accessible Downtown.

New Development Code standards for Downtown coupled with continued investments in streetscape improvements will help support Downtown development.

Community-oriented policing will help implement this policy.

Policy E-3.1.7: Provide relocation assistance to businesses and residences facing displacement due to City actions.



Policy E-3.1.8: Work with new development to minimize temporary construction impacts so that patronage of nearby existing businesses is not negatively impacted.

The City recognizes that new development construction can have unanticipated negative impacts on nearby existing businesses, such as a temporary reduction in available parking or reduced retail visibility. The City will work with all vested interests to ensure Downtown retail “business as usual” conditions are maintained during construction periods.

Policy E 3.1.9: Promote the vision for Downtown by actively engaging land owners, developers, and the Chamber of Commerce in discussions regarding opportunities for change and revitalization, and the relationship of Downtown to other Concord business districts.

GOAL E-4: RETAIL STRENGTH

Principle E-4.1: Maintain Retail Vitality.

Policy E-4.1.1: Attract catalyst retail businesses that stimulate economic development and raise the standard of retail enterprise.

The City's Economic Development Strategy has incentives in place to implement this policy.

Policy E-4.1.2: Partner with the business community to strengthen the City's retail economy by facilitating revitalization of the City's shopping areas and developing new shopping areas, consistent with the General Plan Diagram.

Policy E-4.1.3: Promote business-to-business transactions.

One of the most efficient economic development tools is to build on the City's existing businesses and promote "going wholesale" with business-to-business relationships.

Policy E-4.1.4: Encourage a mix of retail that draws local customers as well as patrons from the greater Bay Area.

Specialized businesses can attract customers who would not normally shop in Concord. Diversity in the City's retail base also will help fuel growth and maintain the City's position as a regional center.



GOAL E-5: A REVITALIZED MONUMENT COMMUNITY

Principle E-5.1: Improve the Economy in the Monument Community.

Policy E-5.1.1: Partner with the Monument Community Partnership and other key stakeholders in the Monument Community to plan and implement economic development programs.

Policy E-5.1.2: Support economic development programs that invest in the Monument community and in the residents who live there.

Policy E-5.1.3: Promote the development and expansion of, and investment in, small business in the Monument Corridor.



GOAL E-6: THRIVING NEIGHBORHOOD CENTERS AND A HIGH QUALITY RESIDENTIAL ENVIRONMENT FOR THE CLAYTON ROAD CORRIDOR

Principle E-6.1: Create Economic Development Opportunities Along Clayton Road.

Policy E-6.1.1: Work with shopping center owners and other key stakeholders along Clayton Road to plan and implement an action plan for economic development.

The action plan will be designed to facilitate revitalization of older centers and help create transit-oriented nodes that are compatible with adjacent neighborhoods.

Policy E-6.1.2: Support economic development programs for the Clayton Road corridor that invest in local businesses and workforce housing and needed support facilities and services.

Policy E-6.1.3: Promote mixed use development at appropriate locations along Clayton Road.

GOAL E-7: DEVELOPMENT OF THE CONCORD REUSE PROJECT AREA IN A MANNER THAT CREATES JOBS, HAS POSITIVE FISCAL IMPACTS, AND PROVIDES ECONOMIC BENEFITS FOR CONCORD RESIDENTS AND BUSINESSES.

Principle E-7.1: Transform the Concord Reuse Project area into a dynamic transit-oriented community and workplace that redefines Concord's role in the Bay Area economy.

Policy E-7.1.1: Leverage the competitive advantages of the Concord Reuse Project area, including access to BART and Highway 4, large parcel sizes, and a master-planned setting, to attract new businesses, retailers, and jobs to Concord.

Policy E-7.1.2: Develop economic development strategies for the Concord Reuse Project area which complement those for other business districts in Concord.

To the extent possible, development on the site should avoid channeling demand away from Downtown and other business districts. Economic development strategies should define a target market for the Reuse Project area which is distinct from the Downtown market.

Policy E-7.1.3: Provide opportunities to enhance the skills of the Concord labor force through job training and vocational facilities on the Concord Reuse Project area.

Policy E-7.1.4: Incorporate principles of sustainable development in the design and operation of workplaces at the Concord Reuse Project area, with an emphasis on green building, low impact development, green jobs, environmentally-friendly business practices, and non-polluting commute modes.

Policy E-7.1.5: Provide a variety of retail environments in the Concord Reuse Project area, including pedestrian-oriented urban shopping streets, neighborhood shopping centers oriented toward

convenience goods and services, and a commercial flex area with large sites that can accommodate comparison shopping and value oriented retailing.

Policy E-7.1.6: Develop the area around the North Concord-Martinez BART Station as a major regional office center, designed for convenient and easy access by public transit.

Policy E-7.1.7: Ensure that plans and development regulations for the Reuse Project Area are flexible enough to respond to changing trends in business and industry, and can accommodate the desired mix of uses and environment envisioned for the site.

The Concord Reuse Project Area Plan should be consulted for more information on plans for the site.

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3

LAND USE

This element of the General Plan constitutes the framework for land use planning in Concord to the year 2030. To provide context, the evolution of the City is described, and existing land use in the City is summarized. The guiding principles of the land use framework, the General Plan Map, the land use designation system, and the buildout of this Plan to the year 2030 are then presented. The goals, principles, and policies are intended to set the land use framework into motion and shape development for the life of this General Plan.

3.1 BACKGROUND AND CONTEXT:EXISTING LAND USE PATTERN

Historical Land Use Development

Much of Concord's land use pattern can be traced to its evolution as a primary job center within the valley, with the focus on Downtown and subsequently on the radiating transportation corridors. Most of the residential development in the City is low density single-family housing, and much of the commercial development is retail-related. Office, business park, and light industrial uses are located adjacent to transportation infrastructure. Schools and parks are distributed throughout the residential neighborhoods in the City. This existing land use pattern is displayed in Figure 3-1.

Land Use Characteristics

As shown in Table 3-1, single-family residential is the most significant land use within the City limits. Occupying roughly 6,270 acres, it comprises 32 percent of the land within Concord. Commercial and mixed use development is clustered in Concord's Downtown and along the major transportation routes that radiate outward from the Downtown, notably Clayton Road, Monument Boulevard, Willow Pass Road, and areas around the intersection of State Route (SR) 242 and Interstate (I) 680. Industrial uses are primarily situated north of SR 4, and to a lesser extent, south of Monument Boulevard.

Table 3-1: Existing Land Use Acres

Land Use	Incorporated		Unincorporated (within SOI)		Unincorporated (outside SOI)		Total	
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent
Single Family Residential	6,270	32.1%	320	3.2%	--	--	6,590	19.9%
Multi-Family Residential	680	3.5%	--	--	--	--	680	2.0%
Visitor Accommodations	20	0.1%	--	--	--	--	20	0.1%
Commercial Retail	400	2.0%	--	--	--	--	400	1.2%
Auto-Oriented Commercial	90	0.5%	--	--	--	--	90	0.3%
Other Commercial	50	0.3%	--	--	--	--	50	0.2%
Shopping Centers	90	0.5%	--	--	--	--	90	0.3%
Mixed Use	20	0.1%	--	--	--	--	20	0.1%
Office	320	1.6%	--	--	--	--	320	1.0%
Military	145	0.7%	2,500	25.0%	--	--	2,645	8.0%
Public/ Semi-Public	1,260	6.4%	590	5.9%	--	--	1,850	5.6%
Industrial Parks	220	1.1%	80	0.8%	20	0.5%	320	1.0%
General Industrial	340	1.7%	2,160	21.6%	--	--	2,500	7.5%
Parks, Recreation, and Open Space	1,421	7.3%	950	9.5%	3,613	99.4%	5,984	18.0%
Military – Open Space	2,707	13.8%	--	--	--	--	2,707	8.2%
Transportation	108	0.6%	320	3.2%	--	--	428	1.3%
Vacant	170	0.9%	110	1.1%	--	--	280	0.8%
Military – Future Development Area	2,233	11.4%	--	--	--	--	2,233	6.7%
Designated Land Uses Subtotal	16,544	84.6%	7,030	70.3%	3,633	100.0%	27,207	82.0%
Right-of-way, Washes, and Canals	3,006	15.4%	470	4.7%	--	--	3,476	10.5%
Suisun Bay	--	--	2,510	25.1%	--	--	2,510	7.6%
Undesignated Land Uses Subtotal	3,006	15.4%	2,980	29.8%	--	--	5,986	18.0%
Total Land Use	19,550	100.0%	10,010	100.0%	3,633	100.0%	33,193	100.0%

Note: Land Use Acreage Totals are based on mapping estimates and do not necessarily equate to exact ownership acreage.

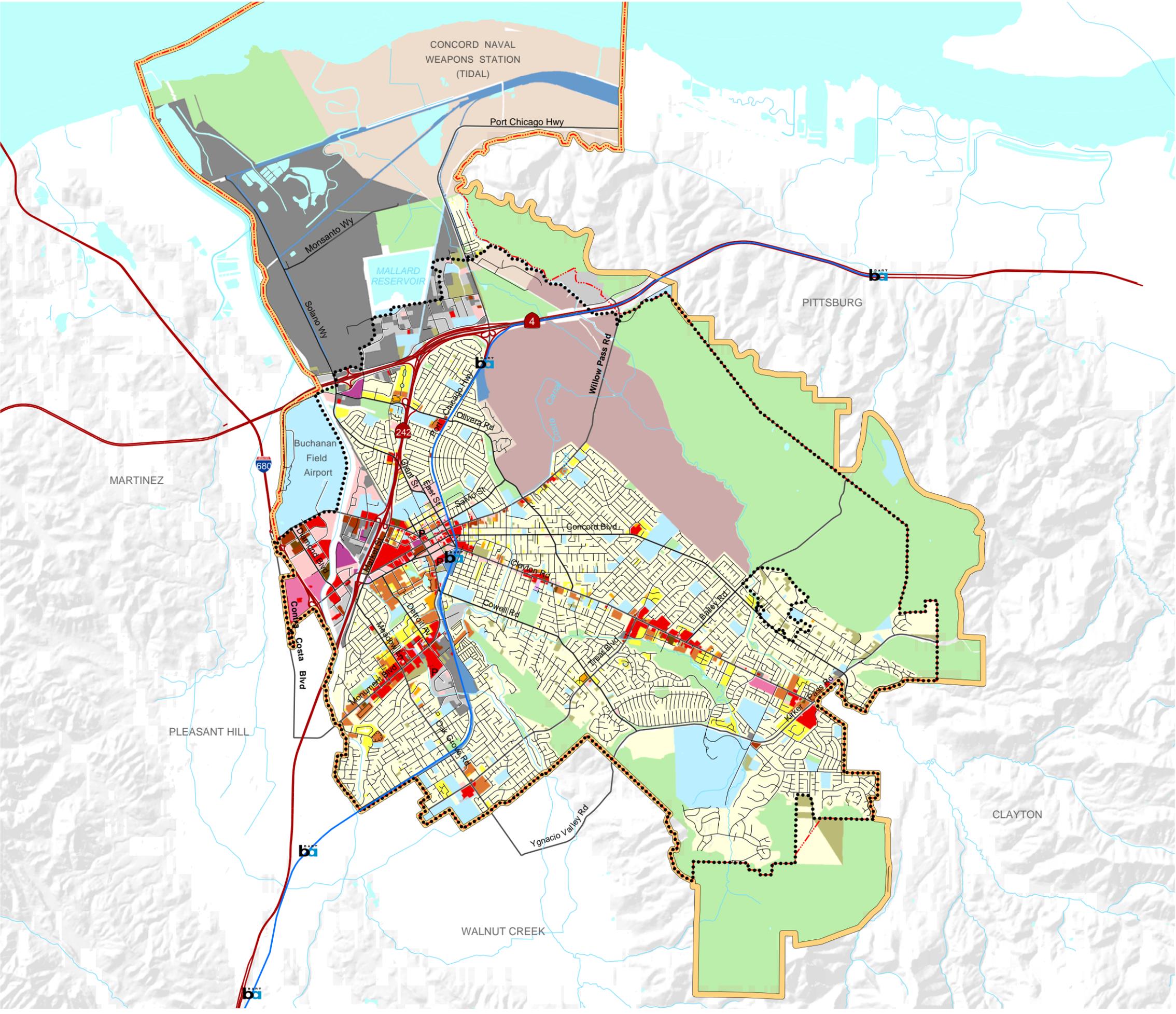
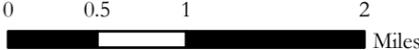
Source: City of Concord, Contra Costa County Assessor, Dyett and Bhatia, 2006. Arup, 2011
CRP=Concord Reuse Project

Figure 3-1

Existing Land Use

- Single-Family Residential/Mobile Home Park
 - Multi-Family Residential - Low Density
 - Multi-Family Residential - Medium Density
 - Multi-Family Residential - High Density
 - Visitor Accomodations
 - Commercial Retail
 - Commercial Parking Facilities
 - Auto-Oriented Commercial
 - Commercial Recreation
 - Shopping Centers
 - Mixed Use
 - Office
 - Military
 - Public and Semi-Public
 - Industrial Parks
 - General Industrial
 - Parks, Recreation, and Open Space
 - Transportation
 - Vacant
 - Vacant - CRP-Area Plan
- City Limits
 - Sphere of Influence
 - Planning Area Boundary

Sources:
City of Concord, Contra Costa County Assessor, Dyett & Bhatia, Arup, 2011.



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When considering the entire Planning Area—not just within the incorporated City limits—parks and open space uses account for the most land area. Although Concord has a sizeable inventory of community and neighborhood parks and recreation opportunities, as discussed in Chapter 6, the vast majority of the acreage in this category comes from open space areas in Los Medanos Hills and the Mount Diablo foothills, located in the eastern and southern portions of the Planning Area (see Figure 3-1).

The former Concord Naval Weapons Station (CNWS) takes up another significant portion of the Planning Area. Historically, the CNWS was treated as two major subareas—a “Tidal Area” along Suisun Bay and an “Inland Area” which is predominantly south of Highway 4. Together these areas comprise 7,500 acres and account for 26 percent of the Planning Area. The “Tidal Area” is indicated in Table 3-1 (and on Figure 3-1) as being in “Military” use. It includes a deepwater port used by the Army for weapons shipment, as well as undeveloped land and wetlands. The “Inland Area” is now known as the Concord Reuse Project (CRP) Area. It is transitioning from military to civilian use and is planned for a combination of development and open space. The Reuse Project Area comprises about 5,000 acres, more than half of which will become parkland under the CRP Area Plan.

Other land uses shown in Figure 3-1 include Vacant and Public/Quasi Public. These sites are dispersed throughout the City, and are not clustered within any specific area. Within the existing urbanized area of Concord, one percent of the land is Vacant and eight percent is used for Public/Quasi-Public use.

3.2 GENERAL PLAN LAND USE MAP

The land use framework of the General Plan is illustrated in the General Plan Map (Figures 3-2 and 3-3), which is a graphic representation of the themes and policies in the Plan. It designates the proposed general location, distribution, and extent of land uses through buildout. As required by State law, land use designations—shown as color/graphic patterns, letter designations, or labels on the Map—specify a range for housing density and building intensity for each type of designated land use. These density/intensity standards allow circulation and public facility needs to be determined.

The Map is to be used and interpreted only in conjunction with the text and other figures contained in the General Plan. The legend of the General Plan Map includes the land use designations described below, which represent an adopted component of the Plan. The Map

is not parcel-specific, and uses on sites less than one acre in size may not be depicted.

The Plan's land use designations are presented in two maps. The first map covers the entire Planning Area, while the second map is an "inset" map covering the Concord Reuse Project area only. The inset map is used because a unique set of land use designations applies to the Reuse Project Area as a way to achieve specific sustainability and placemaking objectives. The Reuse Project Area is also displayed on the citywide map, but with more generalized categories.

Density/ Intensity Standards

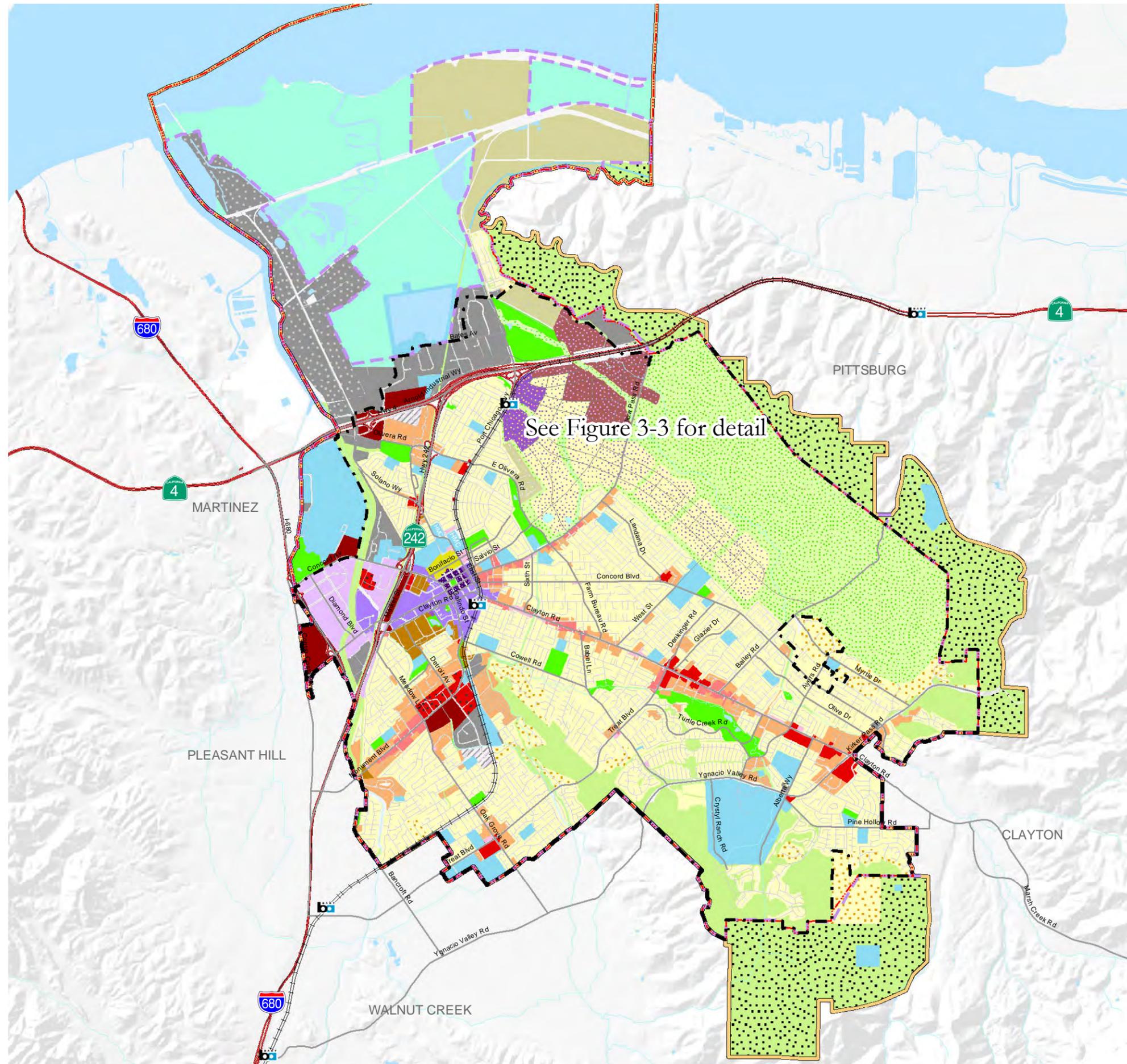
The General Plan establishes density/intensity standards for each use designation. Residential density is expressed as housing units per net acre (excluding existing and proposed public streets and other rights-of-way and land undevelopable because of hazards or physical or environmental constraints). Maximum permitted ratio of gross floor area to site area, called Floor Area Ratio (FAR), is specified for non-residential uses. FAR is a broad measure of building bulk that controls both visual prominence and traffic generation. It can be clearly translated to a limit on building bulk in the Development Code and is independent of the type of use occupying the building.

Density (housing units per net acre) and intensity (FAR) standards are for net developable land (that is, excluding proposed streets and other rights-of-way and areas subject to physical or environmental constraints, which include ridgelines and steep hillside slopes, creek corridors and floodways, and areas to be dedicated for greenways or habitat protection). The density/intensity standards do not imply that development projects will be approved at the maximum density or intensity specified for each use. Development Code regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges.

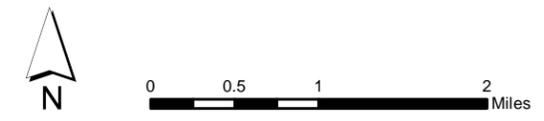
A separate set of land use policies and development standards applies on the Concord Reuse Project site. These are described in detail in the CRP Area Plan. Like the standards used elsewhere in the City, density and FAR are used to specify the allowable intensity of future development. However, a mix of land use and densities are encouraged in most of the categories. The intent is to create neighborhoods and business districts that contain a mix of residential, commercial, public, and open space uses, and a high level of walkability. An area wide cap on the total allowable number of housing units and square feet of commercial space applies within this area.

Figure 3-2

Concord 2030 General Plan Land Use Diagram



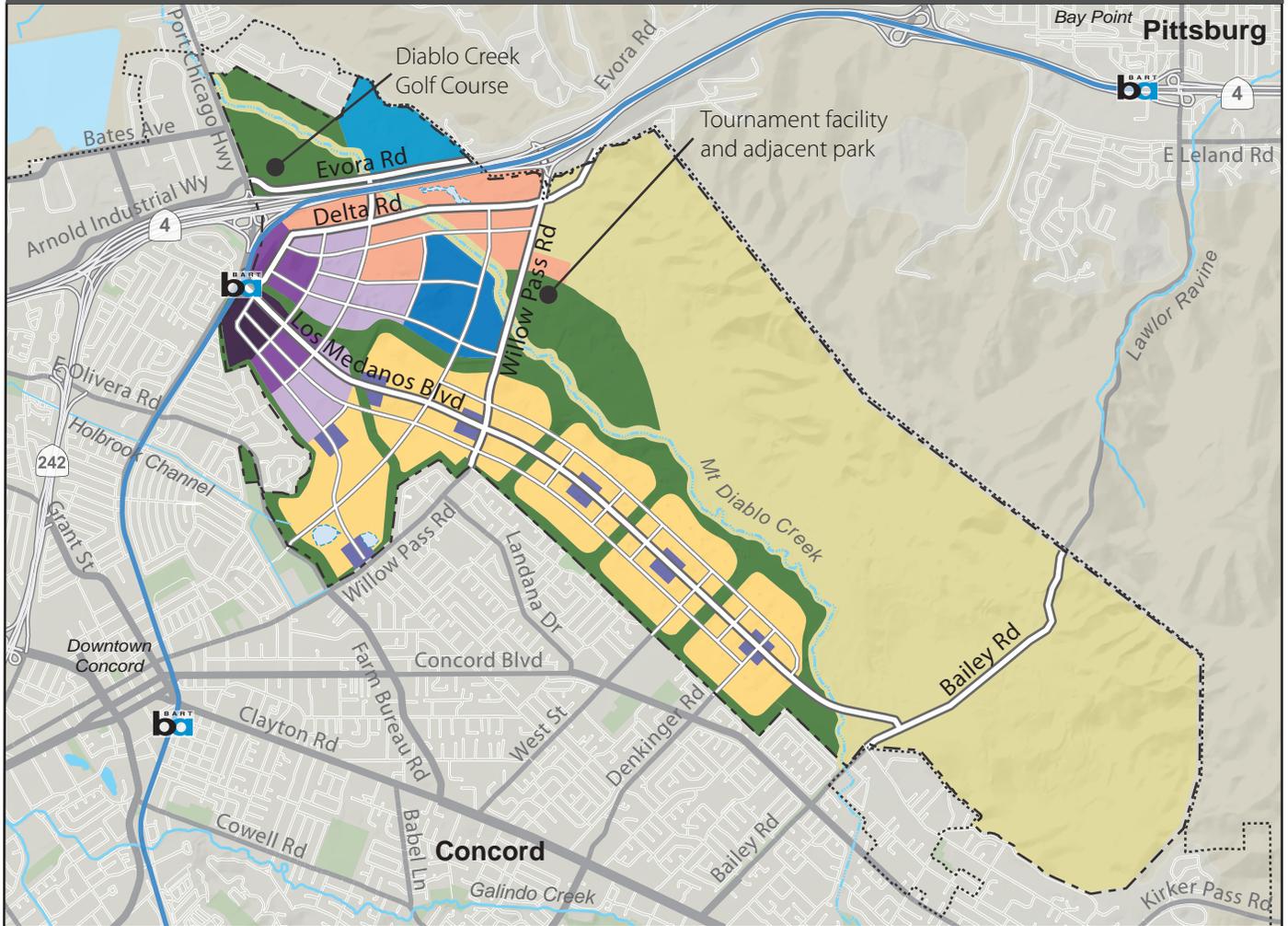
- Rural Residential (RR)
 - Low Density Residential (LDR)
 - Medium Density Residential (MDR)
 - High Density Residential (HDR)
 - North Todos Santos (NTS)
 - Community Office (CO)
 - Commercial Mixed Use (CMU)
 - Neighborhood Commercial (NC)
 - Regional Commercial (RC)
 - Service Commercial (SC)
 - Downtown Pedestrian (DTPD)
 - Downtown Mixed Use (DTMU)
 - West Concord Mixed Use (WCMU)
 - Business Park (BP)
 - Industrial Mixed Use (IMU)
 - Heavy Industrial (HI)
 - CRP neighborhood and village districts (See Figure 3-3 for detail)
 - CRP non-residential development districts (See Figure 3-3 for details)
 - CRP TOD districts (See Figure 3-3 for detail)
 - CRP open space (See Figure 3-3 for detail)
 - Military (MIL)
 - Public/Quasi-Public (PQP)
 - HMC Hospital/Medical Center (PQPHMC)
 - Open Space (OS)
 - Parks and Recreation (P)
 - Rural Conservation (RCON)
 - Wetlands/Resource Conservation (WRC)
 - Unclassified (U)
- City Limits
Sphere of Influence
Proposed Urban Limit Line (ULL)
Planning Area Boundary



Sources: City of Concord, Dyett & Bhatia, Arup, 2011.

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▼ Figure 3-3: Area Plan Diagram



Legend

Transit Oriented Districts



- North Concord TOD Core
- North Concord TOD Neighborhood

Neighborhoods



- Central Neighborhood
- Village Center
- Village Neighborhood

Civic and Institutional



- Campus
- First Responder Training Center

Commercial



- Commercial Flex

Conservation, Open Space and Recreation Lands



- Conservation Open Space
- Greenways, Citywide Parks, and Tournament Facilities

Not shown: Potential bike and pedestrian facilities in the Regional Park.

Primary Circulation Network



- === Through Streets
- === Collector Streets



0 1,250 2,500 5,000 Feet

--- Planning Area Boundary

..... City of Concord Boundary

○ Seasonal Wetlands (delineated as of 2010)

◆ 2010 Concord parks

Activities Included



Housing



Regional Auto Access



Offices



Transit, Bicycling + Walking Priority



Shopping



Parks and Recreation



Schools + Public Facilities



Conservation and Species Protection



Research + Development

Table 3-2: General Plan Land Use Acreage at Plan Buildout

	Acres	Percent of Total
Rural Residential	726	2.2%
Low Density Residential	5,401	16.3%
Medium Density Residential	927	2.8%
High Density Residential	109	0.3%
North Todos Santos	36	0.1%
CRP Neighborhood and Village Districts ¹	987	3.0%
<i>Residential Subtotal</i>	8,186	24.7%
Neighborhood Commercial	147	0.4%
Community Office	45	0.1%
Commercial Mixed Use	130	0.4%
West Concord Mixed Use	299	0.9%
Downtown Pedestrian District	21	0.1%
Downtown Mixed Use	223	0.7%
CRP- Transit Oriented Development Districts	145	0.4%
Service Commercial	97	0.3%
Regional Commercial	218	0.7%
CRP Non-Residential Development Districts	408	1.2%
<i>Mixed Use and Commercial Land Subtotal</i>	1,733	5.2%
Business Park	785	2.4%
Industrial Mixed Use	46	0.1%
Heavy Industrial	860	2.6%
<i>Business Park and Industrial Land Subtotal</i>	1,691	5.1%
Public/Quasi-Public (including Hospital/ Medical)	1,781	5.4%
Military	1,477	4.4%
Wetlands/Resource Conservation	3,319	10.0%
Active Parks	562	1.7%
Open Space	5,349	16.1%
Rural Conservation	3,513	10.6%
<i>Community Land Subtotal</i>	16,001	48.2%
Suisun Bay	2,382	7.2%
Water, rights-of-way, or undesignated areas	3,200	9.6%
<i>Other Subtotal</i>	5,582	16.8%
Total	33,193	100.0%

Source: City of Concord, 2012.

¹ Includes a small amount of commercial, public, and open space use within Village Centers (see Fig 3-3)

Land Use Designations

The following descriptions apply to land uses indicated on the General Plan Land Use Map. Land use designations are organized into the following categories: Residential, Commercial and Mixed Use, Business Park/Industrial, and Community Land. Acreage by land use designation is summarized in Table 3-2. The land use designations are as follows:

Residential

Rural Residential (RR)

This designation is intended for very low density residential development, at densities less than 2.5 units per net acre. Clustered development is preferred to maximize open space.

Low Density Residential (LDR)

This designation is intended for residential development at densities from 2.5 to 10 units per net acre. This density range is typical of a single-family residential neighborhood, such as Sun Terrace or Turtle Creek.

Medium Density Residential (MDR)

This designation is intended for residential development at densities ranging from a minimum of 11 units per net acre to a maximum of 32 units per net acre. This density range accommodates a variety of housing types, from small-lot single-family homes to townhomes and other forms of multi-family development. It is applied along major streets and transit corridors, including Monument Boulevard, Willow Pass Road, and Clayton Road.

High Density Residential (HDR)

This designation is intended for residential development at densities ranging from a minimum of 33 units per net acre to a maximum of 100 units per net acre. This density range would accommodate attached homes, two- to four-plexes, and apartment buildings. This designation is intended for areas in and adjacent to central Concord and near BART stations, where higher densities may be appropriate. Residential design standards will ensure land use compatibility.

North Todos Santos (NTS)

The designation is applied to the North Todos Santos neighborhood, an area characterized by pre-World War II development, including historic buildings. The designation allows a mix of offices, single-family homes, and multifamily residences. Residential densities range from 2.5 to 32 units per net acre and the maximum FAR is 0.5. Because of the area's historic fabric, it is especially important

that new uses are compatible with prevailing neighborhood character and maintain and enhance the neighborhood environment.

CRP Neighborhood and Village Districts (CRP-NV)

This designation applies within the Concord Reuse Project (CRP) Area only. It is primarily intended for residential development at densities ranging from 6 to 50 units per net acre. Residential areas are focused around village centers containing a mix of residential, commercial, public, and open space uses. The text box below provides additional detail on allowable uses and intensities within these areas.

Commercial and Mixed Use

Neighborhood Commercial (NC)

This designation is intended for neighborhood commercial centers that provide convenience and comparison goods and services to the local community. The maximum FAR is 0.35. Residential uses are allowed above the ground level at densities from a minimum of 11 units per net acre to a maximum of 24 units per net acre. Examples include neighborhood shopping centers, supermarkets, dry cleaners, video stores, and small restaurants. This designation is distributed throughout the City in order to locate commercial services within close proximity to all of Concord's residents.

Commercial Mixed Use (CMU)

This designation allows for a mix of commercial uses, offices, multi-family uses, and mixed use development. The maximum FAR is 1.0. Densities range from a minimum of 11 units per net acre to a maximum of 40 units per net acre. The designation is intended for use along commercial corridors such as Clayton Road, Monument Boulevard, and Willow Pass Road. .

West Concord Mixed Use (WCMU)

This designation is intended for use in the area generally located between the I-680 and Highway 242 freeways, south of Concord Avenue. It allows for a mix of office and commercial development, including such uses as new auto dealers, hotels, restaurants, and showroom/warehouses. Public/ quasi-public uses also are allowed. Residential development is not allowed in this mixed-use category, as it is intended to create a campus-like office environment. The maximum FAR is 4.0.

Downtown Pedestrian District (DTPD)

This designation is intended for low- to high-rise commercial and residential development around Todos Santos Plaza, with restrictions in height around the Plaza to preserve sunlight access. Residential densities range from a minimum of 33 units per acre to a maximum of 100 units per net acre. FARs range from a minimum of 1.0 to a maximum of 4.0. The designation is intended to maintain the pedestrian-oriented environment in this portion of Central Concord, with a focus on ground-level commercial uses and development that encourages walkability. Pedestrian-oriented design standards and use limitations apply.

Downtown Mixed Use (DTMU)

This designation is intended for a high density and intensity mix of residential, commercial and office development in Central Concord. It allows for a mix of uses that balances jobs and housing opportunities, including offices, commercial development, hotels, public/quasi public, and residential uses. Residential densities range from a minimum of 33 units per acre to a maximum of 100 units per net acre. The FAR ranges from a minimum of 1.0 to a maximum of 6.0.

Concord Reuse Project Transit Oriented Development Districts (CRP-TOD)

This designation applies to those parts of the Concord Reuse Project (CRP) planned for high density residential and commercial development in a transit-oriented setting. The CRP-TOD area is envisioned as a major employment center, shopping district, and urban residential area. CRP-TOD areas also may include civic facilities, active parks, plazas, and other public spaces. More detail on this category is provided in the text box above and in the CRP Area Plan.

Community Office (CO)

This designation is intended for small-scale office uses that serve the community, as well as other uses that are compatible with local-serving offices. These uses are typically low-rise development of not more than three stories. The maximum FAR is 1.0.

Concord Reuse Project Area Development Districts

Future land uses in the Concord Reuse Project (CRP) Area are depicted on Figure 3-3. Ten “districts” are shown on the map, including eight “development districts” and two “open space districts”. The development districts have been grouped into three categories on Figure 3-2, the General Plan Land Use Map, as described below. Full descriptions of the categories on Figure 3-3 may be found in the CRP Area Plan,²

Figure 3-2 Category	Figure 3-3 District
CRP Neighborhood and Village Districts	<p>Village Neighborhoods. These areas will have a mix of detached and attached housing. Densities generally range from 6 to 45 units per net acre, although most of these areas will be developed at the lower end of this range (6 to 24 units per acre). Densities will be lowest near the established neighborhoods on the southern edge of the site.</p>
	<p>Village Center. At the heart of each Village Neighborhood is a mixed use center containing retail/ service uses, multi-unit housing, civic facilities such as schools, and a public space such as a park or plaza. Additional uses that would contribute to the function of these areas as gathering places for the surrounding neighborhood could be considered. FARs range from 0.5 to 2.0 and net residential densities range from 18 to 50 units per net acre.</p>
	<p>Central Neighborhoods. This is a mixed use residential district with a variety of housing types. The character is predominantly residential, although some of the multi-unit buildings could have ground floor retail and service uses. Community services and open spaces, including neighborhood parks, also will be located in these areas. FARs range from 0.5 to 2.0 and net residential densities range from 14 to 50 units per net acre.</p>
CRP TOD Districts	<p>North Concord TOD Core. This district is envisioned as a high-intensity mixed use employment center adjacent to BART. It will include offices, retail, services, and open space. Multi-unit housing, dining and entertainment, community and cultural/ civic facilities, and hotels are also appropriate here. FARs range from 2.0 to 4.0 and net residential densities range from 60 to 150 units per net acre.</p>
	<p>North Concord TOD Neighborhoods. This is a mostly residential mixed use district within easy walking distance of BART. It will include multi-unit housing, retail stores and services, community facilities, and open space. Other uses, such as dining and entertainment, live-work units, and offices may be appropriate. FARs range from 1.0 to 3.0 and net residential densities range from 18 to 100 units per net acre.</p>
CRP Non-residential Development Districts	<p>Commercial Flex. The Commercial Flex area is planned to accommodate light industrial, research and development, retail, hospitality, and office uses. The specific mix of uses in the Commercial-Flex district will be determined through future market and design studies. Activities which take advantage of this area’s proximity to Willow Pass Road and Highway 4 are encouraged. FARs in the Commercial-Flex area may range from 0.2 to 1.0.</p>
	<p>Campus. The Campus district will provide a master planned campus environment for a major educational, health care, research and development, or comparable use. One prototype use for this site would be a university with up to 10,000 students and 1,700 employees.</p>
	<p>First Responder Training Facility. This site will include training grounds and other facilities required to serve regional first responders, including the Contra Costa County Sheriff and Fire Departments.</p>

² To ensure the efficient use of land, the districts are subject to minimum density standards as well as maximum density standards. They are also subject to “convenience standards” which indicate the minimum distance from future parcels in each area to transit stops, bike lanes, open space, and other facilities. The CRP Area Plan should be consulted for further detail and the additional provisions which apply in each district.

Regional Commercial (RC)

This designation is intended for large-scale commercial development (greater than 80,000 square feet) that serves both local residents and residents from the surrounding region. A broad range of retail uses and personal services are envisioned, including regional shopping centers, big box retail, home improvement sales and service, and warehouse membership clubs, as well as new auto sales and services, and travel-related services such as hotels, gas stations, and restaurants. The maximum FAR is 0.5.

Service Commercial (SC)

This designation is intended to provide sites for commercial businesses that are not appropriate in other areas because of high volumes of vehicle traffic and potential adverse impacts on other uses. This designation allows small scale commercial uses that provide goods and services to employees, residents and visitors. It includes automotive sales and services, building materials, warehousing, distribution and personal storage located on major arterial streets, as well as retail uses, services, and small offices. The maximum FAR is 0.8.

Concord Reuse Project Non-Residential Development District (CRP-NR)

The CRP-NR designation is mapped on the Concord Reuse Project (CRP) site only. It includes three contiguous areas, as shown on Figure 3-3. These include: (a) a Commercial-Flex district south of Highway 4; (b) a Campus district on the west side of Willow Pass Road south of Mt. Diablo Creek; and (c) a First Responder Training Facility north of Highway 4. Additional information on this category is provided in the text box above.

Business Park/ Industrial

Business Park (BP)

This designation is intended for campus-like office complexes as well as industrial parks, including single and multi-story office, flex-space, and industrial buildings for single and multiple users, light industrial and warehouse uses, and research and development activities. Other uses may include mini-storage, wholesale, bulk retail, and business with limited customer access, commercial recreation, and other uses that require large, warehouse-style buildings. Small-scale retail and service uses serving employees and visitors may be permitted as secondary and accessory uses. This designation may also allow small restaurants, support services, and convenience retail activities at appropriate locations, subject to

standards to minimize impacts on industrial users. Where permitted, storage uses in areas with this designation must be screened by vegetation and other means to maintain community aesthetics. The maximum FAR is 0.8.

Industrial Mixed Use (IMU)

This land use designation is intended for a mix of light industrial, secondary office, service uses (excluding auto-oriented retail services) and live/work facilities. Typical uses include warehouse, research and development, wholesale, bulk retail, office space with limited customer access, and artists' studios. Small-scale retail and service uses serving employees, residents, and visitors may be permitted as secondary uses. This designation would allow for live/work facilities where appropriate, such as the North Hillcrest area and the southern portion of the Detroit Avenue/Shary Circle area. The maximum FAR is 1.0.

Heavy Industrial (HI)

This designation allows primary manufacturing, refining, and similar heavy industrial activities. It also accommodates warehousing, distribution and port-related uses, with support commercial services and ancillary office space. No retail uses are allowed. This designation is applied primarily to facilities north of SR 4. The maximum FAR is 0.6.

Community Land

Public/Quasi-Public (PQP)

This designation is applied to property owned by governmental entities and to semi-public facilities. It includes Buchanan Field Airport, hospitals, schools, government offices, corporation yards, and public facilities such as recycling centers, sewage treatment facilities, and fire stations. Smaller governmental offices, places of religious assembly not occupying extensive land areas, and similar smaller public facilities are not shown on the General Plan Land Use Map. New public/quasi public facilities may be appropriate in any land use designation based on need, subject to environmental review. The maximum FAR is 1.5.

Hospital/Medical Center (H/MC)

The H/MC-designator on the Land Use Map denotes hospital, medical center and related medical uses including 'specialty hospitals'. This designation is intended for full service hospitals and medical facilities that provide in-patient services for cardiac, orthopedic, and cancer related diseases, and/or similar illnesses and disorders.

Military (MIL)

This designation applies to the Tidal portion of the former Concord Naval Weapons Station, the Military Ocean Terminal Center, and the Coast Guard housing area adjacent to the CRP site. The Tidal Area contains port and industrial buildings, and additional land for support uses and facilities, which will continue to be used by the Army for an undetermined period of time.

Open Space (OS)

This designation is intended for large areas that are necessary for natural resource protection, the managed production of natural resources, the provision of natural resources, outdoor recreation (including trails), scenic value, and the assurance of public health and safety. This designation includes private recreation facilities and larger privately-owned areas dedicated as permanent open space within residential subdivisions.

Concord Reuse Project Open Space (CRP-OS)

This designation includes the portions of the Concord Reuse Project identified for long-term preservation as open space. It is comprised of two “districts” (see Figure 3-3). The Conservation Open Space District includes environmentally sensitive lands and other natural areas in the Los Medanos Hills and along Mount Diablo Creek. Most of this area is planned to become part of a new regional park. The Greenways and Citywide Parks District includes a “frame” of open space and linear parks around future neighborhoods, as well as large areas planned for active recreation.

Active Parks (P)

This designation is intended for improved public park facilities. It includes neighborhood and community parks; public golf courses; and recreational facilities that provide visual open space and serve the outdoor recreational needs of the community. Active parks are also permitted in the other designations on the General Plan Map, and a General Plan Map Amendment is not required if a new park is created.

Wetlands/Resource Conservation (WRC)

This designation applies to wetlands and resource conservation lands. It is intended to protect the wildlife, hydrological, and biological resources in these areas. It allows only very low intensity open space uses that are compatible with and do not disturb the resources to be protected.

Rural Conservation (RCON)

This designation provides for protection of rural hillside areas. Single family residential development of up to 1 unit per 20 developable net acres would be allowed, with clustering encouraged to minimize impacts on views of the area.

Other

Unclassified (U)

This designation is intended for canals and rights-of-way and reflects no prescribed land use designation.

Summary of Density and Intensity

The density and intensity (FAR) standards used in the General Plan are shown in Table 3-3. The table is based on net density (based on net acreage), rather than gross density (based on gross acreage). A gross acre is a measure of total land area of any lot including future streets, parks, and other land dedications. In comparison, a net acre excludes land to be dedicated for required easements for vehicles and right-of-ways, land determined to be hazardous and/or unbuildable, or land to be dedicated for schools and parks or other facilities dedicated for public use. Formulas based on net density or net acreage exclude such areas from the calculation.

In a few instances, the net density in existing neighborhoods is higher than the range shown on the General Plan Map. In other words, the lot sizes are smaller than those typically found in the corresponding General Plan Map category. This may be due to the dedication of areas as private open space within larger subdivisions, with housing clustered on the flatter portions of a site. This was historically encouraged as a way to preserve hillsides and creeks, and create neighborhood parks and greenbelts. Future development will be required to adhere to the density standards established in the General Plan. Creative approaches to site planning and open space dedication will continue to be encouraged to protect natural features.

Table 3-3: Standards for Density and Development Intensity

Land Use Category	Residential Density Range (Housing Units/Net Acre)	Maximum Non-Residential Floor Area Ratio (FAR)
Rural Residential/Conservation	<2.5	n/a
Low Density Residential	2.5 – 10	n/a
Medium Density Residential ¹	11 – 32	n/a
High Density Residential ¹	33 – 100	n/a
North Todos Santos	2.5 – 32	0.5
CRP Neighborhood and Village Districts ²	6-50	2.0*
Neighborhood Commercial ¹	11 to 24	0.35
Commercial Mixed Use ¹	11 to 40	1.0
Industrial Mixed Use	n/a	1.0
West Concord Mixed Use	n/a	4.0
Downtown Pedestrian District ¹	33 to 100	1.0-4.0
CRP Transit Oriented Development Districts ²	Up to 150*	4.0
Downtown Mixed Use ¹	33 to 100	1.0-6.0
Service Commercial	n/a	0.8
Regional Commercial	n/a	0.5
CRP Non-Residential Development Districts ²	n/a	1.0*
Community Office	n/a	1.0
Business Park	n/a	0.8
Heavy Industrial	n/a	0.6
Public/Quasi Public	n/a	1.5

Notes: (1) These areas are subject to minimum residential density requirements as well as maximum density requirements. and (2) These designations include multiple subdistricts, each with unique density and/or intensity ranges. Minimum densities and FARs also apply. See CRP Area Plan for more detail.

Urban Limit Line

An Urban Limit Line (ULL) is established as shown on the General Plan Land Use Map (see Figure 3-2). The ULL is a line beyond which urban development will not be allowed, except for public parks and recreational facilities. Only uses consistent with the General Plan “Wetlands/Resource Conservation,” “Rural Conservation,” and “Open Space” land use designations and public uses not otherwise provided for within the City are allowed beyond the ULL. Specific policies for administering the ULL are in the Growth Management Element.

Concord’s ULL reflects a commitment to focus future growth within the City in order to prevent urban sprawl into hillsides and environmentally sensitive areas surrounding the City. The ULL protects the health, safety, welfare, and quality of life of the residents of Concord by concentrating future residential, commercial, and industrial growth in areas already served by urban services or areas where such services are to be provided consistent with this General Plan. The policies in the Growth Management Element implementing the ULL allow sufficient flexibility within its limits to respond to the City’s changing needs over time. The ULL complements General Plan policies promoting additional housing opportunities, emphasizing infill and mixed development, and supporting a thriving downtown.

As noted in Chapter 1, the General Plan covers land outside the Concord City Limits as well as land within the City limits. This land area encompasses both sides of the Urban Limit Line, and includes developed areas as well as open space. Although the City does not have zoning jurisdiction over land outside the City limits, it has assigned General Plan Map designations to express the City’s position on appropriate future land uses in these areas. In the event these areas are annexed in the future, the City’s General Plan Map designation would be used to determine future zoning.

Special Overlays

Buchanan Field Airport

State law provides for a special planning process to assure consideration of airport interests in the formulation of local community plans. Pursuant to State law, the Contra Costa County Airport Land Use Commission (ALUC) has been established as an independent body to advise local jurisdictions, such as the City of Concord, on appropriate land use policy for the area near Buchanan Field Airport to assure development compatibility with planned airport operations. To aid in this task, the ALUC has adopted the Contra Costa County Airport Land Use Compatibility Plan, which

covers the area near the airport. The Plan identifies areas near the airport where structural height limits, and public safety and noise compatibility restrictions are applicable. These restrictions have been incorporated into the General Plan Land Use Map to ensure continued compatibility between the City's land uses and future airport operations.

Transit Station Overlay

The Development Code will include a transit station overlay district for the Downtown and North Concord BART stations. Incentives for additional density and intensity will be provided within this area to encourage transit-oriented development.

General Plan Land Use by Planning Subareas

Concord is divided into eleven planning subareas, as shown in Figure 3-4. The City's subareas are defined geographically, following major transportation routes, natural topographic features, or city/neighborhood boundaries. Although all subareas include a variety of land uses, each is generally dominated by one land use type that defines its identity. A description of these subareas follows.

1. Central Concord

The Central Concord subarea lies along both sides of Willow Pass Road from the westerly City limits to the Civic Center near Parkside Drive. The subarea includes West Concord, Stanwell Business Park, Concord Industrial Park (south of Willow Pass Road), Central Downtown (between SR 242 and Port Chicago Highway), Sun Valley Mall and the Willows Shopping Center, and frontages along Willow Pass Road between Downtown and the Civic Center.

2. Four Corners/Ygnacio Valley

The Four Corners/Ygnacio Valley subarea is a diverse residential area located north and south of the Monument Boulevard business corridor. The subarea includes the following neighborhoods: Ellis Lake, Meadow Homes, Cambridge, San Miguel, Treehaven, Colony Park, and north Ygnacio Valley including the Oak Grove/Treat area. The subarea is bounded by the Concord City limits on the west, Clayton Road near Downtown on the north, and the Contra Costa Canal and its regional trail on the east and the south.

3. Clayton Valley

The Clayton Valley subarea is the most extensive developed subarea in the City. The subarea encompasses the Clayton Road corridor and the residential areas lying to the north and south of the commercial corridor. The neighborhoods in Clayton Valley include:

Crawford Village, El Monte, Canterbury, Turtle Creek, Crossings/Walnut Country, Clayton Valley Highlands, Farm Bureau/Walnut Lands, Dana Estates/Landana, Westwood, Mt. View, Silverwood, Ayers Ranch, and Kirkwood. The Clayton Valley subarea is bounded by Willow Pass Road, the Concord Reuse Project area, the City of Clayton, Pine Hollow Road, Ygnacio Valley Road, and Cowell Road.

4. Olivera/Port Chicago

This subarea is a large residential area extending from downtown Concord north to SR 4; the subarea is bounded on the east by the Concord Reuse Project area and to the west by the Concord City limits and Buchanan Field Airport. This subarea contains various neighborhoods including Hillcrest, Uplands, Holbrook, and Sun Terrace, as well as the North Todos Santos area, which is the oldest and most historically significant neighborhood in the City. The other neighborhoods in this subarea were, for the most part, built during the period of the 1940s to the 1960s.

5. Concord Reuse Project (CRP) Area

The CRP subarea is located south of SR 4 and generally comprises the flatter portions of the former Concord Naval Weapons Station Inland Area, including those areas planned for future development. The subarea adjoins the North Concord – Martinez BART station and SR 4, the Los Medanos Hills to the east, and developed properties (primarily single family lots) along the south and west edges of the Navy lands. Most of this area is vacant, although there are remnants of the site's prior use as a military weapons storage facility.

6. North Concord

The North Concord subarea is the developed industrial land north of SR 4. The subarea extends from the eastern City limit to Solano Way; it includes the administrative area of the former CNWS, which is now planned for a County First Responder (police and fire training) Facility. It also includes Diablo Creek Golf Course (owned and operated by the City), the Bates Avenue and North Point areas, Mallard Reservoir and Bollman Treatment Plant (owned and operated by the Contra Costa Water District), the Concord North Industrial Park, the Military Ocean Terminal (operated by the US. Army) and those properties along Arnold Industrial Way between Port Chicago Highway and Solano Way.

Figure 3-4

Planning Subareas

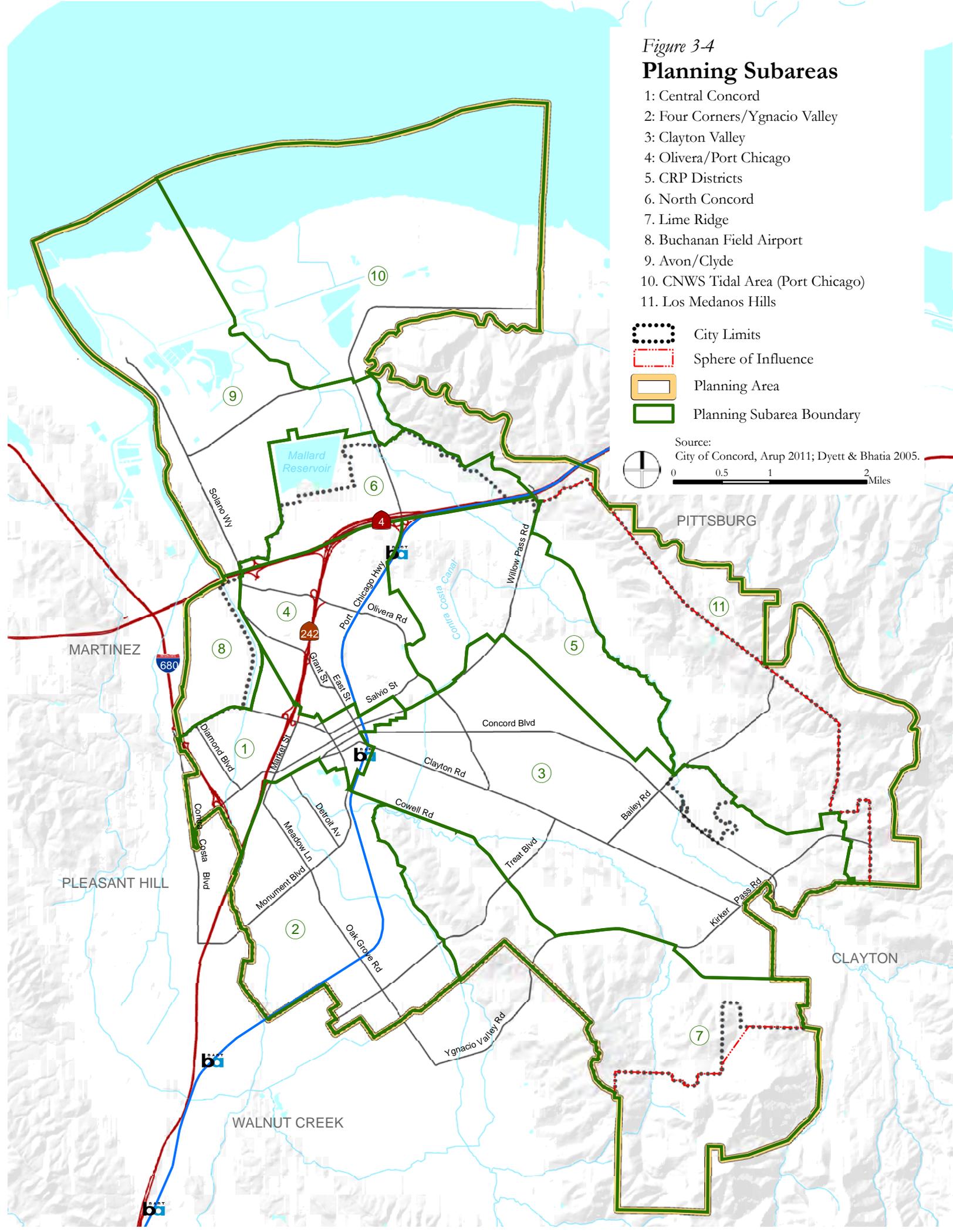
- 1: Central Concord
- 2: Four Corners/Ygnacio Valley
- 3: Clayton Valley
- 4: Olivera/Port Chicago
- 5: CRP Districts
- 6: North Concord
- 7: Lime Ridge
- 8: Buchanan Field Airport
- 9: Avon/Clyde
- 10: CNWS Tidal Area (Port Chicago)
- 11: Los Medanos Hills

-  City Limits
-  Sphere of Influence
-  Planning Area
-  Planning Subarea Boundary

Source:
City of Concord, Arup 2011; Dyett & Bhatia 2005.



0 0.5 1 2 Miles



7. Lime Ridge

The Lime Ridge subarea includes Inner Lime Ridge (northwest of Treat Boulevard), Middle Lime Ridge (between Treat Boulevard and Ygnacio Valley Road), and Upper Lime Ridge (south of Ygnacio Valley Road). There is significant low density residential development at the periphery of this subarea along Cowell Road, in the Kaski-Hitchcock neighborhood, along Ygnacio Valley Road, and near Pine Hollow Road. A large portion of the subarea is permanent open space owned by the City of Concord abutting additional permanent open space owned by the City of Walnut Creek.

8. Buchanan Field Airport

The Buchanan Field Airport subarea includes the airport and commercial development on airport property (owned and managed by Contra Costa County) located near Concord Avenue. The subarea is bounded on the south by Concord Avenue, the east by Walnut Creek, the north by SR 4, and on the west by Marsh Drive (at the west side of the airport) and Contra Costa Boulevard near Concord Avenue.

9. Avon/Clyde

The Avon/Clyde subarea encompasses that area north of SR 4 that is not part of either the North Concord or Port Chicago subareas. The subarea contains the Avon Refinery now owned by Tesoro Co., the area north of Mallard Reservoir and southwest of the Port Chicago subarea, plus the community of Clyde. The subarea is bounded by the Walnut Creek on the west; Suisun Bay on the north; marsh lands and Los Medanos Hills on the east; and the North Concord subarea on the south.

10. CNWS–Tidal Area (Port Chicago)

The CNWS–Tidal Area (Port Chicago) subarea is comprised of the developed portion of the tidal area including the related docks and nearby railway transport facilities. This area is designated as a “Port Priority Use” area in the San Francisco Seaport Plan. The tidal area also includes extensive salt-water marsh areas which have been preserved as permanent open space east and west of the developed area. This subarea includes the lands formerly occupied by the town of Port Chicago before that community was acquired by the Federal Government for safety reasons in the middle of the 20th century. A large majority of this subarea is either owned by the U. S. Government or identified for preservation and protection as a salt-water marsh at the south edge of Suisun Bay. The Southern Pacific Railroad and Atchison-Topeka & Santa Fe Railroad both traverse the study area in an east-west alignment.



11. Los Medanos Hills

The Los Medanos Hills subarea consists of the hills lying along the northeastern edge of the Planning Area on both sides of Highway 4. It also includes the Mt Diablo Creek corridor on the Concord Reuse Project site. The hills are an important topographic feature that provide an open space “frame” between Concord and Pittsburg. This area is largely undeveloped, with some remnant uses from former military activities. The area is planned for long-term conservation as open space.



3.3 GOALS, PRINCIPLES, AND POLICIES

Residential Neighborhoods

Residential Neighborhoods are areas of the City characterized by housing, parks, and public facilities. Most residential neighborhoods have land use designations of Rural Residential, Low Density Residential, Medium Density Residential, and High Density Residential. Residential Neighborhoods are also envisioned within the CRP Neighborhood and Village Districts and Concord Reuse Project Transit Oriented Development District designations.

GOAL LU-1: LIVABLE AND ENJOYABLE RESIDENTIAL NEIGHBORHOODS

Principle LU-1.1: Preserve and Enhance Neighborhood Character.

Policy LU-1.1.1: Support land use decisions that reinforce and capitalize on neighborhood strengths and benefit neighborhood identity and scale.

Policy LU-1.1.2: Require new development in residential areas to preserve and enhance positive neighborhood characteristics.

New design standards for residential development will help implement this policy.

Policy LU-1.1.3: Ensure that the scale, operation, location, and other characteristics of community facilities, including parks, schools, childcare facilities, religious institutions, and other public and



quasi-public facilities, enhance the character and quality of neighborhoods.

This will be addressed by design guidelines and standards for transitions between different uses.

Policy LU-1.1.4: Protect residential uses from the impacts of more intensive land uses through good site planning and/or appropriate mitigation and operational measures.



Screening, landscaping, restrictions on driveway access, and limitations on hours of operation can help minimize adverse impacts.

Policy LU-1.1.5: Identify opportunities for public/private cooperation and City actions for the mitigation of noise, traffic, and other potential conflicts between commercial uses, multi-family residential uses, and single-family residential neighborhoods.



Policy LU-1.1.6: Prohibit conversion of residences backing onto roadways to commercial or office uses which would gain access or seek visibility from the roadways.

Policy LU-1.1.7: Encourage high quality design upgrades for existing multi-family uses and require high quality design for new multi-family projects.

Policy LU-1.1.8: Continue to support and promote housing conservation and home remodeling, expansion, and updating to maintain the quality of the housing stock.

Examples of the City programs that will be used are in the Housing Element.

Policy LU-1.1.9: Preserve visible hillsides and open space areas through techniques such as cluster development or density transfers.

Policy LU-1.1.10: Ensure that new development in historic neighborhoods is compatible in scale and style to the character of that neighborhood, and



Policy LU-1.1.11: Allow residential care and group homes in a manner consistent with State law, while ensuring that the scale, operation, location and other characteristics of these facilities does not adversely impact the character and quality of neighborhoods.

encourage retention of historic buildings through flexible reuse provisions.

The General Plan has established a new land use designation for the North Todos Santos neighborhood. A zoning district has been created for the neighborhood to help conserve its character.



Policy LU-1.1.12: Adopt design guidelines for single family homes in existing neighborhoods to ensure that new construction and exterior alterations and additions are compatible in scale to the character of surrounding homes.

These guidelines could address such issues as the design of second story additions and limitations on house size based on lot size.

Principle LU-1.2: Facilitate Community-Oriented Neighborhoods.

Policy LU-1.2.1: Provide opportunities for neighborhood participation in the land use decision-making process.

The City will encourage and support community input in the review of new projects adjacent to residential areas. This will provide an opportunity to identify key issues and allow applicants to respond early in the process.

Policy LU-1.2.2: Pursue neighborhood planning strategies to conserve and enhance neighborhood livability and safety, and eliminate adverse characteristics that lead to neighborhood decline.



The City is committed to finding solutions to mitigate degradation of neighborhoods. The City embraces Community-Oriented Government joining with neighborhood groups to address problems identified by residents and business owners. Solutions depend on the specific issue, and span the spectrum from adding neighborhood watch groups, implementing traffic calming programs, funding organizations that provide specific neighborhood services, to ensuring that business and residential owners comply with City codes regarding private property maintenance.

Policy LU-1.2.3: Foster amenities and services that make Concord’s neighborhoods desirable places to live.

Examples include sidewalks, appropriate street lighting, bike paths, trees, parks, high quality schools and natural features, which enhance neighborhood character.

Policy LU-1.2.4: Encourage neighborhood retail and service uses within convenient walking distance of all residential neighborhoods, where feasible.

Principle LU-1.3: Encourage Infill Residential Development.

Policy LU-1.3.1: Encourage a variety of housing types on infill development sites.

Townhomes, zero-lot line single family dwellings, courtyard apartments, and small-scale multi-family projects are some of the types of housing that are suitable for infill sites.

Policy LU-1.3.2: Establish standards to address the transition between existing neighborhoods and new infill development.

Such standards could include height and setback requirements and standards for screening, lighting, landscaping, refuse collection, and location of parking.



Policy LU-1.3.3: Support higher density and mixed use development in Downtown and near transit centers and corridors.

Condominiums, apartments, or offices above stores are typical of mixed use development that would be appropriate.

Principle LU-1.4: Protect the Unique Character of Rural Residential Areas Throughout the City.



Policy LU-1.4.1: Maintain the character of rural residential areas by preserving large lot sizes and limiting lot coverage.

Policy LU-1.4.2: Allow the keeping of horses on lots larger than one-half acre in a manner that preserves the public health, safety, and general welfare of the surrounding neighborhood.

Centers

Concord is a City of neighborhoods, connected by several clusters of commercial uses that provide goods, services, and employment opportunities to both local residents and people from the surrounding communities. These clusters—referred to as “centers”—are the basis for organizing policies in the General Plan that pertain to maintaining and improving the quality and selection of commercial opportunities in Concord. The General Plan identifies three types of centers in Concord: Neighborhood/ Village Centers, Regional Centers, and Central Concord.



Neighborhood/ Village Centers

A neighborhood center is typically located on an accessible, main transportation artery and is composed of low-scale commercial land uses that provide goods and services to the local community. It is often surrounded by higher density housing, which helps to support ridership for a transit stop. Existing neighborhood centers are found throughout Concord, such as at the intersections of Treat Boulevard and Oak Grove Road, or at Ygnacio Valley Road and Clayton Road. Neighborhood centers are also planned on the Concord Reuse Project site, where they form the focal point of residential “villages” surrounding them. To ensure that a diverse range of neighborhood shopping opportunities is available and easily accessible in Concord, the Plan promotes the vitality of existing centers and their renovation. As appropriate, it also promotes the creation of new centers.



**GOAL LU-2: VIABLE AND ACCESSIBLE
NEIGHBORHOOD VILLAGE CENTERS**

Principle LU-2.1: Foster Viable, Neighborhood-Oriented Commercial Centers.

Policy LU-2.1.1: Maintain attractive and viable neighborhood-serving centers.

Policy LU-2.1.2: Encourage existing neighborhood centers to expand or adapt to market changes through reuse, rehabilitation, and infill development.

Examples of existing neighborhood centers that have undergone renovation are Clayton Valley Shopping Center, Dana Plaza, The Willows, and Olivera Crossings. The City will continue to work with shopping center owners to ensure retail success while meeting the needs of the surrounding neighborhoods.



Policy LU-2.1.3: Plan for new commercial development to expand the variety of goods and services to meet neighborhood-serving needs.

Policy LU-2.1.4: Establish standards to address the transition between new retail uses and abutting uses to reduce adverse impacts.

These standards may include transitional height requirements, setback provisions, and standards for screening, lighting, landscaping, location of parking, loading, refuse collection, and recycling facilities.



Principle LU-2.2: Maintain Community Office Uses.

Policy LU-2.2.1: Designate sites for local-serving office use in close proximity to neighborhoods that provide convenient access to local patrons, complement nearby retail enterprise, and buffer residential uses from arterial streets.

The Land Use Map shows where these sites are located, and includes a Community Office designation. Office uses are also encouraged in the various mixed use districts located



Policy LU-2.2.2:

throughout the City, including the Concord Reuse Project Area.

Allow resident-serving offices in existing neighborhood commercial centers so long as they are ancillary in size, scope, and location to primary retail uses. Resident-serving offices are also permitted in *new* neighborhood commercial centers, and need not be ancillary to retail uses in such cases if sufficient retail choices exist nearby.

Resident-serving offices are small offices serving walk-in clientele, such as accounting, legal aid, real estate brokers, and insurance and travel agents.



Regional Centers

Shopping and the use of services are activities that provide for social contact as well as business transactions. Since Concord attracts shoppers from a large region, and stores in one part of the City are often frequented by residents from other neighborhoods, regional centers are critical in shaping the identity and image of the City in the region and the neighborhoods within the City itself.



GOAL LU-3: VIABLE AND ACCESSIBLE REGIONAL CENTERS



Principle LU-3.1: Foster Strong Region-Serving Commercial Centers.

Policy LU-3.1.1:

Provide for regional centers that have an appealing mix of tenants and are designed with site amenities to attract customers from both local neighborhoods and region-wide communities.

Policy LU-3.1.2:

Maintain and enhance existing region-serving centers so that they are competitive and offer a wide spectrum of retail products.

Policy LU-3.1.3:

Encourage existing region-serving centers to expand or adapt to market changes through reuse, rehabilitation, and infill development.



Policy LU-3.1.4: Plan for new commercial development to expand or enhance the variety of goods and services to meet region-serving as well as local needs.

Policy LU-3.1.5: Identify new areas for region-serving commercial uses at locations that take advantage of major transportation routes.

These areas include, but are not limited to, Central Concord, North Concord, and the Concord Reuse Project (CRP) area.

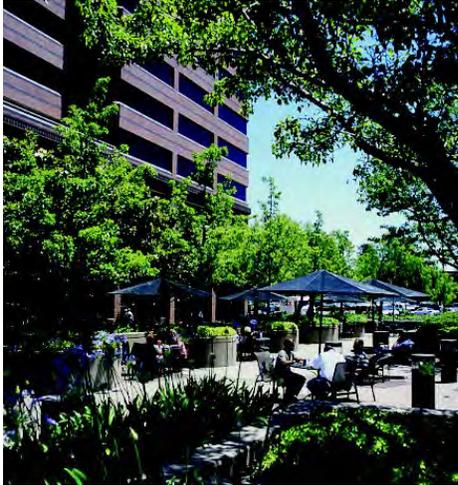
Policy LU-3.1.6: Ensure the timely implementation of necessary infrastructure to support existing and new region-serving development.

Policy LU-3.1.7: Capitalize on the opportunity for a new regional center adjacent to the North Concord – Martinez BART Station.

The CRP Area Plan calls for a new regional center including retail, office, and multi-unit residential uses in mid-rise buildings adjacent to the North Concord - Martinez BART Station. Retail and service uses at the center will complement those in other centers in Concord, and provide new shopping, dining, and entertainment choices for residents from across the City and region, as well as future residents of the CRP site and persons working nearby.

Central Concord

Central Concord is the historic, economic, and cultural heart of the City. It encompasses the original townsite that grew into Concord, and this rich historic legacy is visible in the number and variety of historic sites in the area, such as Todos Santos Plaza, the Salvio Pacheco Adobe, and the County Fire House. Central Concord is also a focal point for modern-day activities in the City. Its shopping opportunities, cultural activities, and pedestrian-oriented scale in the Downtown area ensure that it remains a main attraction for residents and visitors alike. Many of the City's major employers are also located in Central Concord, including the Bank of America Concord Technology Center, Chevron Credit Card Center, the Civic Center, and Police Headquarters. The General Plan policies for this area aim



to support the many roles that Central Concord plays in shaping the City's character and development by preserving its historic resources, promoting its social value, and creating an attractive environment in which to do business.

GOAL LU-4: IDENTIFIABLE AND DISTINCTIVE DISTRICTS WITHIN CENTRAL CONCORD

Principle LU-4.1: Promote Central Concord as the economic, social, symbolic, and historic center of the City.

Policy LU-4.1.1: Continue to expand Central Concord's role as a focal point for business, entertainment, dining, cultural, and civic gatherings.



Policy LU-4.1.2: Integrate the distinct districts within Central Concord with unifying streetscape and pedestrian amenities.

The Concord Downtown Streetscape Improvements includes a detailed list of improvements and phasing concepts along with Concord Downtown Streetscape Design Guidelines, which address private development.

Policy LU-4.1.3: Integrate mixed uses at an urban scale.

Future design guidelines will provide further direction on the design and form of mixed use development.

Principle LU-4.2: Capitalize on Downtown's Sense of Place.

Policy LU-4.2.1: Require a mix of uses to promote an active commercial and residential center.

This can be achieved by establishing standards for ground floor retail space and active street frontages, particularly around Todos Santos Plaza, and through limitations on uses that would not be compatible with or supportive of a pedestrian environment.

Policy LU-4.2.2: Allow for urban-scale development, including both amenities and services for workers and residents.

Policy LU-4.2.3: Promote pedestrian-oriented urban design.

Policy LU-4.2.4: Encourage new development projects to include amenities for public benefit, such as affordable housing, pedestrian-oriented facilities, and historic preservation.

Pedestrian-oriented facilities are enhanced with amenities such as outdoor seating, plazas, public art, weather protection, transit waiting areas (benches and shelters), and links to regional trails and bikeways.

Policy LU-4.2.5: Allow multiple anchor uses and mixed use development surrounding Todos Santos Plaza to attract retail clientele and encourage pedestrian activity.

The Development Code will allow for mixed use and will ensure that uses directly facing Todos Santos Plaza activate the street and encourage pedestrian activity.

Policy LU-4.2.6: Limit building heights for new structures in the blocks immediately adjacent to Todos Santos Plaza with an inclined daylight plane requiring upper-story setbacks to ensure sunlight access for public spaces.

This is the preferred approach for height limits around downtown squares. The total amount of floor area will be governed by the floor area ratio.



Policy LU-4.2.7: Facilitate the relocation of gas stations, auto repair, and service uses to service commercial areas throughout the City.

Policy LU-4.2.8: Encourage preservation of historic buildings to the maximum extent feasible.

Policy LU-4.2.9: Designate land around the Downtown BART Station as a transit overlay zone and offer incentives to support the use of mass transit.



Employment Districts

Employment Districts are relatively large areas of the City dominated by low-rise to high-rise office, high technology, light industrial and other job generating land uses. The associated land use designations are Business Park, Heavy Industrial, West Concord Mixed Use, and Downtown Mixed Use. The Concord Reuse Project Area also includes Employment District designations, including TOD Districts and Non-Residential Districts.

GOAL LU-5: A DYNAMIC AND DIVERSIFIED OFFICE SECTOR

Principle LU-5.1: Expand and Enhance Regional Office Uses in Central Concord and the North Concord - Martinez BART Station Area.



Policy LU-5.1.1: Maintain and expand Concord as a regional employment center.

The central focus of the City's economic development strategy is to enhance Concord's role as a regional center.

Policy LU-5.1.2: Promote a large, diverse regional office sector to ensure a resilient economic base.

Policy LU-5.1.3: Provide sites for professional, administrative, and headquarters office space in Central Concord and other transit-oriented development (TOD) locations.



Policy LU-5.1.4: Assure high quality design and site planning of regional offices that establish a cosmopolitan image and contribute to the character of the City as a whole.



GOAL LU-6: A THRIVING RESEARCH, DEVELOPMENT, AND PRODUCTION SECTOR

Principle LU-6.1: Encourage the Development of Office and Business Parks.

Policy LU-6.1.1: Provide sites for research and development, professional and medical offices, and similar uses in campus-like settings.

A distinction will be made between business park areas intended to accommodate offices in a landscaped environment, and business park areas that would be more industrial in character, with uses that require outdoor activities or outdoor storage of vehicles and goods. The former would be in an Office Business Park Zoning District and the latter would be in an Industrial Business Park Zoning District.



Policy LU-6.1.2: Provide sites for employment-generating businesses, technology-based businesses, and light industrial uses wishing to locate in Concord.

The establishment of both the Office Business Park and Industrial Business Park Zoning Districts will enable the City to identify areas where these uses can be located. Future planning for the Concord Reuse Project site may make similar distinctions.

Policy LU-6.1.3: Encourage the reuse of existing heavy industrial uses with light industrial, office, and/or industrial business park uses.

Policy LU-6.1.4: Restrict retail in office and business park areas to wholesale, bulk retail, and small-scale uses serving employees.

Policy LU-6.1.5: Establish standards for outdoor storage and uses incidental to primary uses.



Screened outdoor storage areas may be allowed as an incidental use in the Industrial Business Park zoning district.

Public/Quasi-Public Uses

Public/Quasi-Public uses are located throughout the City and include the Buchanan Field Airport, John Muir Medical Center, and the California State University.

GOAL LU-7: AN EXCELLENT FULL SERVICE COMMUNITY

Principle LU-7.1: Foster the Viability and Expansion of Buchanan Field Airport.

Policy LU-7.1.1: Support augmentation of the airport operation that is consistent with the City's Economic Vitality Strategy.

Policy LU-7.1.2: Provide for compatibility between the airport and neighboring land uses within the Airport Influence Area through review of new development projects for consistency with noise, safety, and airspace protection.

Policy LU-7.1.3: Enforce safety compatibility criteria consistent with the County Airport Land Use Commission (ALUC) Plan for new development projects within airport safety zones.

Policy LU-7.1.4: Forward applications for general plan amendments, rezoning requests, and major land use actions as appropriate to the County Airport Land Use Commission (ALUC) for review.

Policy LU-7.1.5: Adopt development standards for new development projects within the Airport overlay district.

Principle LU-7.2: Provide for a Premier Medical Center.

Policy LU-7.2.1: Support and encourage the expansion and continued renewal of the John Muir Medical Center and activities.



Policy LU-7.2.2: Require the John Muir Medical Center to minimize impacts, to the maximum extent feasible, on adjacent residential neighborhoods.

Policy LU-7.2.3: Allow medical/dental offices, medical laboratories, clinics, and related support services to cluster around John Muir Medical Center.

Policy LU-7.2.4: Require new hospital facilities to be designed to ensure potential environmental hazards associated with medical care are managed appropriately.

Principle LU-7.3: Promote Higher Education in Concord.

Policy LU-7.3.1: Encourage the development of private and public institutions of higher education.

Policy LU-7.3.2: Promote California State University as a region-serving institution of higher education.

The Concord Reuse Project Area Plan includes an approximately 120-acre site designated for a future campus. A new CSU Campus is one potential use for the site.

Policy LU-7.3.3: Coordinate with the California State University to help ensure that their improvements, such as roadways, utilities, and campus facilities, are consistent with City plans.

Principle LU-7.4: Support Concord's Port.

Policy LU-7.4.1: Coordinate with the County and the marine terminal owner to promote "Port Priority Uses" in the Concord Naval Weapons Station-Tidal Area, consistent with the San Francisco Seaport Plan.

Policy LU-7.4.2: Allow non-port uses such as public access and commercial recreation development only if such uses would not impair existing or future use of Concord's port area for port purposes.

Concord Reuse Project (CRP)

A transformed former Concord Naval Weapons Station (Concord Reuse Project) with land uses and design features that enhances the quality of life for all Concord residents.

GOAL LU-8:

Principle LU-8.1: Achieve a complete and diverse community that provides well-connected neighborhoods and districts with high-quality urban design and convenient access to open space, daily necessities, and regional transit.

Policy LU-8.1.1: Provide diverse housing choices on the CRP site, including ownership and rental housing, a variety of unit types and densities, and a mix of price levels.

Multiple housing types (including ownership and rental housing) should be located on individual or adjacent blocks where possible, helping to fulfill the vision of a mixed income community serving many different household types.

Policy LU-8.1.2: Create multiple distinct neighborhoods within the CRP site, organized around village centers or transit-oriented development areas with neighborhood services, open spaces, and community facilities.

Policy LU-8.1.3: On the portions of the CRP site that adjoin existing Concord neighborhoods, design open spaces and new buildings to be compatible in scale with adjacent established uses.

Policy LU-8.1.4: Provide a variety of workplaces and shopping areas on the CRP site, designed for easy access by transit, pedestrians and bicycles.

Policy LU-8.1.6: Design built features and the circulation system to respond to the CRP site's natural form. Where slopes of 30 % or greater occur within planned development areas on the CRP site, they should generally be set aside as open space.

Policy LU-8.1.7: Follow community design principles which reduce greenhouse gas emissions and support environmental sustainability.

These principles include an emphasis on pedestrian and bicycle travel, easy access to transit from all new development, mixing of land uses to reduce trip generation, higher densities near the BART Station, and the creation of attractive streetscapes which make walking or bicycling comfortable and safe.

Policy LU-8.1.8: Maximize views from public rights of way and public spaces on the CRP site to natural features, including but not limited to Mount Diablo, the California Delta, and the Los Medanos Hills, provided the resulting design is consistent with the climate action program.

Policy LU-8.1.9: Provide street and open space connections between the CRP site and established Concord neighborhoods at appropriate locations to improve accessibility and create a more cohesive and connected city.

Principle LU-8.2: Provide for a balance between development and open space on the CRP site.

Policy LU-8.2.1: Designate the most environmentally sensitive portions of the CRP site, including the Los Medanos Hills and the Mt Diablo Creek corridor, as permanent open space.

Policy LU-8.2.2: Incorporate a network of greenways within the CRP site that help define neighborhood edges, connect residents to services and workplaces, and provide access to recreational features and open space.

Policy LU-8.2.3: Develop new community and neighborhood parks within proposed CRP development areas which complement and expand the citywide park system.



Policy LU-8.2.4: Include small scale open spaces such as pocket parks and plazas in the CRP site's community gathering places, such as Village Centers and the transit-oriented district around the BART station.

Design of Buildings, Public Spaces and Infrastructure

Site and Building Design

GOAL LU-9: WELL-DESIGNED DEVELOPMENT



Principle LU-9.1: Require High Quality Building Design and Site Planning.

Policy LU-9.1.1: Establish design standards that achieve the highest quality of building design and use high-quality materials.

Policy LU-9.1.2: Establish design standards that provide for cohesive, well-integrated, functional development and ensure neighborhood compatibility with appropriate height transitions, setbacks, screening and buffering for adjacent residential development.

Design standards or guidelines will be developed or updated following the update of the Concord Development Code.



Policy LU-9.1.3: Require new commercial development to provide comprehensive landscaping, including hardscape and parking lot areas as well as pervious areas.



Policy LU-9.1.4: Require parking areas to be screened, to the maximum extent possible, from the public rights-of-way or located behind commercial structures instead of adjacent to the right-of-way.

Policy LU-9.1.5: Require utilities to be placed underground or screened from public view.

This policy is intended for telecommunication lines and electric distribution systems and related ancillary facilities, and would not apply to solar panels. Using underground vaults and screening for exterior transformers



and other types of utility equipment can reduce visual impacts.

Policy LU-9.1.6: Establish standards for new development and additions to existing development to incorporate green building measures.

Green building measures will be established through the City's Climate Action Plan.

Policy LU-9.1.7: Incorporate green building principles and practices into the planning, design, construction, management, renovation, operations and demolition of all facilities that are constructed, owned, managed or financed by the City.

Policy LU-9.1.8: Capitalize on the opportunities presented by the Concord Reuse Project site to become a national model for sustainable development and innovative architecture and design.

Principle LU-9.2: Enhance function and efficiency of infill development.

Policy LU-9.2.1: Encourage land assembly to achieve building sites large enough for safe, efficient, on-site vehicular circulation, and ample landscaping.

Policy LU-9.2.2: Allow unique, diverse, and creative design solutions for infill development that are compatible with and enhance existing neighborhoods and shopping areas.

The Development Code will provide for flexibility for infill projects, as long as a project meets General Plan policies and does not adversely impact neighborhoods. See also Policy LU-1.3.2.

Policy LU-9.2.3: Apply site planning techniques that minimize the amount of impervious paving, promote pedestrian safety, and reduce urban runoff in commercial centers.

All new development in California is required to follow Best Management Practices (BMPs) that reduce erosion, sedimentation and other



urban runoff from parking lots and commercial centers through the use of permeable surfaces, on-site detention, sediment trapping and filtering and landscaping. Permeable pavements, in particular, have tremendous potential for stormwater management. Pedestrian safety can be achieved through installing better security lighting and signage, creating grade-separated walkways, and marking pedestrian crossings.

Public Spaces and Infrastructure

GOAL LU-10: HIGH-QUALITY URBAN DESIGN IN PUBLIC SPACES AND INFRASTRUCTURE

Principle LU-10.1: Create Attractive, Inviting Public Spaces and Streets that Enhance the Image and Character of the City.

Policy LU-10.1.1: Encourage streetscape and façade improvements to enhance the appearance of existing uses along major arterials.

Policy LU-10.1.2: Require new development to provide and maintain right-of-way improvements along project frontages such as landscaping, street trees, and other amenities that enhance the streetscape appearance.

Policy LU-10.1.3: Maintain an aesthetically pleasing street network that helps frame and define the community while meeting the needs of pedestrians, bicyclists, and motorists.

Policy LU-10.1.4: Enhance the appearance of the streetscape by expanding and maintaining Concord’s landscaping within its public rights-of-way.

Policy LU-10.1.5: Require trees and other landscaping within parking lots.

Trees provide shading and also screen cars, reducing the visual impacts of large parking lots.

Policy LU-10.1.6: Strengthen the identity and upgrade the appearance of important City gateways, including the City’s two BART stations.

Policy LU-10.1.7: Implement urban design measures which visually and functionally integrate the Concord Reuse Project site into the existing City and reduce perceptions that the site is a separate community.

Planning Area Boundary

The Land Use Map in Figure 3-2 identifies an area outside the City’s corporate limit and Sphere of Influence that is inside the Concord “Planning Area Boundary.” This area is delineated because of the City’s interest in protecting open space and preserving the open space character on hillsides visible from Concord’s neighborhoods and commercial districts. The following policies are intended to assert the City’s commitment to coordinating open space planning with neighboring jurisdictions to protect the surrounding hillsides from visible development.



GOAL LU-11: OPEN SPACE PROTECTION

Principle LU-11.1: Protect Ridgelines and Visible Hillsides.

Policy LU-11.1.1: Encourage the County and adjacent cities to prohibit new development on ridgelines and in protected viewsheds, but allow appropriate beneficial and reasonable open space uses in these areas, to preserve the open space character of areas visible from Concord’s neighborhoods and commercial districts.

Policy LU-11.1.2: On any land to be annexed to the City, require new development to be clustered to reduce both environmental and visual impacts of hillside development.

Policy LU-11.1.3: Work with the County and adjacent jurisdictions to ensure that zoning and subdivision regulations applicable to all unincorporated development visible from or environmentally impacting the City’s Planning Area reflect General Plan Policy direction.



Actions the City will request of the County and adjacent jurisdictions include:

- *Designating protected ridgelines, creeks, and other significant resource areas, along with daylight plane or setback standards;*
- *Defining protected viewsheds; and*
- *Designating growth limits and clustering provisions for very low-density hillside residential development based on slope and elevation to ensure viewshed protection.*

Policy LU-11.1.4: Minimize cut-and-fill of natural hillsides.

Policy LU-11.1.5: Ensure that developers of projects in the City work with landowners in adjacent jurisdictions and appropriate regulatory agencies to incorporate natural creekways as open space amenities into the design of projects as a condition of approval.

Policy LU-11.1.6: Work with the County, landowners, and developers to set back buildings between Evora Road and State Route 4 from the edge of State Route 4 to mitigate visual and noise impacts.

Policy LU-11.1.7: Encourage new development in all adjacent jurisdictions to provide trailheads and linkages to a multi-use trail system.

Policy LU-11.1.8: Encourage the provision of wildlife corridors to ensure the integrity of habitat linkages and preserve the character of visible hillsides and open space.

Policy LU-11.1.9: Oppose any expansion of the County Urban Limit Line (ULL) that would allow development in protected viewsheds or on visible hillsides or other environmental impacts located within the unincorporated portion of the City's Planning Area Boundary.

While the City is not opposed to expansion of the County's ULL per se, the City will raise objections to any new development in the unincorporated area that results in visible development on slopes and hillsides areas within the City's Planning Area Boundary. The City will evaluate all development proposals by neighboring cities and the County within Concord's Planning Area Boundary to determine if there are potential visual impacts.

Policy LU-11.1.10: Recognize the Los Medanos Hills between Concord and Pittsburg/ Bay Point as an essential part of the City's character and open space "frame", and take steps to preserve this area as permanent open space.



4 GROWTH MANAGEMENT

4.1 BACKGROUND AND CONTEXT

The purpose of the Growth Management Element is to provide guidance and specific actions to manage and mitigate the impacts of future urban growth and development within the City of Concord. The Growth Management Element has four key objectives:

- To ensure that new residential, business, and commercial growth pays for the facilities required to meet the demands resulting from that growth
- To support cooperative transportation and land use planning among Contra Costa cities, towns, and transportation agencies, including the City of Concord
- To support land use patterns within Concord that make more efficient use of the transportation system
- To support infill and revitalization in existing urban and brownfield areas.

This comprehensive, long-range Element establishes goals, principles, policies, and benchmarks for the City's transportation systems and public services. The intent is to balance the demands for transportation improvements and public facilities generated by new development with the plans of service providers, capital improvement programs, transportation improvement programs, and development mitigation programs.

New urban growth and development in the City will increase the need for transportation improvements and infrastructure. The City regards the performance standards and benchmarks in this Element as an important component in assessing and mitigating the impacts of this development. The Growth Management Element not only ensures that adequate transportation infrastructure and public facilities are provided as Concord grows, but also that the quality of life enjoyed by Concord's residents and businesses is preserved and enhanced.

The Growth Management Element responds to the requirements of the Measure J Growth Management Program, approved by Contra Costa County voters in 2004 and administered by the Contra Costa Transportation Authority (CCTA). Measure J authorized a 25-year extension of the previous Measure C Contra Costa Transportation Improvement and Growth Management Program (GMP) approved by the County's voters in 1988. The extension will raise a total of \$2 billion, which will help fund transportation improvements. The money is derived from a ½ percent transportation and retail transactions and use tax intended to address existing, major regional transportation problems. The funding is allocated to the 18 cities in Contra Costa County on a per capita basis.

Local jurisdictions receive 18 percent of Measure J sales tax revenues only if they comply with the GMP requirements. To qualify for these funds, each jurisdiction must:

- Adopt a Growth Management Element or Correspondence Table demonstrating compliance;
- Participate in an ongoing cooperative planning process with other jurisdictions in Contra Costa County;
- Adopt a development mitigation program that ensures that new development pays its fair share of the costs of additional facilities needed to support it;
- Disclose the impacts of local land use decisions on the transportation system;
- Adopt a transportation systems management resolution or ordinance;
- Address housing options to demonstrate reasonable progress in providing housing opportunities for all income groups; and
- Adopt an Urban Limit Line (ULL).

The Growth Management Element incorporates specific requirements of Measure J and augments them with additional policies and level of service (LOS) benchmarks. These benchmarks are consistent with those referenced in other elements of the 2030 Concord General Plan, including the Concord Reuse Project (CRP) Area Plan.

4.2 GOALS, PRINCIPLES, AND POLICIES

GOAL GM-1: ORDERLY AND EFFICIENT URBAN GROWTH

Under this goal, the City plans to provide for orderly and efficient growth within Concord's Urban Limit Line (ULL)¹. The ULL promotes a compact urban development pattern and protects open space resources. The City intends to ensure that new developments within the ULL will be served with adequate public infrastructure and that future services will be provided without impacting existing residents and businesses.

Principle GM-1.1: Promote orderly and efficient growth and protect open space by maintaining an Urban Limit Line.

Policy GM-1.1.1: Allow urban development only within the City's Urban Limit Line.

For purposes of this policy, "urban development" means development requiring one or more basic municipal services, including but not limited to water service, sewer service, and storm drainage.

GOAL GM-2: AN EFFICIENT LAND USE PATTERN

The City is committed to achieving land use patterns that make more efficient use of the transportation system. The intent of the principles and policies below is to encourage infill development within the urban area, support alternative transportation modes, ensure the orderly development of the Concord Reuse Project site, and promote a balance between resident workers and jobs in Concord.

Principle GM-2.1: Support land use patterns that make more efficient use of the transportation system.

Policy GM-2.1.1: Support infill and revitalization in urban and brownfield areas, including the Concord Reuse Project site.

¹ On November 13, 2007, the City approved Resolution 07-80, thereby adopting Contra Costa County's voter-approved 'Measure L' ULL. The resolution included a provision that if the tidal portion of the Concord Naval Weapons Station is closed and becomes available for civilian or joint use under the City of Concord's planning jurisdiction, the City will initiate proceedings for a voter approved ULL.



Policy GM-2.1.2: Support transit-oriented mixed-use development.

Principle GM-2.2: Strive to attain a balance between resident workers and jobs in Concord.

Policy GM-2.2.1: Support Concord’s economic development programs and seek to attract high quality employment opportunities for local residents and others residing near local job centers.

Policy GM-2.2.2 Give priority in the City’s housing programs to persons employed in local and nearby jobs.

Policy GM-2.2.3: Accommodate home business uses that do not create residential neighborhood disruptions due to excessive traffic, parking, noise, pollution, odors, or unsightly storage or activities not consistent with residential surroundings.

GOAL GM-3: ADDITIONAL AFFORDABLE HOUSING OPTIONS

Under this goal, the Growth Management policies meet a specific requirement of the Measure J GMP to address housing options for all income levels in Concord. The Housing Element provides additional goals, policies and programs that promote a balanced supply of housing types, densities and prices to meet the needs of all income groups in Concord.

Principle GM-3.1: Strive to ensure the availability of affordable housing.

Policy GM-3.1.1: Promote housing opportunities for all income levels.

Policy GM-3.1.2: Ensure that implementation of Growth Management measures does not impede development of affordable housing.

The City’s progress in implementing the Housing Element will continue to be addressed in the annual report submitted by the City to the State Department of Housing and Community Development and will further be addressed in the biennial compliance checklist required by Measure J.

GOAL GM-4: REDUCE THE NUMBER AND LENGTH OF COMMUTE TRIPS MADE BY SINGLE OCCUPANT VEHICLES

Under this goal, the City seeks to reduce the number and length of commute trips by encouraging implementation of Transportation Demand Management (TDM) measures. These measures complement other General Plan policies supporting land use patterns that make more efficient use of the transportation system.

Principle GM-4.1: Promote reduced commute trips and lengths.

Policy GM-4.1.1: Encourage new development to develop and implement TDM measures which reduce commuting by single occupant vehicles and instead promote and encourage transit, ridesharing, bicycling, walking, and other measures for the journey to work.

The City's TDM measures are specified in the adopted "Concord Transportation Demand Management Program Ordinance." The Concord TDM Program serves to promote and encourage the use of alternatives to commuting by single-occupant vehicles. It supports regional efforts to relieve traffic congestion, thereby reducing noise, pollution and energy consumption. TDM measures may include but are not limited to promoting the use of transit, ridesharing, bicycling, walking, flexible work hours and telecommuting as alternatives to single-occupant vehicles.

Principle GM-4.2: Support transit, bicycling and walking.

Policy GM-4.2.1: Require new development to incorporate transit, bicycle and pedestrian access where feasible and appropriate, consistent with the General Plan Transportation and Circulation Element and the Countywide Bicycle and Pedestrian Master Plan.

See the Transportation and Circulation Element for additional policies on this topic.

**GOAL GM-5: A COOPERATIVE REGIONAL
TRANSPORTATION AND LAND USE
PLANNING PROCESS**

Under this goal, the polices meet specific requirements of the Measure J GMP that support a cooperative transportation and land use planning process in Contra Costa County. The City will participate in an ongoing process with other jurisdictions and agencies to create a balanced, safe and efficient transportation system and to manage the impacts of growth.

Principle GM-5.1: Support cooperative transportation and land use planning in Contra Costa County.

Policy GM-5.1.1: Continue to participate in multi-jurisdictional transportation planning efforts.

Policy GM-5.1.2: Adopt the Central County Action Plan process for notification and review of the traffic impacts of proposed new developments and work with TRANSPAC (Transportation Partnership and Cooperation) and CCTA to develop, implement and update local and regional actions specified in the adopted Central County Action Plan for Routes of Regional Significance as indicated in Figure 4.1 and listed in Table 4-1.

TRANSPAC is the Regional Transportation Planning Committee for Central Contra Costa County. It primarily (although not exclusively) operates under the umbrella of CCTA. Routes of Regional Significance defined by TRANSPAC in the Central County Action Plan include freeways and major arterials (listed in Table 4-1) serving heavy volumes of commute trips through the region. The City's participation in TRANSPAC activities include development and update of the Central County Action Plan and cooperating in the assessment and mitigation of traffic impacts in neighboring jurisdictions.

Figure 4.1: Routes of Regional Significance in Concord

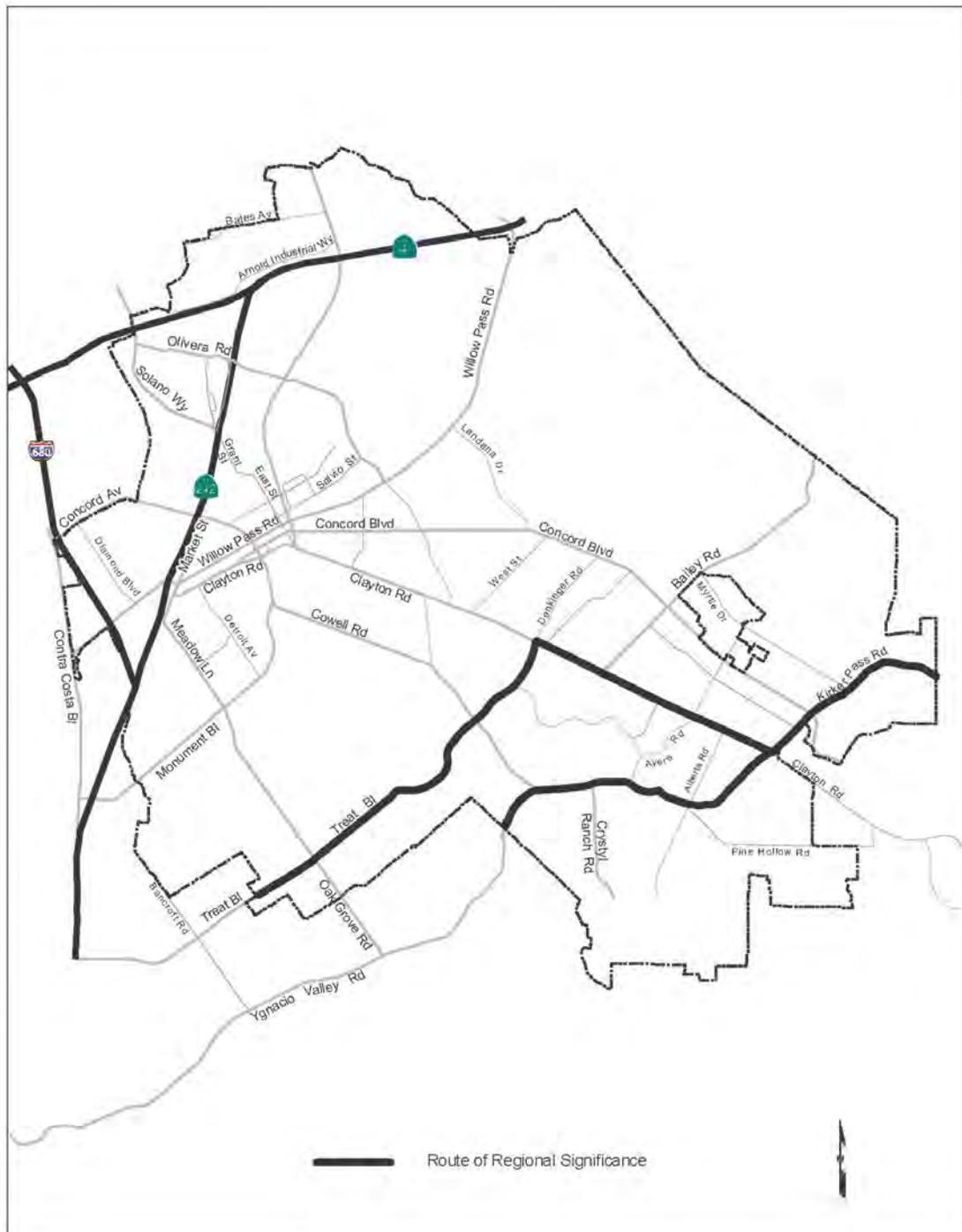


Table 4-1: Routes of Regional Significance

Freeway/Arterial	From	To
I-680	Northern City Limit	Southern City Limit
SR 242	SR 4	I-680
SR 4	Western City Limit	Eastern City Limit
Kirker Pass Road	Eastern City Limit	Clayton Road
Ygnacio Valley Road	Western City Limit	Clayton Road
Clayton Road	Treat Boulevard	Kirker Pass Road
Treat Boulevard	Western City Limit	Clayton Road

Source: Contra Costa Transportation Authority, 2008.

Policy GM-5.1.3: Circulate traffic impact analyses to affected jurisdictions and to TRANSPAC for review and comment.

Policy GM-5.1.4: Work with TRANSPAC on future updates to the Subregional Transportation Mitigation Program (STMP).

The TRANSPAC STMP is intended to fulfill the requirement for a regional transportation mitigation program established by CCTA as part of each jurisdiction’s compliance with Measure J. The STMP creates a requirement for inter-jurisdictional agreements to mitigate the impacts of net new peak hour vehicle trips should a proposed development meet or exceed established thresholds for Routes of Regional Significance and result in significant cumulative traffic impacts on such Routes. The STMP process is described in detail in the Central County Action Plan for Routes of Regional Significance.

Policy GM-5.1.5: Apply the CCTA travel demand forecasting model and *Technical Procedures* for analysis

of General Plan Amendments and major development projects estimated to generate 100 or more net new peak hour vehicle trips. The model should be used to disclose and evaluate the potential impacts of new development on the local and regional transportation systems. When using the model, make findings of consistency with adopted Action Plans for Routes of Regional Significance or findings of special circumstances, including imposition of appropriate mitigation measures by the City and CCTA, in the event adopted standards for Routes of Regional Significance will be exceeded.

The impacts of development on Multi-modal Transportation Service Objectives (MTSOs) should be specifically evaluated. MTSOs have been established in the Central County Action Plan to ensure that Routes of Regional Significance continue to perform acceptably for multiple travel modes as future development occurs.

Policy GM-5.1.6: Assist CCTA in maintaining its travel demand modeling system by providing information on proposed transportation improvements, including those adopted as part of the City's ten-year Capital Improvement and Transportation Improvement Program (CIP/TIP), proposed land use changes and development projects, and ABAG's biennial projections for households and jobs within the City.

Policy GM-5.1.7: Participate in the preparation of the CCTA Countywide Comprehensive Transportation Plan (CTP) and work with TRANSPAC and CCTA on developing plans, programs and studies to address countywide transportation planning and growth management issues.

The CTP is CCTA's broadest policy and planning document and presents the Authority's vision and goals. It outlines

strategies for addressing transportation and growth management issues within Contra Costa County and also brings together the various Action Plans for Routes of Regional Significance.

Policy GM-5.1.8: Participate in facilitation efforts by the Contra Costa Transportation Authority to resolve disputes related to the development and implementation of Action Plans and other programs described in the Growth Management Element.

Policy GM-5.1.9: Prepare a biennial checklist for the purposes of reporting to CCTA on compliance with the Measure J Growth Management Program.

GOAL GM-6: MANAGE FUTURE TRAFFIC CONGESTION

Under this goal, the Growth Management Element incorporates principles and policies to manage future traffic congestion by incorporating level of service (LOS) benchmarks for City intersections and roadway segments. The benchmarks will be used by the City to determine appropriate mitigation measures for future projects, and to help inform land use planning and transportation investments. “Benchmarks” are used rather than “standards” so that the City has the flexibility to develop place-based transportation solutions. These solutions balance transportation goals with other General Plan goals related to land use and environmental sustainability.

Principle GM-6.1: Manage future traffic congestion by maintaining traffic level of service benchmarks for local roadways.

Policy GM-6.1.1: Use the level of service (LOS) benchmarks listed in Table 4-2 to describe the performance of the City's signalized intersections and roadway segments.

Table 4-2: Levels of Service Benchmarks for Signalized Intersections and Roadway Segments in Concord

Location	Level of Service (LOS)	Range of Volume/Capacity (v/c) Ratios
Central Business District ² , within one-half mile of a BART Station, or on transit routes ³ .	LOS E	Up to 1.00 v/c
Outside the Central Business District, outside one-half mile of a BART Station, and not on transit routes.	LOS D	Up to 0.90 v/c
Designated Congestion Management Plan (CMP) Routes:		
1. CMP Monitoring Intersections operating at LOS F in 1991 (per the CMP) ⁴ and roadway segments connecting to one or more of such intersections; and	LOS F	Greater than 1.00 v/c
2. All remaining CMP Monitoring Intersections and roadway segments ⁵ connecting to one or more of such	LOS E	Up to 1.00 v/c

² **Figure 4.2** provides an area map of the Central Business District. The Central Business District is generally defined as the area bound by Concord Avenue and Salvio Street to the north; Willow Pass Road, Clayton Road and Galindo Street to the south; Port Chicago Highway, Oakland Avenue and Mesa Street to the east; and I-680 to the west.

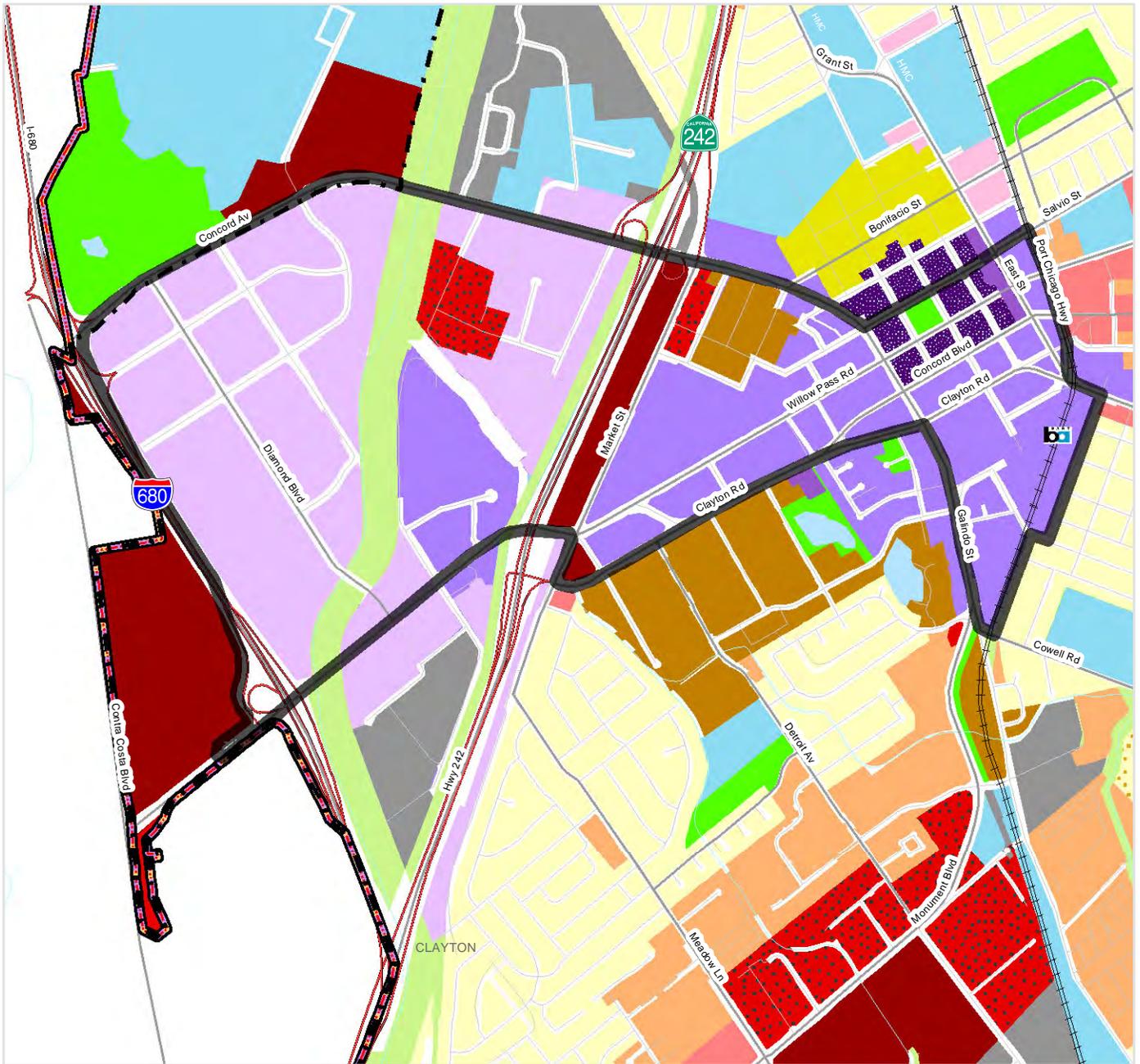
³ Transit routes are generally defined as serving two or more transit lines.

⁴ **Figure 4.3** provides an area map of CMP Monitoring Intersections.

⁵ LOS F if roadway segment is located between LOS E and LOS F Monitoring Intersections.

Figure 4-2

Concord 2030 General Plan Central Business District



2030 General Plan Land Use

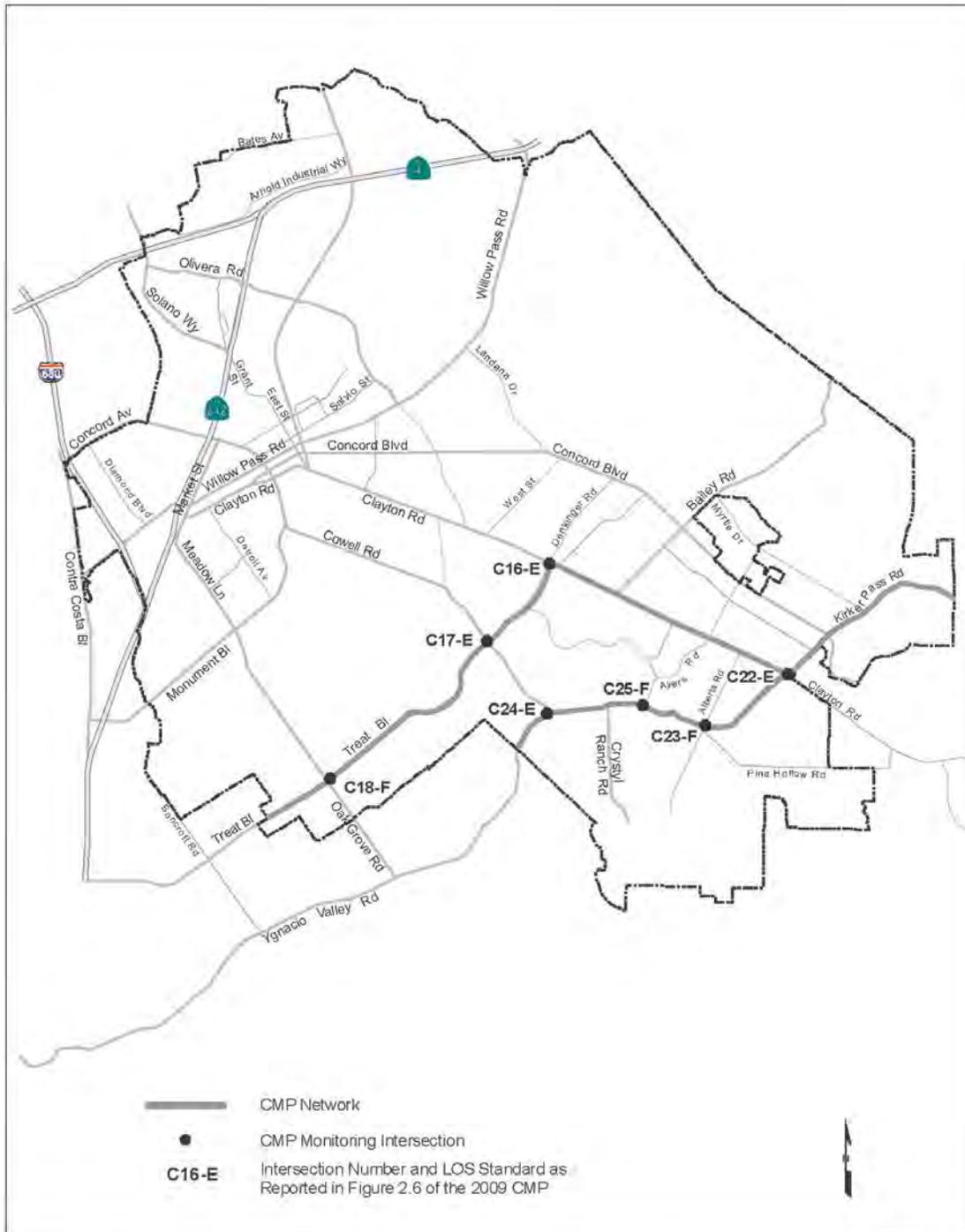


Sources: City of Concord, Dyett & Bhatia, Arup, 2011

Date: 04/11/2012

Path: S:\data\concord\arc_projects\planning\GPA\ARUP_reuse\GP\FIG4-2-NEW&x11.mxd

FIGURE 4.3 LOS for CMP-Monitored Intersections in the City of Concord





Policy GM-6.1.2: Require a traffic impact study for General Plan Amendments and major development projects estimated to generate 100 or more net new peak hour vehicle trips, based on local conditions.

All traffic impact studies will be consistent with the Technical Procedures published by CCTA. Trip generation review also may be required for new development projects and General Plan Amendments estimated to generate less than 100 net new peak hour vehicle trips, based on local conditions.

Policy GM-6.1.3: Identify City-sponsored capital improvement projects necessary to maintain acceptable levels of service, consistent with the City's CIP/TIP.

A financial plan listing funding sources for such projects as well as the intended project phasing shall be identified in the City's CIP/TIP.

GOAL GM-7: DEVELOPMENT MITIGATION

The City will continue to implement a comprehensive program which links the review and approval of new development to forecasts and plans for transportation improvements, public services, and public facilities.

Principle GM-7.1: Mitigate the impacts of new development on public facilities and services.

Policy GM-7.1.1: Continue to require new development to pay a local traffic impact fee based on its proportional share of the cost to construct citywide transportation improvements to mitigate development impacts.

The revenue provided from this program shall not be used to replace developer funding of any project-specific improvements that are required above and beyond the citywide improvements identified in this program.

Likewise, Measure J funds will not be used in lieu of developer funding for transportation projects deemed necessary to mitigate the impacts of specific development projects.

Policy GM-7.1.2: Participate in the TRANSPAC Sub-regional Transportation Mitigation Program to fund the regional transportation improvements needed to mitigate the impacts of new development on the regional transportation system.



Principle GM-7.2: Establish performance standards for public services and facilities.

Performance standards for public services and facilities such as parks, schools, and utilities have been established through other elements of this General Plan. For example, the Parks, Open Space, and Conservation Element establishes a standard of five acres of parkland per every 1,000 residents. Future developers must dedicate land or pay an in-lieu fee to ensure that this standard is met as new housing is constructed. The intent is to establish a clear linkage between future urban growth and the adequacy of community services and facilities.

Policy GM-7.2.1: Require new development to contribute to or participate in the establishment and improvement of parks, fire, police, sanitary sewer, water, and flood control systems in proportion to the demand generated by project occupants and users. The City will manage a development mitigation program that ensures that development pays its share of the costs associated with the provision of these facilities, consistent with the policies in other elements of the General Plan.

Policy GM-7.2.2: Approve new development projects only after making findings that one or more of the following conditions are met:

- a. An adopted mitigation program will result in performance standards being achieved before or at the time of project occupancy;
- b. Implementation of project-specific mitigation measures are needed in order to ensure maintenance of performance standards, and such measures will be required of the project applicant; or
- c. Capital improvement projects planned by the City or a special district(s) will result in maintenance of the performance standards.

Policy GM-7.2.3: Identify City-sponsored capital projects necessary to maintain levels of performance in the City's CIP/TIP.

A financial plan listing funding sources for such projects as well as the intended project phasing is identified in the City's CIP/TIP. Life-cycle costs associated with capital improvements, including park and recreational improvements as well as transportation and infrastructure improvements, should also be considered in this process.

Policy GM-7.2.4: Review and update the City's development impact fee schedule to ensure that new development pays its proportional share of the costs associated with the provision of public facilities.



5

TRANSPORTATION AND CIRCULATION

5.1 OVERVIEW

The Transportation and Circulation Element is intended to provide guidance and specific actions to ensure the continued safe and efficient operation of the City of Concord’s circulation system. The Element is based on a fundamental philosophy that traffic conditions in the City can be managed through a comprehensive program of transportation planning, land use planning, and growth management strategies. This Element includes provisions for vehicular, transit, aviation, maritime, pedestrian, and bicycle transportation modes.

The Transportation and Circulation Element responds directly to the Concord Municipal Code, which states, “The Transportation Element of the General Plan and studies in conjunction with future development potential in the City have identified improvements that are necessary to the City’s transportation system. As development occurs, improvements to the transportation system must be assured through a planned program of roadway improvements and funding mechanisms.”

State law recognizes that circulation and land use are closely related and requires that policies in this Element and the Land Use Element be linked. Careful integration of the City’s traffic and circulation policies with its land use policies will ensure that there is sufficient capacity to accommodate travel needs generated by planned future development. The City is committed to designing a system of regional routes, local roads, public transit, and bicycle and pedestrian routes that will enhance the community and protect the environment.

The Transportation and Circulation Element includes policies related to the physical framework for development that the circulation system is designed to serve, and includes policies for the airport and port environs. The Element is supported by a commitment to provide a multi-modal transportation system which

helps achieve long-term goals related to air quality improvement and greenhouse gas reduction.

This Element also responds to the challenges of managing transportation demand associated with the Concord Reuse Project. As the Reuse Project is implemented, traffic will increase on existing Concord roadways. This Element includes policies which address this traffic, both through improvements to the transportation system and through land use and design strategies which reduce growth in automobile travel.

5.2 BACKGROUND AND CONTEXT

Concord's Transportation/Circulation Element incorporates three strategies. First, transportation programs are based on the integration of circulation system planning and land use planning. Second, the City's traffic circulation planning efforts are integrated with those of the Contra Costa Transportation Authority (CCTA) and Caltrans in a cooperative, regional planning effort. Third, state of the art traffic engineering and transportation systems management programs are used to reduce per capita vehicle miles traveled and bring planned improvements to reality. Only through the development and implementation of all these strategies can the City's commitment to a balanced, efficient circulation system be achieved.

Another objective of this Element is to create a balanced transportation system that serves bicyclists and pedestrians as well as motor vehicles. The Element incorporates "complete streets" policies, as required by State law. The concept of complete streets is that roads should be designed to meet the needs of multiple users, including motorists, bicyclists, pedestrians, transit users, and persons of different physical capabilities. This concept will be advanced by retrofitting existing streets so they become more pedestrian-friendly, and by designing new streets with wider sidewalks, pedestrian crossings, bicycle lanes, and other features which make them safer and more comfortable for non-motorized travel.

Guidelines for retrofitting existing streets will be further defined through a citywide Climate Action Plan, designed to reduce motorized vehicle travel and related greenhouse gases. On the Concord Reuse Project (CRP) site, the complete streets philosophy will be an integral part of community design and circulation. The Reuse Project has been designed to make walking, bicycling, and transit use the preferred modes of travel, and to make driving an option rather than a necessity.

The Transportation Element recognizes the need to provide an environment that encourages walking, particularly at high-activity centers, and provides ways to reduce auto-dependence by facilitating use of alternate modes of travel. This supports other City goals related to public health and environmental quality.

Roadway Network

At the core of Concord's circulation network is the roadway system. Most modes of transportation in the City depend to some degree upon it. In Concord, this system is based on a traditional grid pattern in the downtown surrounded by a radial pattern of arterial roadways. Regional access is provided by Interstate 680 and SR 242 and SR 4 on the west and north. Concord's roadway system is integrated with the systems of Pittsburg on the northeast, Martinez and Pleasant Hill on the west, Walnut Creek on the south, and Clayton on the east.

Street System

The Concord street system is comprised of a variety of street types. The function and capacity of City streets is primarily related to the number of lanes provided for through traffic and turning movements. The roadway system is shown in Figure 5-1.

Routes of Regional Significance are major roadway and freeway corridors serving regional traffic and are further defined in the Growth Management Element. The routes were identified in Action Plans adopted by the Contra Costa Transportation Authority as part of the countywide Measure J program. The regional routes within Concord include the freeways, the Kirker Pass Road/Ygnacio Valley Road corridor, Treat Boulevard, and Clayton Road between Treat Boulevard and Kirker Pass Road.

Arterials deliver traffic between the freeways, collector streets, and other major streets between Concord and neighboring jurisdictions.

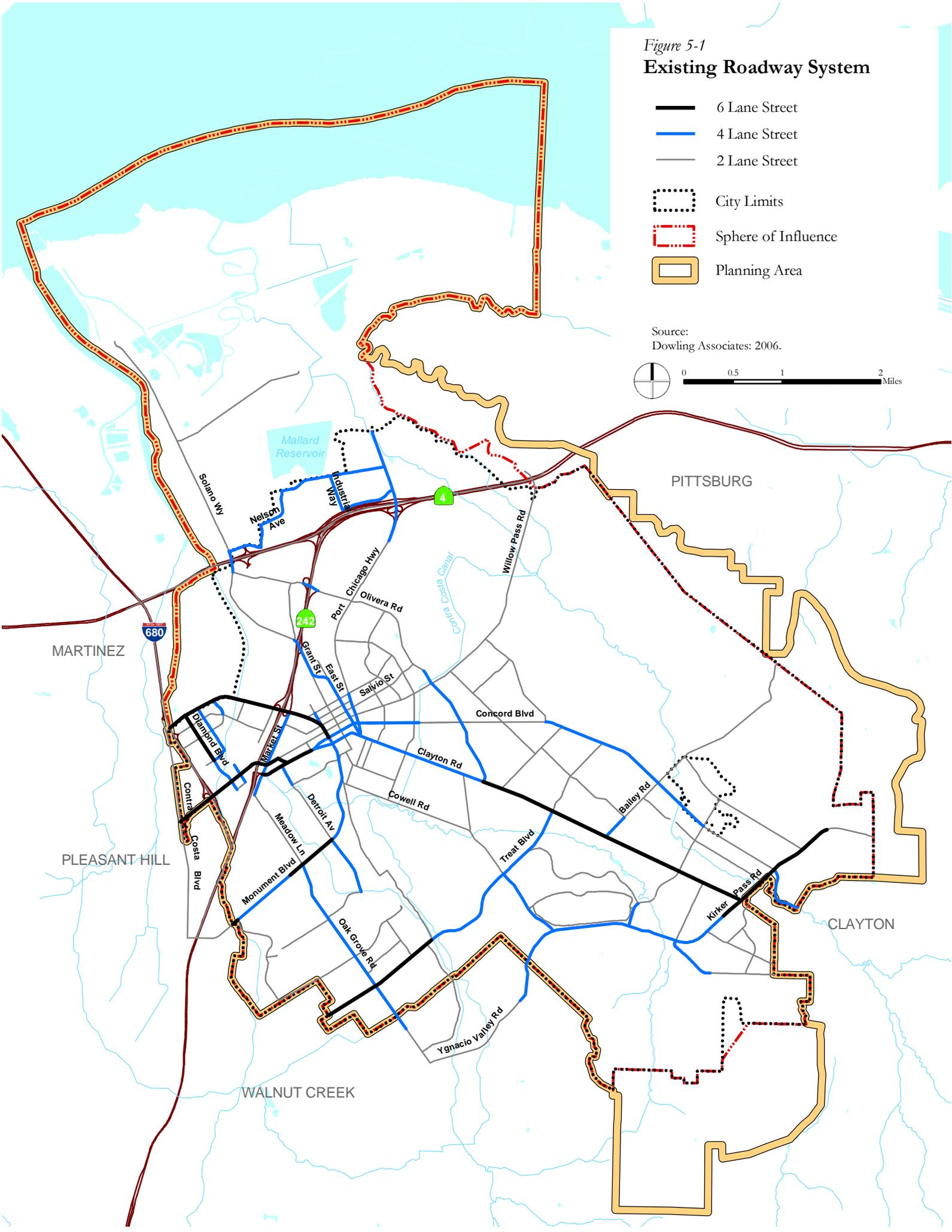
Collectors link arterials and neighborhood streets, and *local* streets are designed to provide direct access to adjacent properties.

Figure 5-1

Existing Roadway System

-  6 Lane Street
-  4 Lane Street
-  2 Lane Street
-  City Limits
-  Sphere of Influence
-  Planning Area

Source:
Dowling Associates: 2006.



Service Objectives

The Central County Action Plan (adopted July 9, 2009) defines Multi-Modal Transportation Service Objectives (MTSOs) for Routes of Regional Significance (RRS). The MTSO is used to measure the performance of the roadway using multiple variables, including a “Delay Index”. Per the Central County Action Plan, the Delay Index is “an expression of the amount of time required to travel between two points during the peak hour as compared to non peak hours. The measure is calculated by dividing peak travel time by non peak travel time.” The specific delay index for each freeway RRS follows:

1. Interstate 680: Delay Index 4.0
2. State Route 242: Delay Index 3.0
3. State Route 4: Delay Index 5.0

MTSOs have also been developed for arterial roadway RRS, as follows:

1. Clayton Road
Average Stopped Delay Index of 3.0 at the intersections of Kirker Pass Road/Ygnacio Valley Road and Treat Boulevard/Denkinger Road
2. Treat Boulevard
Concord: Average Stopped Delays at these intersections:
 - Clayton Road/Denkinger Road: 3.0
 - Cowell Road: 5.0
 - Oak Grove Road: 5.0
 Walnut Creek: LOS F at Bancroft Road intersection

 Contra Costa County: 1.5 V/C for all intersections
3. Ygnacio Valley Road/Kirker Pass Road
Concord: Average Stopped Delay Index at these intersections:
 - Clayton Road/Kirker Pass Road: 3.0
 - Alberta Way/Pine Hollow Drive: 4.0
 - Cowell Road: 4.0
 Walnut Creek: LOS F at both Bancroft Road and Civic Drive intersections

 Contra Costa County: 1.5 V/C for all intersections

Service objectives for other roadways are defined in the Growth Management Element. On streets that are not formally designated as Routes of Regional Significance by CCTA, these objectives are to be used as *benchmarks* rather than absolute standards. This means the City will determine on a case-by-case basis how best to use them to determine traffic mitigation measures. In some instances, road improvements (or impact fees) may be required to maintain or achieve an LOS benchmark. In other cases, increases in congestion may be acceptable in order to achieve other General Plan goals.

The Level of Service (LOS) concept is generally used to measure the amount of traffic that a roadway or intersection can accommodate, based on maneuverability and delay. LOS ranges from LOS A, or free-flow conditions, to LOS F, or jammed conditions. These conditions are generally described in Table 5-1. The table also lists the maximum ratio of traffic volumes to the capacity for the street or highway for each level of service.

The concept of LOS was initially developed to maximize automobile speed and convenience. As indicated above, this is not the primary goal in all settings. For example, the goal in Downtown Concord is not only to ensure smooth traffic flow, but also to create a safe and welcoming pedestrian environment. Similarly, the goal around the Downtown and North Concord - Martinez BART Stations is to promote transit ridership and easy multimodal access to the station. On the Concord Reuse Project site, the goal is to create a multi-modal system where residents can walk, bicycle, or take a shuttle bus as easily as they can use their own vehicle. Thus, the LOS benchmarks expressed in the General Plan may not apply equally to all parts of the City.

Unless otherwise specified, the benchmark for the evaluation of roadway segments is LOS D. In the Central Business District (CBD), the benchmark is LOS E, recognizing the more urban, pedestrian-oriented character of this area. The CBD is generally defined as the area from the Downtown to I-680 including the area from Concord Avenue to Clayton Road (see Fig 4-2). The LOS E benchmark also applies in the Concord BART Station vicinity, the North Concord - Martinez BART Station vicinity, and along the City's transit routes. Transit routes are generally defined as roads with two or more bus transit lines, such as Concord Avenue, Clayton Road, and Treat Boulevard. These routes are shown in Figure 5-4, which appears later in this chapter.

Table 5-1: Level of Service Definitions*

Level of Service	Description	Max. Volume/ Capacity Ratio
A	Free Flow or Insignificant Delays: Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Control delay at signalized intersection is minimal.	0.6
B	Stable Operations or Minimal Delays: The ability to maneuver within the traffic stream is only slightly restricted and control delay at signalized intersections is not significant.	0.7
C	Stable Operations or Acceptable Delays: The ability to maneuver and change lanes is somewhat restricted and average travel speeds may be about 50 percent of the free flow speed.	0.8
D	Approaching Unstable or Tolerable Delays: Small increases in flow may cause substantial increases in delay and decreases in travel speed.	0.9
E	Unstable Operations or Significant Delays: Significant delays may occur and average travel speeds may be 33 percent or less of the free flow speed.	1.0
F	Forced Flow or Excessive Delays: Congestion, high delays, and extensive queuing occur at critical signalized intersections with urban street flow at extremely low speeds.	>1.0

Source: *Highway Capacity Manual, Transportation Research Board, Washington DC 2000*

(* The LOS measures cited here are benchmarks, not absolute standards. They provide a tool for quantifying projected traffic conditions and determining where improvements and mitigation measures may be needed.

Traffic Conditions (Existing and Forecast Volumes)

In 2007, most roadways in Concord operated within the levels of service benchmarks. The following locations were the exceptions:

- Ygnacio Valley Road operated at LOS F east of Cowell Road, where the traffic demand exceeds the four-lane roadway's capacity of 35,700 vehicles per day.
- Cowell Road between Monument Boulevard and Babel Lane operated at LOS F due to the limited capacity of the two-lane roadway, which is 16,300 vehicles per day.
- Meadow Lane operated at LOS F due to the limited capacity of the two-lane roadway, which is 16,300 vehicles per day.

- Willow Pass Road north of Landana Drive operated at LOS F due to the limited capacity of the two-lane roadway, which is 16,900 vehicles per day.

Congestion on these roadway segments typically occurs in the peak commute direction during peak travel periods. In the non-peak direction during the peak periods and at other times of the day, there may be little or no congestion along these routes.

All of the roadways that failed to operate within the levels of service benchmarks in 2007 are proposed to have future improvements in roadway capacity.

When the City initially adopted the 2030 General Plan in 2007, no development was assumed on the former Naval Weapons Station (i.e., the Concord Reuse Project (CRP) site). As part of the CRP Area Plan and its related General Plan Amendment, the City updated its traffic forecasts to test the impacts of adding approximately 12,200 homes and 26,300 jobs on the site. As amended, the General Plan now reflects the higher forecasts associated with this growth. Numerous design strategies and transportation demand management programs are included in the CRP Area Plan to reduce the effect of additional development on traffic.

Planned Improvements to Accommodate Buildout

Buildout of Concord consistent with the Land Use Element will require improvements in the transportation system.

Major street improvements planned or programmed for Concord or on the adjacent freeway network are shown in Figure 5-2 and are listed below:

1. Ygnacio Valley Road – widen to six lanes between Cowell Road and Michigan Boulevard
2. Cowell Road – widen to four lanes between Monument Boulevard and Treat Boulevard
3. Denkinger Road – widen to four lanes between Clayton Road and Concord Boulevard
4. Farm Bureau Road – widen to four lanes between Willow Pass Road and Clayton Road
5. Meadow Lane – widen to four lanes between Monument Boulevard and Clayton Road
6. Willow Pass Road – widen to four lanes between Landana Drive and SR 4

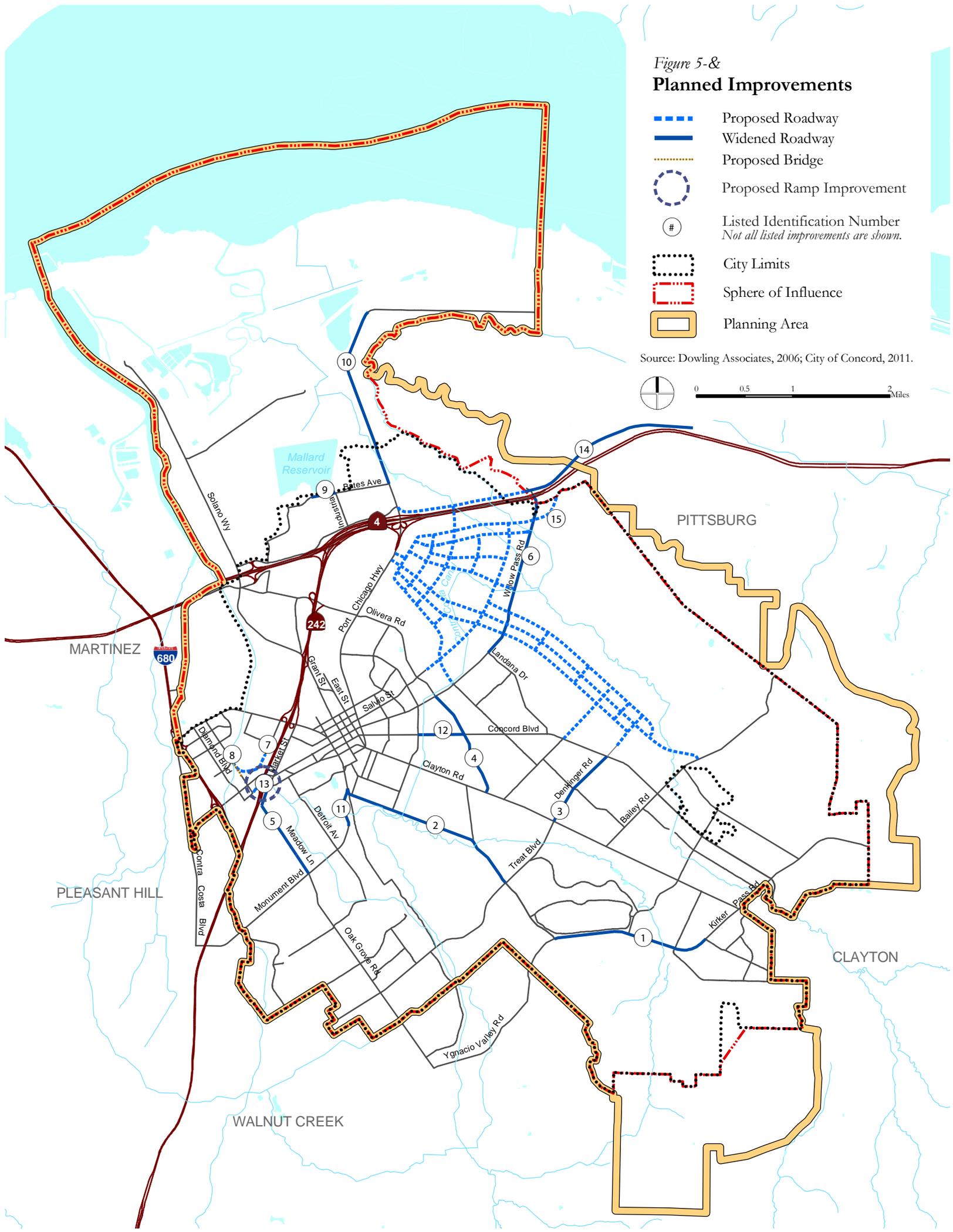
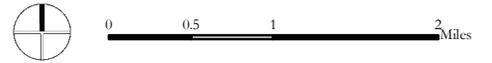
7. Commerce Avenue Extension – extend existing two lane arterial
8. Waterworld Parkway bridge over Walnut Creek – construct a two-lane bridge over the Walnut Creek channel connecting Waterworld Parkway with Meridian Park Boulevard
9. Bates Avenue – widen to four lanes from Industrial Way to Mason Circle
10. Port Chicago Highway – widen to four lanes from Bates Avenue north to the UPRR crossing
11. Monument Boulevard – widen to six lanes from Systron Drive to Cowell Road
12. Concord Boulevard – widen to four lanes from 6th Street to Farm Bureau Road
13. Clayton Road/SR 242 Interchange – new northbound on-ramp and new southbound off-ramp
14. Evora Road – Widen from Willow Pass Road to the vicinity of Pomo Street and extend west into CRP Project Area; continue west to connect to Arnold Industrial Way at Port Chicago Highway
15. Avila Road widening and extension to City limit (and onward to Bay Point)
16. State Route 4 additional lane eastbound and westbound between SR 242 and I-680, as part of the I-680/SR 4 Interchange Improvement Project

In addition to the improvements listed above, a new network of “complete” streets is included in the Community Reuse Project, as illustrated and described in the CRP Area Plan. The network includes a new through-street extending from the North Concord - Martinez BART Station vicinity southeastward to Bailey Road, providing access to new “village neighborhoods.” Another major through-street will extend from the BART Station to Willow Pass Road (at Avila Road) along an alignment that roughly parallels Route 242 and Highway 4. A network of collector streets will link the villages and employment districts to one another, to BART, and to established Concord neighborhoods. New local streets will provide access to new homes, businesses, and other uses. Alleys may be incorporated into neighborhoods to provide rear yard garage access and create a more pedestrian-friendly street environment.

Figure 5- &
Planned Improvements

-  Proposed Roadway
-  Widened Roadway
-  Proposed Bridge
-  Proposed Ramp Improvement
-  Listed Identification Number
Not all listed improvements are shown.
-  City Limits
-  Sphere of Influence
-  Planning Area

Source: Dowling Associates, 2006; City of Concord, 2011.





Connectivity

The roadway system in Concord has been shaped in part by the presence of creeks running through the City. Walnut Creek and Pine Creek have created barriers to the connectivity of the roadway system between I-680 and SR 242.

Traditional grid street designs allow for through movement and good connections between and within neighborhoods. Short blocks offer a choice of routes and enable more direct connections. Variations from the traditional grid can allow for diagonal and curvilinear streets as well as larger or smaller blocks for maximum flexibility and improved connectivity.



Some neighborhoods in Concord have been built using many cul-de-sacs. This type of design promotes circuitous travel and results in traffic being distributed along fewer streets where heavy traffic concentrates. More desirable is a grid-based development that balances a sense of proximity and ease of access with the quieter environments of neighborhoods. In order to ensure that street layout in all future development incorporates the need for neighborhood connectivity and the comfort and safety of pedestrians and bicyclists, it is essential that:



- All new development be “connected” to the surroundings with an increased number of access points and pedestrian and bicycle connections to the neighborhood network;
- Blocks be short to allow for more direct connections;
- Neighborhood streets be designed at a human-scale, without excessively wide streets; and
- Traffic controls be incorporated including speed limits, signage and truck routes to restrict commercial traffic in neighborhoods.

Careful integration of land use and transportation systems will be especially critical in planning for infill sites within the urban area, given the access limitations and expected future congestion on the regional highway system. There is tremendous potential within the City to foster development that supports transit; however, simply requiring higher density development without regard to use mix, dispersion and connections with the transportation system will not be enough. Attention to the design and location of pedestrian and bicycle networks, the design of linkages, the location of parking, and provisions for local transit providing feeder service to BART will be essential.



The Concord Reuse Project (CRP) exemplifies the application of many of these principles in practice. Standards in the CRP Area Plan include maximum block sizes to maintain connectivity and create a more walkable community. The Area Plan also includes standards for sidewalks and bicycle lanes, transit-only and mixed flow (transit plus auto) lanes, parking lanes, and street trees. As in the rest of Concord, roads will be designed to establish a clear hierarchy of through-streets, collectors, and local streets. Extensions of Salvio Street, West Street and Denkinger Road will maintain continuity with the larger Concord street network.

Truck Routes

In addition to moving people, the roadway system in Concord carries a substantial number of trucks moving goods. Specific truck routes have been designated throughout the City and are shown on Figure 5-3. These routes are designed to allow truck traffic to pass through the City with minimal impact on residential neighborhoods as well as local vehicular and pedestrian traffic. Additional truck routes could be identified on the CRP site as more detailed planning is conducted.

Public Transit

An extensive public transit system is an important element of the Transportation and Circulation Element. The transit system is well developed in the City. To accommodate future development in North Concord and the Concord Reuse Project area, it will be essential to develop good transit linkages to the North Concord - Martinez BART Station and the Downtown Concord BART Station, and good transit service between employment and housing areas.

Services and Facilities

Transit services in Concord include BART trains and County Connection buses.

BART provides rail service from two locations in Concord. The Concord BART station is located on Oakland Avenue near the historic downtown. The North Concord – Martinez BART station is located on Port Chicago Highway near the SR 4/SR 242 interchange. Both stations are along the line from Pittsburg/Bay Point to Millbrae with direct service to Downtown Oakland, Downtown San Francisco, and the San Francisco International Airport. Service to Richmond, Fremont, and the Oakland International Airport is available by transfer. Park and Ride facilities, bicycle lockers, and County Connection bus feeder services are provided at both stations.

Figure 5-'
Truck Routes

-  Truck Route
-  City Limits
-  Sphere of Influence
-  Planning Area

Trucks greater than three tons prohibited from all other streets, except when necessary to traverse to a destination for the purpose of loading or unloading.

Exemptions:
 1) Passenger buses. 2) Any vehicle owned by a public utility while in use in the construction, installation, or repair of any public utility. 3) Refuse collection vehicles which operate on City streets.

Source:
 City of Concord: 2006.

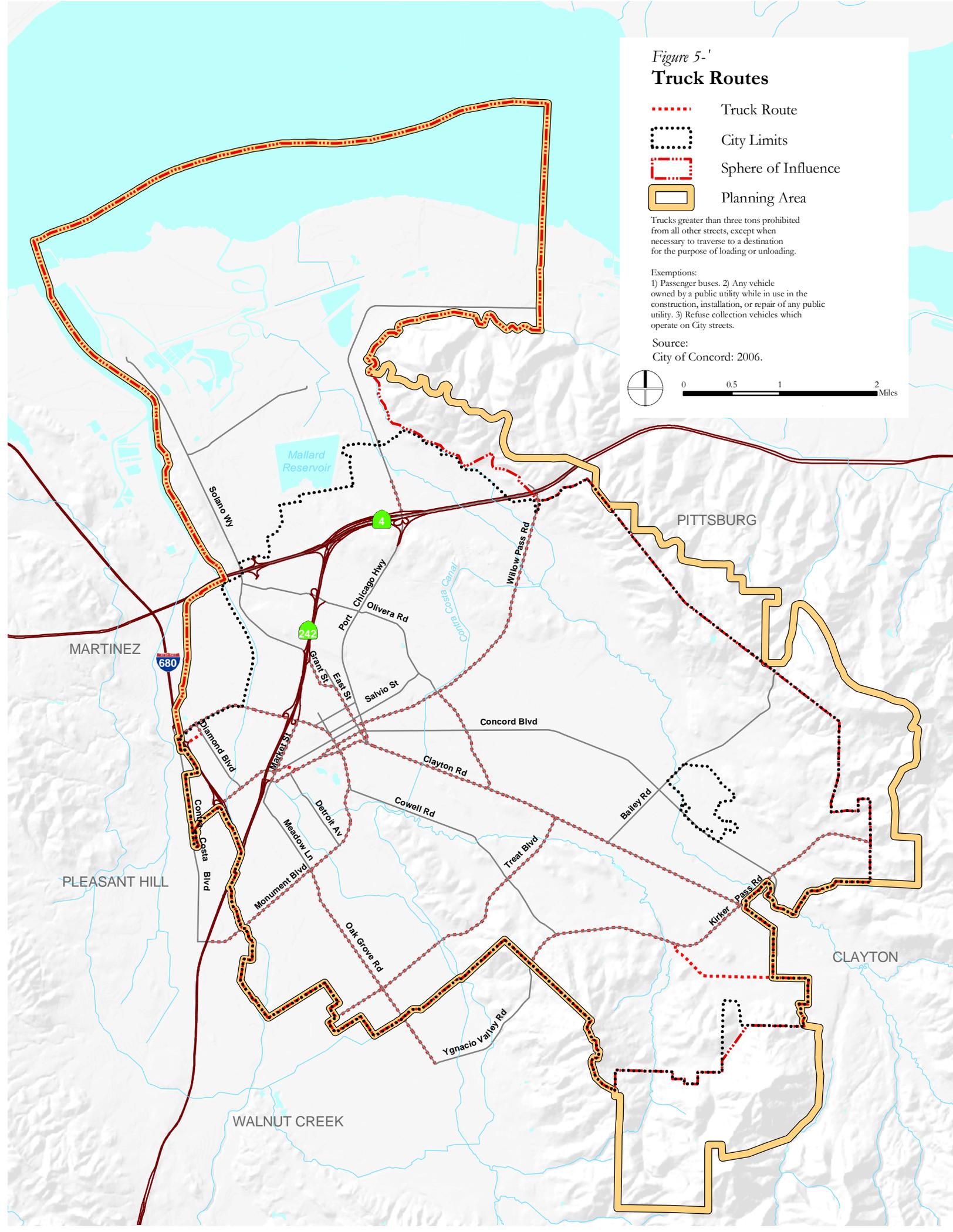
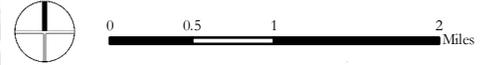


Figure 5-(
Transit Routes

Proposed Route

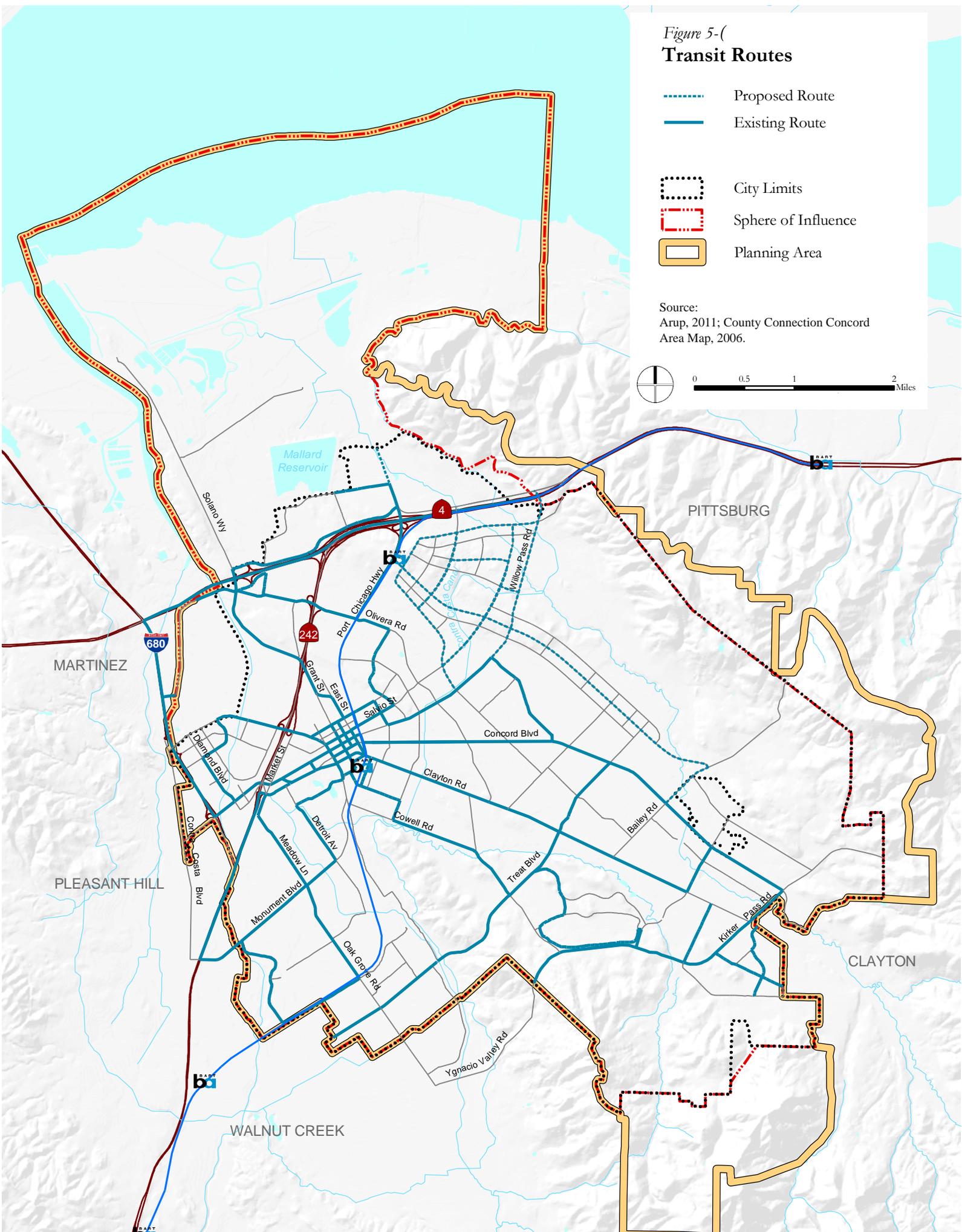
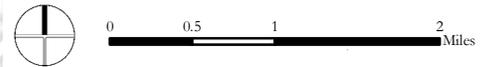
Existing Route

City Limits

Sphere of Influence

Planning Area

Source:
 Arup, 2011; County Connection Concord
 Area Map, 2006.



Bus service in Concord is provided by the County Connection. The Central Contra Costa Transit Authority (CCCTA) operates the County Connection buses. In addition to local service and BART feeder service, these lines link Concord with Walnut Creek, Martinez, Lafayette, Orinda, Clayton, Alamo, and San Ramon. The network of transit routes is shown in Figure 5-4.

Additional transit services are planned for the Concord Reuse Project site. Buses will provide access from the BART station to neighborhoods and employment centers on the site and will connect the site to Downtown Concord and other Concord neighborhoods. A high-frequency bus will travel in a dedicated bus lane along the new east-west road that will extend across the site. In addition to conventional transit vehicles, shuttle buses may also serve the site.

Bicycles, Trails, and Pedestrian Circulation

Given the topography of Concord, bicycling and walking are viable alternatives to auto use for both recreational and non-recreational trips. Bicycle and pedestrian facilities are an important component of the transportation network in Concord. As reflected in the Concord Trails Master Plan (Figure 5-5), opportunities exist to improve the convenience and safety of existing facilities, and to increase the extent of bicycle and pedestrian facilities throughout developed areas. Improvements to existing facilities and new development that is accompanied by attractive, well-connected facilities will be conducive to increased walking and biking.

The Concord Reuse Project site presents a particularly important opportunity for bicycle and pedestrian travel, given the size of the site and the planned internal circulation system comprising on- and off-street facilities for pedestrians and bicyclists. The bicycle network will connect shopping, school, recreational, and visitor trips on a combination of off-road bike routes and routes that are within street rights-of-way. Support facilities such as bike racks will be an integral part of streetscape design. Likewise, the pedestrian system will be designed to ensure safe travel for persons of all ages and physical capabilities, with sidewalks, cross-walks, and off-road trails providing easy access to village centers, schools, workplaces, and the North Martinez - Concord BART Station.

A quality environment for pedestrian travel is essential for mobility overall and for the independence of children and many seniors. Furthermore, walking is a basic part of a healthy lifestyle. Most transit trips and many passenger car trips are linked to walking trips on one end or the other, so adequate pedestrian facilities are in the interest of the whole community. High quality pedestrian

environments include attractive and well-maintained facilities that are interconnected and linked to other modes of transportation and to high use destinations.

The City of Concord employs three bicycle facility designations created by the California Department of Transportation, with some modifications. These designations consist of the Class I bike path, Class II bike lane, and Class III bike route.

In Concord, Class 1 bicycle trails, like Caltrans Class I bike paths, are physically separate from streets except at crossings. Concord's Class 3A bicycle facilities, like Caltrans Class III bike routes, consist of signed routes on residential streets where bicycles share the road with motor vehicles. Concord's Class 3B bike routes consist of signed routes with edge lines along collector and arterial streets. The edge lines employed on Class 3B routes demark a variable width from 3 to 4 feet for travel by bicycles. This provides more space for bicycle travel than Class 3A but allows less than the Class II designation employed by Caltrans, which requires a minimum bicycle lane width of 5 feet. Given the constraint imposed by the typical width of streets in Concord, there is a limited number of Caltrans Class II bike lanes in the City. Additional lanes are planned as part of the bike network to be constructed on the Concord Reuse Project site.

The Concord Trails Master Plan designates the location of existing and proposed trails and bicycle routes as well as existing and proposed grade separated over/undercrossings and trail staging areas.

Existing and proposed bicycle paths are also shown for Concord and the surrounding area in the "Contra Costa Countywide Bicycle and Pedestrian Plan". The Concord Transportation and Circulation Element accommodates the Countywide Plan within the City limits to the extent feasible, and shows how the City's bike system links to the countywide system. Future amendments or updates to the Countywide Plan and the City's Trails Plan may be needed to reflect proposals for the Concord Reuse Project site.

Figure 5-5
Bikeways

Off-street Facilities:

- Existing Class 1 trails - Regional
- Existing Class 1 trails - Collector
- Planned Class 1 trails - Regional
- Proposed Class 1 trails - Collector
- Proposed Class 1 trails - Feeder
- Proposed Caltrans Class I paths

On-street Facilities:

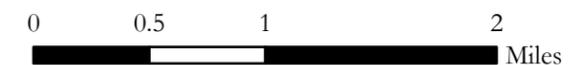
- Proposed Caltrans Class II bike lanes
- Proposed Class 3B bike routes with edge line
- Proposed Class 3A bike routes on residential street

- Existing Over/Undercrossings
- Available Over/Undercrossings
- Proposed Over/Undercrossings
- Existing Staging Area
- Proposed Staging Area

- City Limits
- Planning Area Boundary

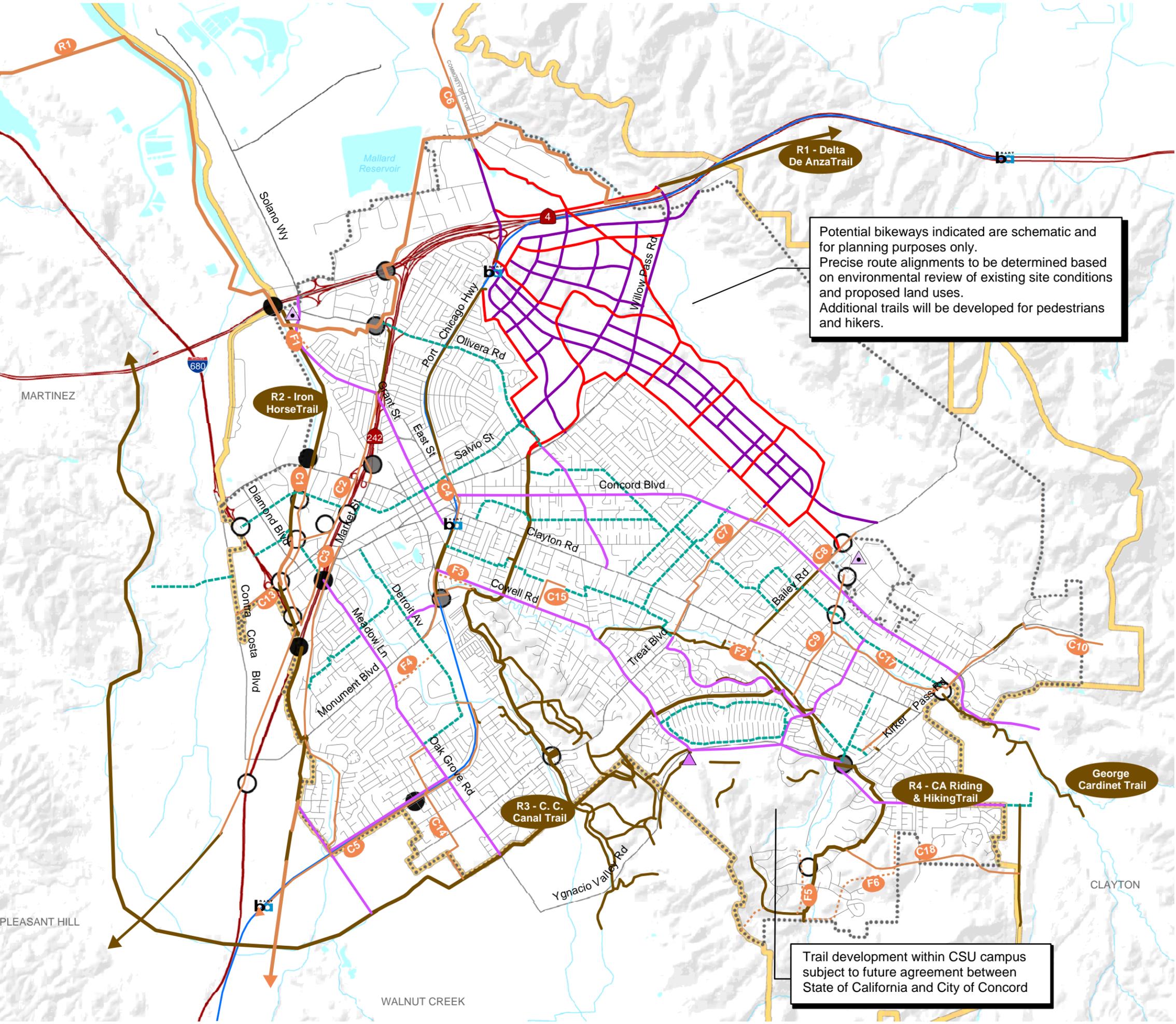
Notes: This plan does not preclude the further installation of Class II bike lanes. Pedestrians are allowed on all Class 1 trails and Caltrans Class I bike paths.

Sources:
 City of Concord, Dyett & Bhatia, Arup; Aug 23, 2011.



Potential bikeways indicated are schematic and for planning purposes only. Precise route alignments to be determined based on environmental review of existing site conditions and proposed land uses. Additional trails will be developed for pedestrians and hikers.

Trail development within CSU campus subject to future agreement between State of California and City of Concord



MARTINEZ

PLEASANT HILL

WALNUT CREEK

CLAYTON

Blank back of 11 x 17 figure

Port and Rail Facilities

The tidal area within Concord north of SR 4 borders Suisun Bay and includes a deep water port. The Army uses the port for weapons shipment operations under an agreement with the Navy.

In April 1996, the San Francisco Bay Conservation and Development Commission and the Metropolitan Transportation Commission adopted the San Francisco Bay Area Seaport Plan. The Seaport Plan identifies which ports will be necessary in the future to meet California's cargo shipping needs. It identifies Concord's tidal area and its deep water port as a "port priority use area" in the event the military facilities become available for private use. If this occurs, the land would continue to be used as a port with supporting industrial uses.

Regional Coordination

Coordination of regional transportation issues involves several agencies, including the Contra Costa Transportation Authority (CCTA), the California Department of Transportation (Caltrans), the Metropolitan Transportation Commission (MTC), and other agencies.

In 1988, Contra Costa County voters passed Measure C, which raised the sales tax by one-half cent to provide funding for regional transportation improvements. Measure C required local jurisdictions to adopt and implement a growth control program in order to receive their share of funds for transportation projects. Measure C established a cooperative, multi-jurisdictional planning process requiring participation of all cities and towns and the County in managing the impacts of growth in Contra Costa County. In 2004, Contra Costa County voters approved Measure J, which replaced Measure C and extended the half cent sales tax until 2034. As noted in the Growth Management Element of this Plan, some of the provisions of Measure C were removed, but the requirements for sub-regional transportation planning remain in effect.

CCTA was established in part to implement Measure C and its overall goals. Local jurisdictions work through their respective Regional Transportation Planning Committees (RTPCs) to fulfill CCTA's mandate. As part of central Contra Costa County, the City of Concord works with other central County jurisdictions through the Transportation Partnership and Cooperation Committee (TRANSPAC), their RTPC, and assists in the development of the Central Contra Costa Action Plans for Routes of Regional Significance.

Caltrans is responsible for the planning, design, construction, and maintenance of all State highways. Three State highways pass through Concord: I-680, SR 4 and SR 242. Caltrans' jurisdictional interest extends to the interchange ramps serving area freeways as well as the freeways themselves. Any Federally funded transportation improvements are subject to review by Caltrans staff and the California Transportation Commission.

MTC is the regional organization responsible for prioritizing transportation projects. They prepare a Regional Transportation Improvement Program (RTIP) identifying projects for federal and state funding. The process is based on evaluating each project for need, feasibility, and adherence to federal policies and the local Congestion Management Program (CMP). The CMP requires each jurisdiction to identify existing and future transportation facilities that would operate below an acceptable service level based on projected growth and provide mitigation where appropriate.

5.3 GOALS, PRINCIPLES, AND POLICIES

GOAL T-1: A SAFE AND EFFICIENT MULTI-MODAL TRANSPORTATION SYSTEM

Vehicular Circulation

Principle T-1.1: Provide an Easily Accessible, Functional, and Attractive Circulation Network.

Policy T-1.1.1: Maintain streets and pavement in optimal physical condition to provide safe and efficient travel.

Policy T-1.1.2: Continue to promote a wide variety of transportation alternatives and modes to serve all residents and businesses to enhance the quality of life.

The City will strive to shift auto trips to walking, bicycling, and transit use, particularly in Downtown Concord and on the Concord Reuse Project site where other modes of travel are (or will be) available.

Policy T-1.1.3: Ensure that streets are designed to balance the needs of multiple travel modes, including vehicles, pedestrians, bicycles, and transit.



This policy supports the concept of “complete streets,” consistent with AB 1358. New streets should be designed to balance the needs of motorists with the needs of other travelers and should recognize the special needs of children, seniors, and persons with disabilities. Over time, the existing street system will be adapted to reflect the “complete streets” emphasis, making it easier to travel around Concord without a car.



Policy T-1.1.4: Maintain and upgrade transportation systems to provide smooth flow of traffic, minimize vehicle emissions, and save energy.

Transportation improvements should be consistent with statewide greenhouse gas reduction goals established by Assembly Bill 32, and the land use and transportation policy initiatives established by Senate Bill 375.



Policy T-1.1.5: Maintain transportation levels of service benchmarks which consider not only vehicle speed and intersection delay, but also broader goals relating to environmental quality and community character. Lower levels of service may be acceptable in Downtown Concord, within one-half mile of the City’s two BART stations, along designated transit routes (as shown in Figure 5-4), and in other locations as deemed appropriate by the City Council.

Policy T-1.1.6: Require all new development to locate structures to accommodate ultimate street widths and required setbacks.

Policy T-1.1.7: Require all new development to provide adequate right-of-way and to construct ultimate on and off-site improvements.

This policy would ensure that land is set aside for needed roadway widening as proposed in this General Plan, for example, for Ygnacio Valley Road, and that traffic signals and other improvements are designed to serve a project at buildout, not just the first phase.



Policy T-1.1.8: Develop and operate a circulation system that directs the flow of vehicle traffic on residential streets to collector and arterial streets.

Policy T-1.1.9: Provide a high level of multimodal connectivity in the design of the citywide circulation system, particularly in the Concord Reuse Project area.

The roadway, bicycle, pedestrian, and transit network to be developed on the Reuse Project site should provide convenient multimodal access from this area to adjoining neighborhoods, the City, and the region.

Policy T-1.1.10: Designate specific truck routes to provide for movement of goods throughout the City.



Policy T-1.1.11: Establish efficient linkages to the regional transportation system for all modes of travel.

Policy T-1.1.12: Coordinate traffic signal systems with abutting jurisdictions.

Policy T-1.1.13: Develop a plan for the City's gateways that incorporates mutually complementary design, signs, and themes.

Such a plan shall identify an overall design theme that can be applied at each gateway (See Policy LU-10.1.6).

Policy T-1.1.14: Enhance the visual quality of public space through the design and landscaping of streets, and the control of visual and functional aspects of abutting improvements.



The City desires to ensure that streets provide an aesthetic driving, walking, and bicycling experience through the review of abutting improvements such as sidewalks, sound walls, and signs.

Policy T-1.1.15: Preserve and improve the scenic quality of public roadways throughout Concord.

Concord recognizes that well maintained roads with landscaped medians and edges

enhance the City's image as well as adjoining property values. The City will continue its street maintenance and landscaping programs, and complete street upgrades as funding becomes available. Treat Boulevard, Ygnacio Valley Road, Kirker Pass Road, and Willow Pass Road are examples of roadways that have views to regional open space areas that the City seeks to preserve.

Policy T-1.1.16: Prioritize funding of pedestrian and bicycle safety improvements for designated truck routes that are in close proximity to schools.

Policy T-1.1.17: Monitor transportation facility performance as a part of development review and CEQA compliance as development occurs.

Policy T-1.18: Support car sharing programs as a way to reduce the necessity of auto ownership, especially in transit-oriented development areas.

Principle T-1.2: Ensure that Transportation and Circulation Projects are Adequately Funded.

Policy T-1.2.1: Schedule transportation improvement projects in the Capital Improvement Program and Transportation Improvement Program.

The City shall continue to fund improvements through a combination of Capital Improvement Program funds, contributions from private land developments, and other funds, as available.

Policy T-1.2.2: Continue Off-Site Street Improvement Programs (OSIP) to fund transportation improvements and traffic control system upgrades.

Policy T-1.2.3: Use impact fees, development agreements, and other funding mechanisms to construct the transportation system and support TDM programs on the Concord Reuse Project site, including transit services and facilities.

Policy T-1.2.4: Ensure that development in nearby communities incorporates measures to mitigate traffic impacts on Concord's transportation system. As appropriate, the level of service benchmarks established in this chapter may be used to determine mitigation measures and/ or fees for such development.

Principle T-1.3: Foster Practical Parking Solutions.

Policy T-1.3.1: Ensure adequate parking facilities are provided for public convenience and to promote economic development, where consistent with other objectives such as promoting public transit use, walking and bicycling.

As noted in Policy T-1.3.2 below, the definition of "adequate" parking facilities may vary depending on context, and the availability of alternative travel modes.

Policy T-1.3.2: Allow flexible parking standards for developments within one-half mile of a BART station, one-quarter mile of a public parking facility, and in other locations where alternative modes of travel are available or where shared parking is provided.

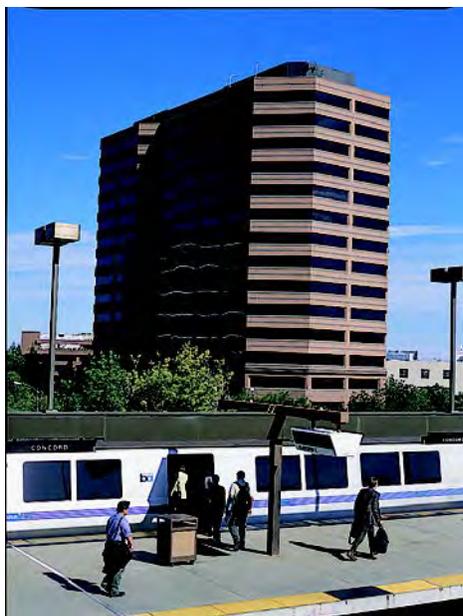
Policy T-1.3.3: Promote shared parking solutions.

Where peak parking demands do not overlap, as with an office building and a dinner restaurant, then shared parking allows for more efficient use of space. The total amount of land or building area needed for parking also can be reduced.

Policy T-1.3.4: Coordinate with Caltrans and transit providers to develop Park and Ride sites.

Policy T-1.3.5: Locate and design off-street parking lots in a way which makes them less visually prominent.

Parking in higher density and mixed use areas should be located beneath or behind buildings rather than between buildings and the street.



Public Transit

Principle T-1.4: Promote a Well-Integrated and Coordinated Transit Network.

Policy T-1.4.1: Coordinate with public transportation agencies to facilitate safe, efficient, and convenient access to transit.

The City's "Redevelopment Strategy and Implementation Action Plan" adopted in December 2000, identifies shuttle services to enable easy, convenient access to regional shopping areas, such as The Willows and Sun Valley Mall. Although the Redevelopment Agency has been dissolved, the City can continue to work with local transit providers to encourage "small-scale" transportation alternatives, such as a jitney, that can provide connections between BART stations, bus stops, parking structures, and nodes of commerce throughout Concord, including the North Concord business area and the Concord Reuse Project area.



Policy T-1.4.2: Work with public transportation agencies to provide adequate transit service.

The City works with CCTA and BART to ensure equitable transit service is provided to residents and businesses.

Policy T-1.4.3: Explore innovative approaches to providing bus and shuttle transit on the Concord Reuse Project site which achieve the service goals established by the CRP Area Plan.

Pedestrian Circulation

Principle T-1.5: Provide Safe and Convenient Pedestrian Circulation.

Policy T-1.5.1: Develop pedestrian linkages to minimize walking distance and enhance pedestrian circulation throughout the City.

Policy T-1.5.2: Use innovative and effective walkway features to enhance the pedestrian environment.



Examples include wide sidewalks, illuminated crosswalks, , signalized crossings, bulb-outs, and street lighting.

Policy T-1.5.3: Facilitate pedestrian circulation near high activity centers.

Policy T-1.5.4: Encourage new development to provide pedestrian connections to adjacent open spaces and trails.

Plans for the Concord Reuse Project include connections from the sidewalk system to a network of off-road walkways and regional park trails.



Policy T-1.5.5: Identify critical deficiencies in the City's pedestrian circulation system and implement strategies, actions, and funding programs to address them.

This will be done in concert with the Safe Routes to Schools program, the Capital Improvement Program and the Transportation Improvement Program, with priority given to pedestrian circulation improvements that will enhance pedestrian safety and promote walkability.



Policy T-1.5.6: Incorporate urban design measures in commercial and mixed use districts which accommodate pedestrians and support walking.

Examples of such measures include ample shade trees, buildings constructed to the front setback line, ground floor storefronts with window displays, frequent building entrances, benches and other street furniture, and parking lots located behind buildings rather than along the street.

Bicycle Network

Principle T-1.6: Provide a Safe and Comprehensive Bicycle Network.

Policy T-1.6.1: Implement strategies and actions for enhanced bicycle circulation throughout the City.

The City's Trails Master Plan establishes a specific program for the City to follow.

Policy T-1.6.2: Require provision of bicycle facilities in new developments, where appropriate.

Examples include weather protected bicycle parking and direct and safe access for pedestrians and bicyclists to adjacent routes.

Policy T-1.6.3: Encourage transit operators to provide adequate bicycle accommodations.

Policy T-1.6.4: Encourage, and where appropriate require, new development to provide bicycle access to parks, schools, and transit stops in the design of new residential neighborhoods.

Aviation System

Principle T-1.7: Support the Preservation and Expansion of Aviation Facilities in the Region-Serving Transportation System.

Policy T-1.7.1: Support Buchanan Field Airport use as a regional and local serving airfield.

Buchanan Field Airport provides convenient facilities for business aircraft and general aviation; it also is an important facility for emergency use. Maintaining it is consistent with the City's emergency preparedness plans and economic development strategy.

Policy T-1.7.2: Encourage the establishment of commercial passenger service and the expansion of business aviation services at Buchanan Field Airport.

Policy T-1.7.3: Conditionally allow helipads for emergency helicopter use at hospitals.

Port and Rail Service

Principle T-1.8: Promote the Development of Port and Rail Service.

Policy T-1.8.1: Advocate for the maintenance of deep water channels at a depth that keeps ocean vessel use viable from San Francisco to Concord.

The City shall work with the Bay Conservation Development Commission, and other appropriate agencies to ensure deep water access is provided to Concord.

Policy T-1.8.2: Protect the existing railroad rights-of-ways where feasible for future local and region-wide rail service and transit connections.

This policy applies to commercial freight lines and not to the internal rail system and spur lines on the former Concord Naval Weapons Station. Rail facilities associated with former military uses will generally be removed as the Area Plan is implemented.

Policy T-1.8.3: Ensure adequate roadway transportation linkages from the port and rail facilities to the regional transportation network.

Policy T-1.8.4: Plan for only job-producing uses in the port area, and do not allow any residential development.



6

PARKS, OPEN SPACE AND CONSERVATION

The purpose of the Parks, Open Space, and Conservation Element is to provide guidance for preservation of the City’s open spaces and other natural resources, as well as identify the parks and recreation facilities available to local residents. It addresses parks and recreation, open space, biological resources, and conservation.

6.1 PARKS AND RECREATION

This General Plan chapter serves as a guiding document for any implementation documents prepared by the City Community and Recreation Services Department that plan for and develop parks in Concord. Under this Plan, Concord is committed to creating parkland and maintaining a park system that meets citizens’ recreational needs and contributes to the City’s positive image. The presence of well-designed parks and community facilities is essential to the health and well-being of City residents.

Existing Parks and Recreation Facilities

The existing Concord parks and recreation system comprises 22 neighborhood and community parks and various specialized recreation facilities. These parks range in size from the 0.2-acre Iron Horse Park to the 126-acre Newhall Community Park. All provide valuable recreation opportunities to Concord’s residents. In addition to the parks, seven community centers are distributed throughout the City. These offer recreational and educational services, as well as foster a sense of community identity and pride. The City also operates a Senior Center on the grounds of the John F. Baldwin Park and public swimming pools at Concord Community Park and Meadow Homes Park. In addition, specialized recreation facilities such as the Diablo Creek Golf Course and the Galindo House and Gardens provide unique opportunities for recreation within the City. In total, the City’s parks and recreation facilities offer a diverse range of outdoor, indoor, and cultural experiences to meet the needs of the community. Table 6-1 details existing public parks and recreation facilities by acreage.

Table 6-1: Existing Public Parks and Recreational Facilities

Name	Acres
BART Linear Park	5.2
Bayview Circle Park	3.3
Brazil Quarry Park	3.6
Cambridge Park	6.4
Dave Brubeck Park (Concord Boulevard Park)	7.1
Concord Community Park	30.2
Concord Skate Park	0.6
El Dorado Middle School Park	11.8
Ellis Lake Park	9.6
Highlands Park	5.7
Hillcrest Community Park	28.4
Iron Horse Park	0.2
John F. Baldwin Park	17.8
Krueger Fields	7.2
Len Hester Park	3.9
Meadow Homes Park	8.5
Newhall Community Park	126.1
Rick Seers Neighborhood Park	0.6
Sun Terrace Park	2.6
Todos Santos Plaza	2.0
Willow Pass Community Park	40.4
Ygnacio Valley Park	9.5
Neighborhood and Community Parks Subtotal	330.7
Daniel E. Boatwright Sports Complex	9.4
Diablo Creek Golf Course	189.9
Galindo House and Gardens	1.6
Lime Ridge (within Planning Area) ¹	90.0
Markham Nature Park & Arboretum	14.2
Specialized Recreation Subtotal	305.1
Total	635.8

Source: City of Concord, Dyett and Bhatia 2006

¹ Includes staging areas, trails, and parking areas located within Lime Ridge as parkland. Excludes passive open space and conservation lands.

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Table 6-2 shows the total acreage by park type and the acreage per 1,000 residents, as of 2006—the base year for this Plan. The acreage tally in this table is conservative, as it excludes large passive open space areas and private open space within subdivisions. Figure 6-1 illustrates existing parks and recreation facilities.

Table 6-2: Summary of Existing Recreational Facilities

Type	Total Acres	Acres per 1,000 residents
Neighborhood and Community Parks	331	2.7
Specialized Recreation	305	2.5
Total	636	5.2

Source: Dyett and Bhatia, 2006



Park Demand

The process for determining demand of parkland in Concord is based on the following components:

- Implementing the parkland standards for neighborhood and community parks;
- Making up the existing deficiency in parkland for current residents in Concord with new parkland; and
- Providing parkland to meet demand by new residents in Concord.

The City’s current citywide goal for public parkland is 6 acres per 1,000 residents. This goal will be reached through a combination of land dedication within new development, in-lieu fees, bond measures, land donations, Regional Park District acquisitions, and other methods. Consistent with the Quimby Act, the City requires

new development to dedicate 5 acres of public parkland per 1,000 new residents or to pay an in lieu fee equivalent to the value of such parkland. These funds are used to acquire parkland as opportunities arise. The park impact fee is an important tool for reaching the 6 acre per 1,000 goal.

In 2006, 636 acres of neighborhood and community parks and specialized recreation facilities served a population of approximately 124,440 residents, resulting in 5.2 acres of parkland per 1,000 residents. This is 87 percent of the 6 acre per 1,000 goal. Although Lime Ridge is not a typical community park, many of the staging areas, trails and parking areas located within the park do serve residents’ open space needs and are included in the calculations.

As discussed in the Land Use Element, the buildout of the General Plan Diagram would result in approximately 14,120 new residents in Concord outside of the Concord Reuse Project (CRP) Area and another 28,800 persons within the CRP area, for a total population of about 167,360. According to the parkland performance standard requiring 5 acres of parkland per 1,000 new residents, new development would require 215 acres of parkland. Using the City’s functional parkland goal of 6 acres per 1,000 residents, the total population at buildout would require a total of 1,004 acres of parkland or an additional 368 acres above the current parkland supply. Table 6-3 summarizes this parkland need.

Table 6-3: Parkland Demand Summary at Plan Buildout

New Residents at Buildout	42,920
New Parkland Acreage Needed for Standard (5 acres per 1,000 new residents)	215
Total Population at Buildout	167,360
Total Parkland Acreage Needed for Goal (6 acres per 1,000 residents)	1,004
2011 Parkland Acreage	636
Additional Parkland Acreage Needed to Meet Citywide Goal	368

Source: Arup, 2011. City of Concord, 2012

In 2011, the citywide park inventory is not sufficient to accommodate the projected population at buildout. In addition, many of the City's residents are not within a reasonable walking distance to a park, and many of the parks in the City's inventory contain specialized recreational facilities, such as hiking trails, that may not appeal equally to all residents. New community and neighborhood park facilities will be needed to augment the supply of parkland in areas that are not currently in close proximity to a neighborhood park and to serve developing areas.

Proposed Parks

The Area Plan for the Concord Reuse Project includes a sufficient quantity of parkland to attain the citywide goal of 6 acres per 1,000 residents. A new City park is proposed on about 100 acres on the east side of Willow Pass Road within the project site. A 75-acre tournament sports facility is planned on an adjoining site. The Area Plan also calls for an expansion of Willow Pass Park on the east side of Olivera Road. In addition, over 2,500 acres on the site are designated "Conservation Open Space," with a majority of this acreage to be contained in a new regional park. Because most of the regional park will be passive open space, it will not all count toward the City's parkland acreage standard. However, staging areas, picnic areas, nature observation areas, and other improved facilities may be included. The Reuse Project site also includes a network of greenways, portions of which may serve as parks for adjacent neighborhoods.

Neighborhood and pocket parks are also included in the Concord Reuse Project Area Plan. The precise location of these parks will be determined through future planning studies and development approvals. Each of the village neighborhoods is likely to have at least one neighborhood park ranging from 2 to 10 acres in size. Smaller facilities such as plazas and pocket parks will be developed, providing space not only for recreation but also for public gatherings, markets, outdoor performances, and other activities.

Outside of the Reuse Project site, the City will continue to strive to locate neighborhood and community parks in areas that are currently not located within reasonable walking distance to a park. Joint use agreements with schools can provide an effective way to increase park acreage in underserved areas.



6.2 PARKS AND RECREATION GOALS, PRINCIPLES, AND POLICIES

GOAL POS-1: PREMIER PARKS AND RECREATION FACILITIES

Principle POS-1.1: Provide and Maintain Park and Recreation Facilities for the Entire Community.



Policy POS-1.1.1: Acquire and develop additional neighborhood and community parks to serve existing and future needs, working toward a goal of 6 acres of park land per 1,000 residents.

Conservation open space would generally not be counted when calculating this standard. However, portions of conservation areas and regional parks may be included if they include staging areas, recreational facilities, lawns, nature centers, picnic areas, and similar improvements.



Policy POS-1.1.2 Ensure that new residential development provides for a substantial share of the 6 acre per 1,000 resident goal cited above. New residential development shall be required to dedicate on-site parkland or pay an in-lieu fee for park acquisition. The dedication and/or fee requirement shall be based on a standard of 5 acres per 1,000 residents, consistent with the Quimby Act.



Policy POS-1.1.3: Provide a variety of recreation spaces and facilities to serve the needs of the community.

Examples of this include play fields, parks, open spaces, trails, recreation centers, special recreation areas, golf courses, outdoor entertainment facilities such as bandstands, and commercial recreational uses.

Policy POS-1.1.4: Continue to acquire and/or improve new parklands as needs or opportunities arise.

Policy POS-1.1.5: Secure and maintain parks and open space facilities consistent with the ability of the City, East Bay Regional Park District, or an



Policy POS-1.1.6: Pursue the development of park and recreation facilities within reasonable walking distance of all residences.

For planning purposes, reasonable walking distance is defined as one-quarter to one-half mile.

Policy POS-1.1.7: Review infrastructure needs for existing and new recreational facilities, and where appropriate, identify required improvements in the City's Capital Improvement Program.

The City will assess its recreational facilities to ensure that related infrastructure, including parking lots, pathways, buildings, and service facilities are functional and well maintained. Attention will also focus on providing on-site parking, bicycle storage facilities, and transit access for park facilities that will meet the needs of park users and adjacent neighbors.

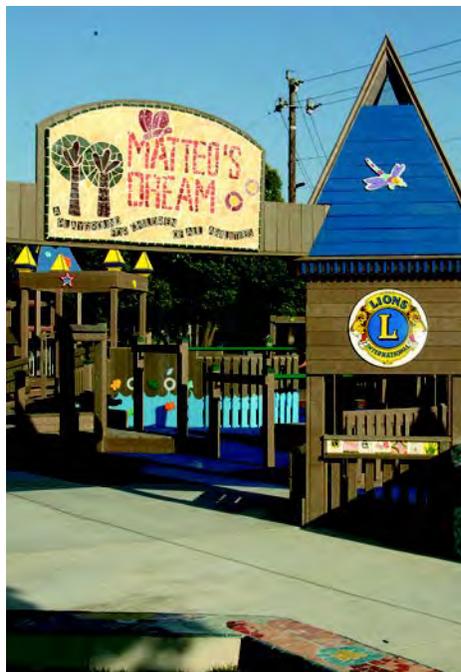


POS-1.1.8: Identify new park sites within the City limits to ensure that sufficient park and recreation facilities are set aside for Concord residents through the parkland dedication process, in lieu fees paid by subdividers, or other methods appropriate for increasing the City's parkland inventory.

This would include park sites within the already urbanized portion of the City as well as parks on the Concord Reuse Project site. While the Reuse Project site will enable Concord to meet its 6 acre per 1,000 goal on a citywide basis, there will continue to be a need for new parks in other parts of the City where development takes place.

Principle POS-1.2: Provide a Citywide, Interconnected, Multi-Use Trails System.

Policy POS-1.2.1: Implement strategies and actions associated with the design, development, and operation of



multi-purpose trails as contained in the Trails Master Plan.

The Trails Master Plan provides the framework for the future planning of an integrated and easily-accessible system of routes and trails. Amendments to the Trails Master Plan may be made periodically to reflect new opportunities, such as those on the Concord Reuse Project site.

Policy POS-1.2.2: Work with proposed development projects to provide new linkages to existing trails and create new trails where feasible.

This is particularly important on the Reuse Project site, given the scale of the development and the importance of integrating the site with the balance of Concord.



Principle POS-1.3: Facilitate Community Recreational Opportunities at Public School Sites.

Policy POS-1.3.1: Utilize closed or under-used public school sites for community recreation when feasible.

Policy POS-1.3.2: Work with the Mt. Diablo Unified School District to provide use of school facilities after school and during summer months for community recreation uses.

See also Policy PF-2.1.5.

Principle POS-1.4: Facilitate Private Recreation.

Policy POS-1.4.1: Encourage developers to provide for-profit regional recreation facilities.

While the City's first and foremost objective is to ensure that new neighborhoods provide recreational amenities for the enjoyment of future residents, the City also encourages new development to contribute recreational facilities to the greater community, when feasible. These may include new golf courses, equestrian centers, water-related facilities, and tournament sports facilities, all of which can help meet recreational needs.

6.3 OPEN SPACE

Concord's setting—within a valley surrounded by gently sloping foothills and laced with creeks—includes natural resources that are important, not only for aesthetic value, but also for environmental quality, habitat protection, and water resources. In addition, preserving the general configuration of the hills, creeks, and natural topographic features fosters a sense of place for the community, and this affords current and future residents an understanding of the City's natural setting and native topography. These many functions of open space underscore the importance of careful land use planning.

Classification of Open Space

State planning law provides a structure for the preservation of open space by identifying four open space categories:

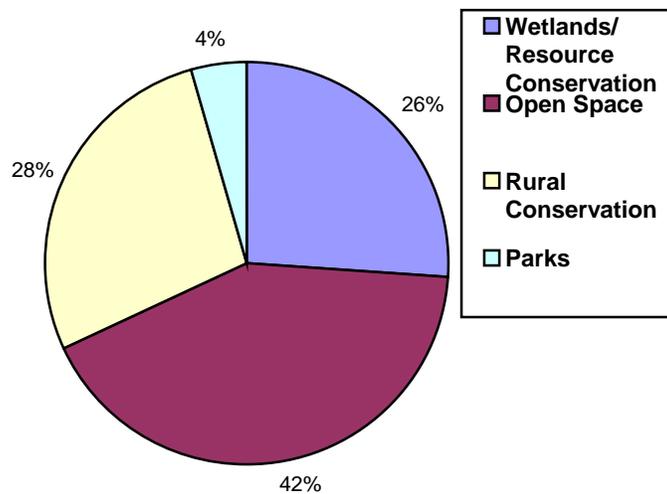
- Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, such as: habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; coastal beaches, lakeshores, banks of rivers and streams; and watershed lands.
- Open space for outdoor recreation including, but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, such as access to lakeshores, beaches, rivers and streams; and areas that serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- Open space for public health and safety including, but not limited to, areas that require special management or regulation due to hazardous or special conditions. This type of open space might include: earthquake fault zones, unstable soil areas, floodplains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs, and areas required for the protection and enhancement of air quality.
- Open space used for the managed production of resources including, but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and

streams that are important for the management of commercial fisheries; and areas containing major mineral deposits.

Existing Open Space

Figure 6-2 illustrates a composite of open space within Concord. The land use classifications that fall under one or more of these open space categories are: Active Parks, Open Space, Wetlands/Resource Conservation, and Rural Conservation. Open water (e.g., Suisun Bay) is excluded. In total, open space lands constitute approximately 12,743 acres or 38.4 percent of the total Planning Area. Significant open spaces within the Planning Area include: Lime Ridge Open Space, the Mt. Diablo Foothills, and the area north of Mallard Reservoir that is designated Wetlands/Resource Conservation. More than half of the Concord Reuse Project Area will be conserved as open space, including the Los Medanos Hills and the Mount Diablo Creek corridor. The distribution of land use classifications that comprise open space areas is summarized in Chart 6-1.

Chart 6-1: Types of Open Space in the Concord Planning Area²



² Chart 6-1 is based on conditions as of 2012, using the acreages from General Plan Table 3-2 (Land Use Element). The portion of the Reuse Project Area planned as permanent open space is included in the chart; the portion planned for future development is not included.



The open space resources illustrated in Figure 6-2 are not intended to imply that the public interest would be best served by prohibiting development on all such lands. Rather, these open space resources likely signify one of three possible scenarios, depending upon the ecosystem fragility, location, hazard potential, regulatory constraints, and other pertinent factors. General Plan policies and Development Code requirements should be consulted to decide which scenario to apply to specific areas of open space. The scenarios are:



- All development should be prohibited;
- Development should be permitted on part of the land and the balance preserved as open space—a clustering concept; or
- Development should be permitted subject to site plan and architectural review and the imposition of specific conditions to protect against hazards and preserve the integrity of the land and the environment.

Determination of how these open space resources are to be protected will be made on a case-by-case basis following standards and review procedures established in the Development Code and subdivision regulations consistent with General Plan policies. Those areas meeting the first of the three criteria listed above will generally remain permanent open space and will be used for recreation or resource conservation.

Open Space Action Plan

Concord’s Open Space Action Plan consists of the goals, directions for specific actions and programs which the City Council intends to pursue to implement the ideas for open space systems contained in this element. Additional detail on how the Action Plan will be implemented is in Volume III, Implementation Program, Table 5, “Implementation Actions for Parks, Open Space and Conservation Element”. Taken together, these initiatives specifically respond to and are consistent with the Government Code’s requirements for an Open Space Action Plan that is to include “specific programs which the legislative body intends to pursue in implementing its open space plan” (Section 65564).

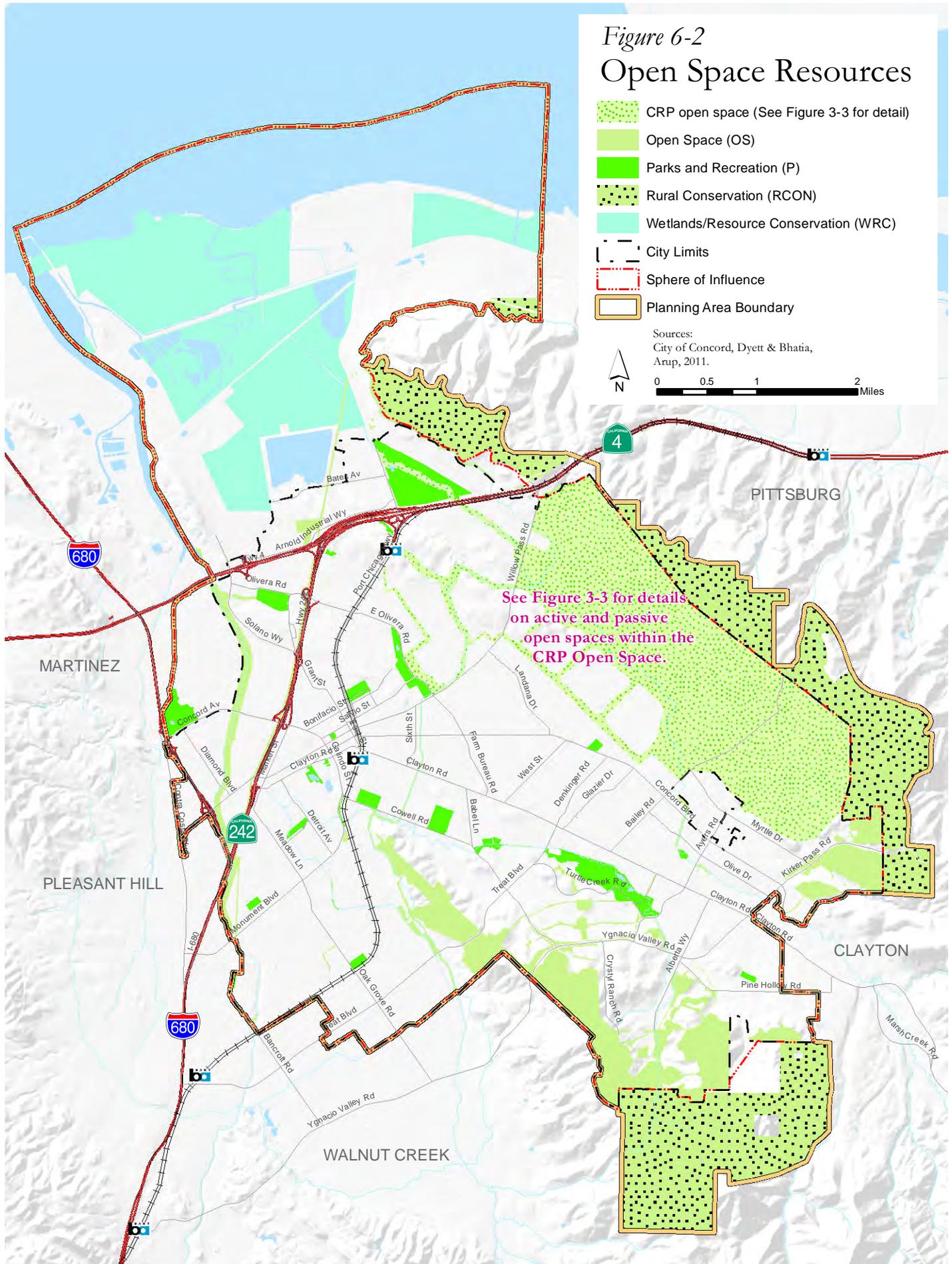
Figure 6-2
Open Space Resources

-  CRP open space (See Figure 3-3 for detail)
-  Open Space (OS)
-  Parks and Recreation (P)
-  Rural Conservation (RCON)
-  Wetlands/Resource Conservation (WRC)
-  City Limits
-  Sphere of Influence
-  Planning Area Boundary

Sources:
City of Concord, Dyett & Bhatia,
Arup, 2011.



0 0.5 1 2 Miles





6.4 OPEN SPACE GOALS, PRINCIPLES, AND POLICIES

GOAL POS-2: A PROTECTED AND ACCESSIBLE OPEN SPACE SYSTEM

Principle POS-2.1: Provide an Interconnected Open Space System.

Policy POS-2.1.1: Acquire, preserve, and maintain open space for future generations.

Policy POS-2.1.2: Participate in joint planning and implementation with the State of California Parks and Recreation Department, East Bay Regional Park District, and other appropriate agencies to establish connections to Mt. Diablo State Park.

Policy POS-2.1.3: Utilize the Trails Master Plan and Map to develop connections between open space areas.

As noted above, the Trails Master Plan should be updated to reflect plans for the Concord Reuse Project site.

Policy POS-2.1.4: Incorporate portions of the Concord Reuse Project site into the regional open space network, and provide trail and greenway connections between this area and developed Concord neighborhoods.

Principle POS-2.2: Preserve Natural Resources within Designated Open Space.

Policy POS-2.2.1: Design structures and facilities located within parks and open space areas to complement the natural setting and values of each site and adjacent lands.

Policy POS-2.2.2: Strive to preserve open space in southeast Concord in order to expand the Lime Ridge Open Space area.

The City will coordinate with the East Bay Regional Park District on how best to obtain additional open space in this area. A



connection from Concord's open space system to the Mt. Diablo State Park is of high importance.

Policy POS-2.2.3: Strive to preserve open space in northeast Concord in order to maintain the visual profile of the Los Medanos Hills.

The City will coordinate with the East Bay Regional Park District in the dedication of a new regional park on the Concord Reuse Project site. The park will encompass the most environmentally sensitive portions of the site, including the Los Medanos Hills.

Policy POS-2.2.4: Use open space where feasible to delineate an urban edge.

Policy POS-2.2.5: Require degraded open space areas to be restored to an environmentally sustainable condition as part of development approval where these lands are proposed as permanent open space in new development.

This can be done with use of native plants during revegetation and through creek and habitat restoration programs on larger sites.

Policy POS-2.2.6: Restore degraded open space owned by the City, including but not limited to habitat improvements and control of invasive plant species.

Principle POS-2.3: Expand Open Space Systems as Opportunities are Identified.

Policy POS-2.3.1: Increase the regional trail, ridgeline, and hillside open space system in the City's Planning Area through joint efforts with East Bay Regional Park District, Contra Costa County, the U.S. Government, and nonprofit trustee agencies.

Policy POS-2.3.2: Establish priorities for open space preservation in the City's Planning Area based on an evaluation of natural resources, viewsheds, wildlife habitats, and recreational opportunities.

Examples of establishing priorities include the following:

- *Significant natural areas that are historically, ecologically, scientifically, locally unique, important or threatened;*
- *Ridgelines and viewsheds above 300 feet elevation, as well as scenic vistas;*
- *Wildlife and plant habitats and fragile ecosystems with sensitive species in need of protection;*
- *Creek environments; and*
- *Lands suitable for recreation such as hiking, photography, nature study, bicycling, horseback riding, and fishing.*

6.5 CONSERVATION

Natural Resources

Although Concord is the largest city in Contra Costa County, and urbanized to a great extent, valuable natural resources still exist within the Planning Boundary. These are sometimes located in pockets of open space within the City limits, but more commonly found in large swaths of open space such as the former CNWS or Lime Ridge Open Space. Identified biological resources are illustrated in Figures 6-3 and 6-4, and discussed below. There are some mineral resources in the Planning Area, east of Lime Ridge Open Space outside the City limits, but no mining occurs within the City.

Vegetation and Habitat

The City of Concord is located in the Bay Area-Delta Bioregion, as defined by the State's Natural Communities Conservation Program. This Bioregion is comprised of a variety of natural communities, which range from Salt Marshes to Chaparral to Oak Woodlands. The high diversity of vegetation found in Contra Costa County is a result of topographic and micro-climate diversity and, combined with the rapid pace of development in the region, has resulted in a high degree of endangerment for local flora and fauna.

Figure 6-3 shows the distribution of vegetation and habitat within the Planning Area.³ The primary habitat types include Urban, Annual Grassland, Estuarine, Coastal Brackish Marsh, Riverine, Chaparral, and Foothill Pine-Blue Oak Woodland. The most prevalent habitat type is Urban, which covers the majority of the area within the City limits and is generally continuous to the west

³ As classified by the Wildlife Habitat Relationships System and/or the California Natural Diversity Data Base (CNDDB), 2006.

and southwest, adjoining the cities of Pleasant Hill and Walnut Creek, respectively. To the east, urban habitat continues into the City of Clayton.

Uplands (Annual grassland, Chaparral, Foothill Pine-Oak)

Annual grassland habitat is found primarily along Concord's eastern edge, occurring in the CNWS and extending further east into Los Medanos Hills. Grassland habitat is also found in the southern extremity of the City limits in the area of Lime Ridge Open Space. The Lime Ridge area also includes, to a lesser extent, chaparral habitat. The slopes of Mt. Diablo in the southern portion of the Planning Area contain a mix of habitat types. The western portion is occupied by the extension of grassland and chaparral habitats occurring in Lime Ridge Open Space. Chaparral is the prevalent habitat type in the central portion, which also contains some areas of Foothill Pine-Oak Woodland habitat.

The eastern portion of the area is primarily urban habitat, with an area of annual grassland habitat in its southeast corner.



Marshes

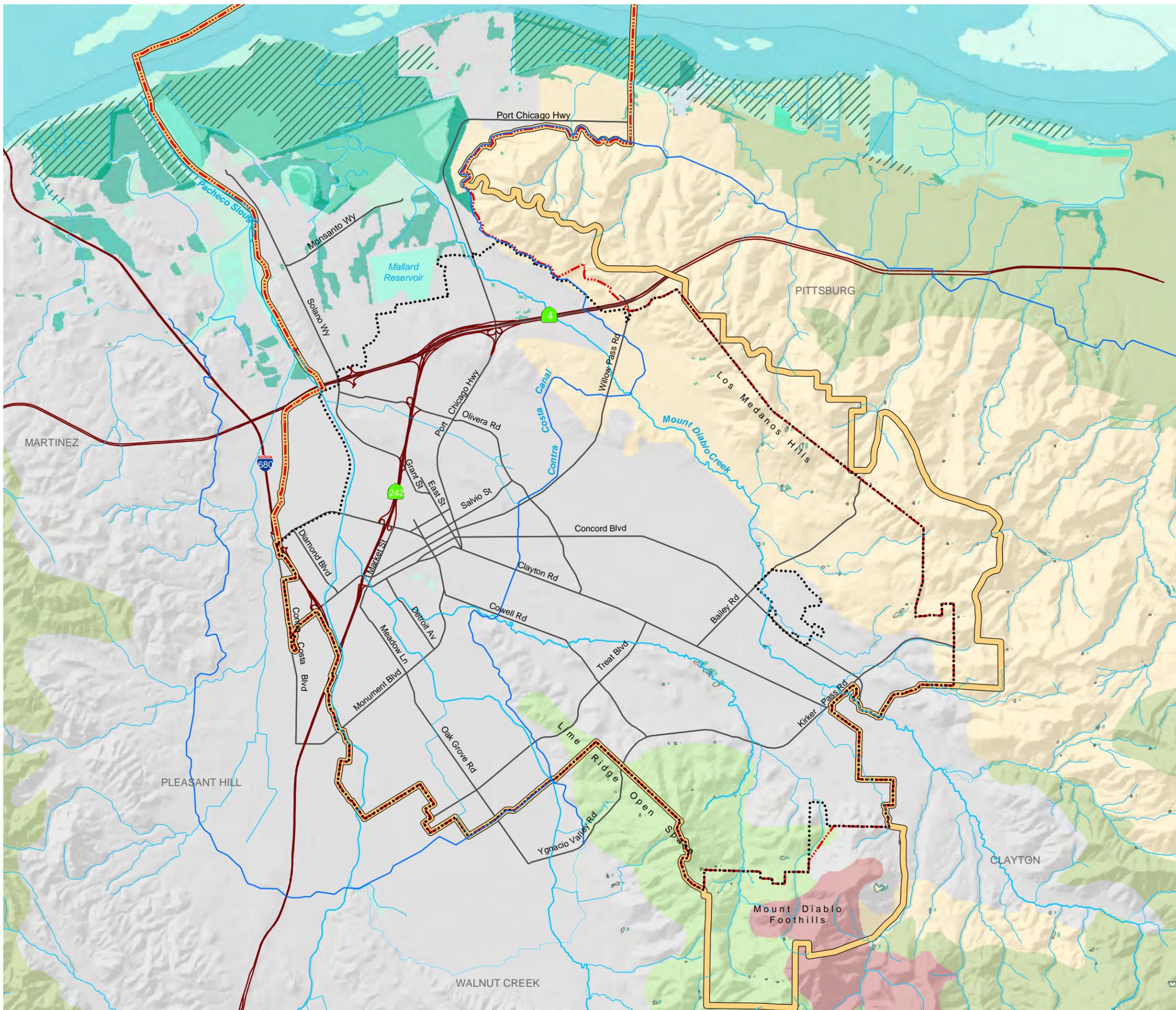
The Concord Planning Area is bordered to the north—and includes a small part of—the estuarine habitat of Suisun Bay. Bordering the Bay is the Avon-Port Chicago Marsh, a relatively extensive area of Coastal Brackish Marsh. This area extends up to two miles south toward the developed areas of Concord and is bordered to the west by Pacheco Creek and to the east by Clyde and the Tidal portion of the former CNWS. Most of this marsh area is considered to be high quality habitat. More patchy brackish marsh habitat is also found beyond these boundaries, both east and west of the Planning Area along Suisun Bay.

Wetlands and Riparian Corridors

Laced within the habitats discussed above are a number of creeks, principally Walnut, Pine, Galindo, and Mount Diablo, and tributaries to these creeks. Although much of the extent of these creeks has been disturbed, the waterways provide important aquatic and riparian habitat, providing resources and movement corridors for flora and fauna. The southern portion of the Planning Area in the Mount Diablo Foothills contains a number of drainages, including tributaries to Galindo Creek. In addition, intermittent streams and seasonal wetland ponds also occur in the area. Although unmapped, they provide seasonal habitats for local wildlife including species such as the Tiger salamander, which is listed as a special status species by the California Natural Diversity

Figure 6-3

Vegetation and Habitat



Uplands

- Annual Grassland
- Annual Grassland (80%-90%)
Chamise Chaparral (10%-20%)
- Buck Brush Chaparral (70%-80%)
Foothill Pine-Oak Woodland (20%-30%)
- Urban

Wetlands

- Coastal Brackish Marsh
- Estuarine - Subtidal
- Estuarine - Intertidal
- Lacustrine
- Palustrine
- City Limits
- Sphere of Influence
- Planning Area Boundary

See the Concord Community Reuse Plan Final Environmental Impact Report for details on the CRP area.

Source:
Coastal Brackish Marsh habitat designated by the California Natural Diversity Database (CNDDB): 2006. All other wetlands delineated by the National Wetland Inventory (NWI): 2002. Upland vegetation and habitat from California GAP Analysis: 1998. Creeks and waterways from Contra Costa County: 2005.



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Database (CNDDDB). The grassland habitat in the eastern portion of the Planning Area contains a number of such seasonal wetlands.

Special Status Species

The locations of potential and known special status species within the Planning Area are shown in Figure 6-4. The non-urban areas at the south, east and north portions of the Planning Area are both known and potential habitat for a number of special status animal and plant species. Lime Ridge supports known populations of Mount Diablo manzanita (*Arctostaphylos auriculata*, endemic to the Mount Diablo area), Mount Diablo fairy lantern (*Calochortus pulchellus*), Diablo helianthella (*Helianthella castanea*), and Hall's bush mallow (*Malacothamnus hallii*). This ridge provides important habitat for these special status plant species and is considered a Significant Ecological Area by Contra Costa County.

The ridge, and the grassland and chaparral habitat extending east through the slopes of Mt. Diablo to Clayton, also provide potential habitat for Alameda whipsnake (*Masticophis lateralis euryxanthus*). Mount Diablo buckwheat (*Eriogonum truncatum*) has been historically recorded near this area as well. Despite being considered potentially extinct, a number of recorded locations, including this one, are still considered potential habitat for this species. Southeast of the border of the Planning Area lies Mitchell Creek, beyond which is the ecological area associated with Mt. Diablo State Park. This area contains a concentration of special status species. Recorded populations of Mount Diablo fairy lantern, Mount Diablo Brewer's western flax (*Hesperolinon breweri*), and Diablo helianthella occur in the vicinity. Mt. Diablo is considered a Significant Ecological Area by Contra Costa County, and this Significant Ecological Area extends into Concord's Planning Area.

Portions of the hills within the eastern boundary of the Planning Area provide habitat for California tiger salamanders, which have been observed along intermittent streams and seasonal wetland ponds in this area (CNDDDB, 2006). Given that this species can range up to slightly over one-mile upland from these sources, much of the grassland area is considered habitat. Intermittent streams and ponds also provide habitat for California red-legged frog (*Rana aurora draytonii*), which has been observed on the southeastern portion of the Concord Reuse Project site.

The burrowing owl (*Athene cunicularia*) has been recorded on the Concord Reuse Project site. This species has the potential to occur in all grassland habitats in the Concord Planning Area. The eastern border of the Planning Area parallels and slightly overlaps the edge

of known San Joaquin kit fox (*Vulpes macrotis mutica*) habitat (CNDDDB, 2006).

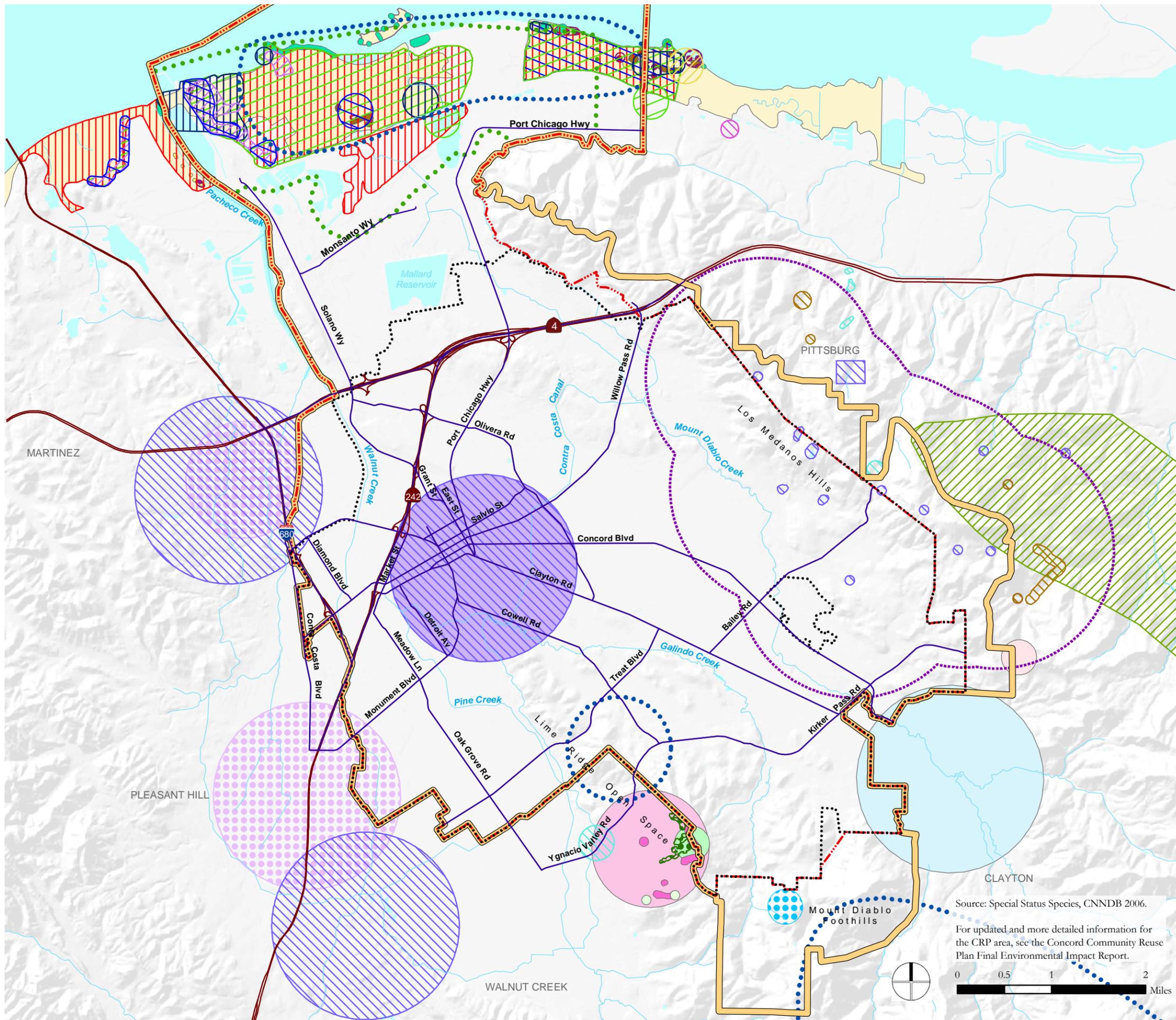
Roundleaved filaree (*Erodium macrophyllum*) has been historically recorded in the grasslands at the southeast portion of the Planning Area. Although most Contra Costa County records for this species are historic, fieldwork is lacking and its status in the county is uncertain. Grassland and woodland habitats of the Concord Planning Area provide potential habitat for this species. The Avon-Port Chicago Marsh provides habitat for a host of special status wildlife and plant species including California black rail (*Laterallus jamaicensis coturniculus*), California clapper rail (*Rallus longirostris obsoletus*), Salt-marsh harvest mouse (*Reithrodontomys raviventris*), Suisun song sparrow (*Melospiza melodia maxillaries*), Delta tule pea (*Lathyrus jepsonii* var. *jepsonii*), Mason's lilaepsis (*Lilaepsis masonii*), and Soft bird's beak (*Cordylanthus mollis* ssp. *mollis*). All of these species have been recorded from this area and are presumed to be extant there. The marsh is considered to be a Significant Natural Area by the California Department of Fish and Game (CDFG) and Contra Costa County considers it a Significant Ecological Area. The CDFG also has mapped a considerable portion of this marsh as Coastal Brackish Marsh, a sensitive community.

Planning for the reuse of the former Concord Naval Weapons Station has required extensive documentation of special status species on the project site. In addition to the California red-legged frog, California tiger salamander, and Burrowing Owl habitat noted above, a number of protected birds have been observed, including Golden eagles, Bald eagles, Loggerhead shrikes, and Peregrine falcons. The site also contains potential habitat for the Western Pond turtle and Coast horned lizard, although neither species has been observed. The Concord Reuse Project (CRP) Area Plan conserves the most sensitive habitat areas on the site as open space.

A few historical records of special status species exist within the urbanized area of Concord, particularly California tiger salamander (*Ambystoma californiense*), Contra Costa goldfields (*Lasthenia conjugens*), Caper-fruited tropidocarpum (*Tropidocarpum capparideum*), and Congdon's tarplant (*Centromadia parryi* ssp. *congdonii*). These are located in central Concord and along the urban border to the west with Pleasant Hill, the southwest with Walnut Creek, and the southeast with Clayton. These populations are presumed extirpated due to urban growth. All, except for the Tiger salamander, probably no longer occur in the area. Mount Diablo buckwheat (*Eriogonum truncatum*) has been historically recorded from the west slope of Mount Zion, near the southeast

Figure 6-4

Special Status Species & Ecologically Significant Areas



- San Joaquin Kit Fox
- Salt-Marsh Harvest Mouse
- San Joaquin Pocket Mouse
- Burrowing Owl
- California Black Rail
- California Clapper Rail
- California Least Tern
- Saltmarsh Common Yellowthroat
- Suisun Song Sparrow
- California Red-Legged Frog
- California Tiger Salamander
- Potential Tiger Salamander Upland Habitat
- Brandegee's Eriastrum
- Caper-Fruited Tropicocarpum
- Coastal Brackish Marsh
- Congdon's Tarplant
- Contra Costa Goldfields
- Delta Tule Pea
- Diablo Helianthella
- Hall's Bush Mallow
- Mason's Lilaeopsis
- Mt. Diablo Buckwheat
- Mt. Diablo Fairy-Lantern
- Mt. Diablo Manzanita
- Round-Leaved Filaree
- Soft Bird's-Beak
- Suisun Marsh Aster
- CDFG Significant Natural Area
- Contra Costa Significant Ecological Area
- City Limits
- Sphere of Influence
- Planning Area Boundary

Source: Special Status Species, CNND 2006.
 For updated and more detailed information for the CRP area, see the Concord Community Reuse Plan Final Environmental Impact Report.

0 0.5 1 2 Miles

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corner of the City limits, just west of Clayton. This species is potentially extinct but a number of recorded locations, including this one, are still considered to provide potential for occurrence.

Wildlife Corridors

While the habitats found in the City supply resources for local plant and animal populations, on a larger scale open spaces in the area serve the crucial function of providing movement corridors for regional wildlife. Lime Ridge and the annual grasslands of Los Medanos Hills and the Mount Diablo Foothills represent the northern extent of continuous natural habitat extending south through Mount Diablo, the Black Hills, Briones Valley, and beyond. Thus, Planning Area open spaces are part of larger systems of regional wildlife movement corridors, as exhibited by the species that are observed in them. Also, creeks and waterways within the Planning Area may provide rainy season migration routes for California tiger salamanders and California red-legged frogs, in addition to more common amphibians. Areas of riparian vegetation associated with these waterways may provide cover for migrating or non-migrating birds and mammals.

Water Resources

Surface water bodies within Concord include Mallard Reservoir, Walnut Creek, Pacheco Creek, Mount Diablo Creek, Galindo Creek, Pine Creek, Contra Costa Canal, and sloughs and wetlands located along Suisun Bay. Some stock ponds, watering holes, and seepage ponds are found on the Concord Reuse Project site. These ponds and watering holes are mainly located in the hills where natural water sources are scarce.

Watersheds

Watersheds within the region are defined by creeks, streams, and other surface water drainages that originate in the upland areas near Mt. Diablo and flow downslope towards the Bay. As illustrated in Figure 6-5, much of the Planning Area lies within the Mount Diablo Creek watershed, which drains into Pacheco Slough and the Suisun Bay. Additionally, five other watersheds are at least partially located within the Planning Area including Concord, Grayson Creek/Murderers Creek, Kirker Creek, Pine Creek/Galindo Creek, and Willow Creek/ Coastal Drainages. These watersheds drain into creek systems in adjacent jurisdictions. Boundaries between these watersheds are created by the topographic features such as ridges and valleys that shape surface water drainage patterns. Acreage information for each watershed is summarized in Table 6-4.

Table 6-4: Watersheds in Planning Area

Watershed Name	Acreage	Percent of Total
Concord	5,549	18%
Grayson Creek/ Murderers Creek	1,018	3%
Kirker Creek	214	1%
Mt. Diablo Creek	13,138	43%
Pine Creek/ Galindo Creek	8,507	28%
Willow Creek and Coastal Drainages	2,281	7%
Total¹	30,706	100%

¹The remainder of the Planning Area lies within Suisun Bay.

Source: Contra Costa County, Dyett and Bhatia, 2006

Groundwater Basins

Concord is underlain by two groundwater basins, Clayton Valley and Ygnacio Valley, as defined by the Department of Water Resources (DWR). The Clayton Valley groundwater basin is bounded by Suisun Bay to the north, Mt. Diablo Creek to the east, the Concord Fault to the west, and the foothills of Mt. Diablo to the south. The Clayton Valley is underlain by thick alluvial deposits which cover faulted and folded older rocks. The water bearing units are Quaternary-age and older alluvial deposits, which exceed 700 feet in depth. These units are hydraulically connected with Suisun Bay.

The Ygnacio Valley groundwater basin is bounded by Suisun Bay to the north, Highway 680 to the west, the Concord Fault to the east, and the City of Walnut Creek to the south. Walnut and Grayson Creeks flow through the basin before draining into Pacheco Creek and then into Suisun Bay. The Ygnacio Valley groundwater basin is formed in a depression between the Berkeley Hills and the Mt. Diablo Range. Thick alluvial deposits cover folded and faulted older rocks. The water bearing units in the basin are from Quaternary deposits. As in the Clayton Valley basin, water bearing deposits are over 700 feet in depth. Aquifers in this basin are hydraulically connected to the Sacramento River⁴.

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

⁴ California Department of Water Resources, California Groundwater – Bulletin 118, updated October 2003.

Figure 6-5

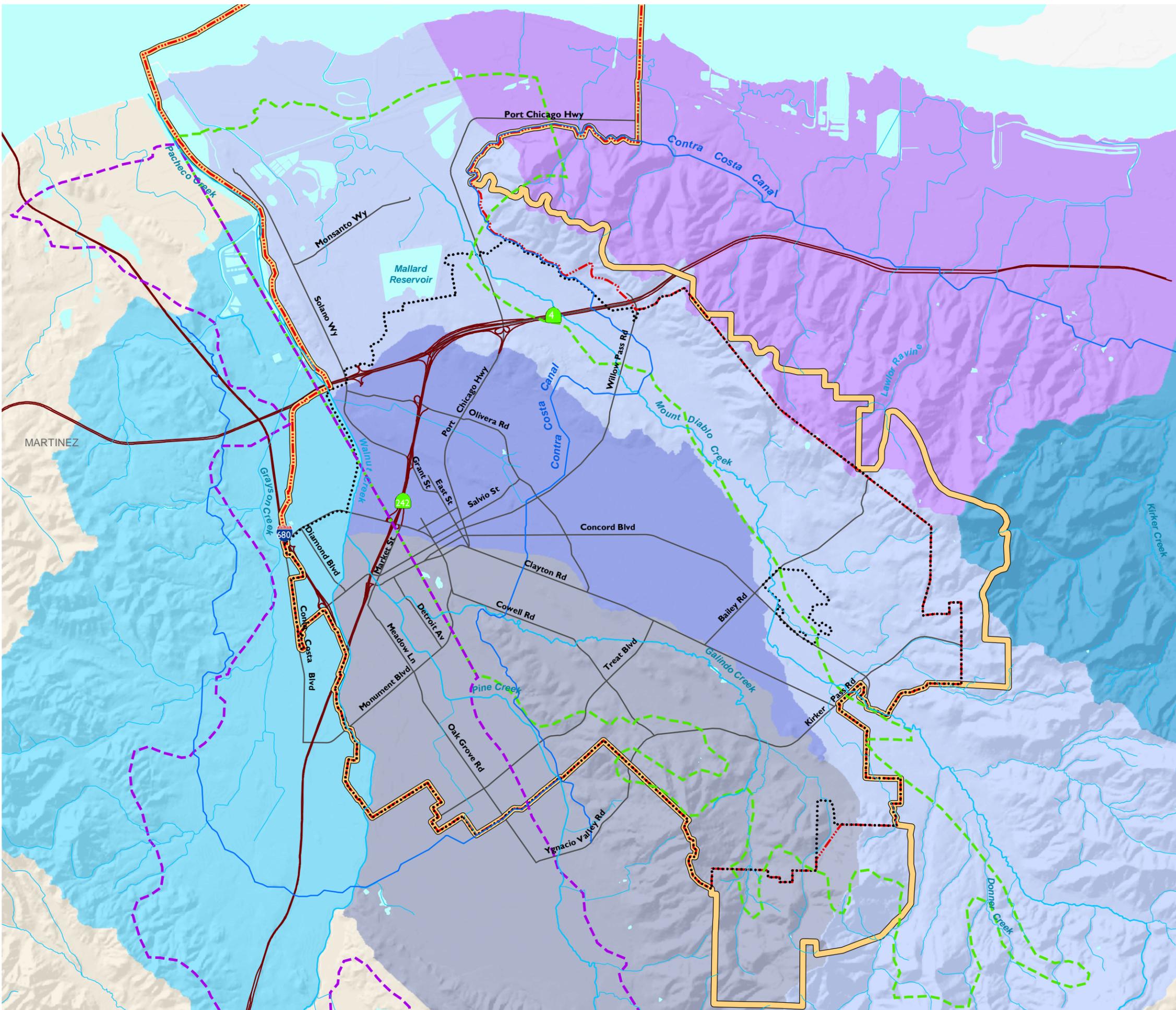
Water Resources

Watershed Boundaries

- Concord
- Grayson Creek / Murderers Creek
- Kirker Creek
- Mt. Diablo Creek
- Pine Creek / Galindo Creek
- Willow Creek and Coastal Drainages

Groundwater Basins

- Clayton Valley
- Ygnacio Valley
- City Limits
- Sphere of Influence
- Planning Area Boundary



Source:
Contra Costa County: 2005.



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Valley basins indicate groundwater meets drinking water standards (DWR 2003).

Mineral Resources

There are no significant mineral resources within the City limits. In the southeast portion of the extended Planning Area, some aggregate mineral resources exist, which are being commercially mined.



6.6 CONSERVATION GOALS, PRINCIPLES, AND POLICIES

GOAL POS-3: WELL-PLANNED NATURAL RESOURCE CONSERVATION

Principle POS-3.1: Preserve and Protect Water Quality.

Policy POS-3.1.1: Enhance and maintain the natural values of creeks and major drainage ways.

This could include restoration measures along Galindo, Mount Diablo, and Pine Creeks to improve ecological systems, slow peak storm runoff, and increase infiltration.

Policy POS-3.1.2: Preserve and restore native riparian vegetation and wildlife, and establish riparian corridors along all creeks.

Policy POS-3.1.3: Require adequate building setbacks for development adjacent to creek banks and major drainage ways to protect neighboring properties from erosion and flooding.

The Development Code will include standards for development near creeks.

Policy POS-3.1.4: Support improvements along creeks in consultation and cooperation with creek restoration and design professionals.

Policy POS-3.1.5: Provide access easements for creek maintenance purposes and public access to creekside amenities, where consistent with habitat protection objectives and resource agency regulations.



Policy POS-3.1.6: To the extent practical, preserve creeks in a natural condition while providing for the need to convey storm water.

Policy POS-3.1.7: Improve the quality of underground and surface waters in Concord through coordination with outside agencies.



The State Department of Fish and Game, Contra Costa County Flood Control, the Water Conservation District, the Soil Conservation District, the Contra Costa Water District, and the Regional Water Quality Control Board, are all agencies that the City can partner with to maintain and improve water quality.

Principle POS-3.2: Preserve and Protect Wetlands.

Policy POS-3.2.1: Preserve bay marshes, wetlands, and tidal areas adjacent to Suisun Bay as open space.

This policy is consistent with state and federal “no net loss” policies for wetlands. Preservation mechanisms include the following:

- *Avoidance of sensitive habitat areas (some of the tidal area from Pt. Edith west along the tidal marsh to the Proposed Urban Limit Line is designated the Point Edith Wildlife Area, a wildlife refuge priority use area);*
- *Clustering of development away from wetlands;*
- *Transfer of development rights for preservation of existing sensitive lands; and/or*
- *Compensatory in-kind mitigation, such as restoration or creation.*

Policy POS-3.2.2: Provide visual, and where practical, physical access to wetland areas in a manner consistent with protection of these fragile ecological systems.

Policy POS-3.2.3: For wetlands that are not adjacent to Suisun Bay, follow management and protection measures that are consistent with state and federal requirements.

A number of small wetland areas exist on the Concord Reuse Project (CRP) site. The CRP Area Plan generally conserves these areas as open space, although conservation may not be feasible in all instances. In such cases, mitigation measures have been prescribed to establish replacement wetlands elsewhere.

Principle POS-3.3: Facilitate Water Conservation.

Policy POS-3.3.1: Cooperate with the Contra Costa Water District to implement water saving programs.

Policy POS-3.3.2: Implement water-conserving practices in City operations and projects.

Such practices may include use of low-flow plumbing, water-conserving appliances, and xeriscape (e.g., drought-tolerant planting and landscaping with low-water needs).

Principle POS-3.4: Preserve and Protect Wildlife and Vegetation Resources.

Policy POS-3.4.1: Conserve wildlife habitat and wildlife corridors, including seasonal migration routes, and require appropriate mitigation in the event such areas are impacted by development,

Policy POS-3.4.2: Protect rare, threatened, or endangered species and their habitats through the environmental review process and in accordance with State and Federal law.

Project-level environmental review will assess the potential impact of proposed development on special-status species and sensitive natural communities and could require mitigation measures and monitoring to ensure protection of sensitive biological resources.

Policy POS-3.4.3: Retain significant vegetation, including native vegetation and heritage trees, where feasible,

and require replacement plantings as appropriate for mitigation.

The Development Code will include standards and review criteria to implement this policy.

Policy POS-3.4.4: Plant vegetation to increase benefits to wildlife.

Policy POS-3.4.5: Coordinate with appropriate regulatory and trustee agencies to enhance protection of special status species and sensitive natural communities.

Coordination with regulatory and trustee agencies will include, but not be limited to, the California Department of Fish and Game, U.S. Fish and Wildlife Service, and the Regional Water Quality Control Board.

Policy POS-3.4.6: Avoid construction-related activities during breeding and nesting seasons for special status species.

Construction-related activities within sensitive habitat of special status species will generally not be allowed during the breeding season or season of greatest effect on their survival. If project activities cannot avoid these seasons, the project applicant will have to arrange for surveys of any special status species in accordance with state and federal standards and follow applicable trustee agency protocol for species protection.

Policy POS-3.4.7: Promote habitat restoration in areas of special status species.

The City will coordinate with appropriate agencies and the community to improve habitat restoration efforts throughout the Planning Area, and will include special status species habitat restoration requirements in the Development Code. Plans for the Community Reuse Project include restoration of habitat along Mount Diablo Creek and in the Los Medanos Hills.

Principle POS-3.5: Conserve Mineral Resources.

Policy POS-3.5.1: Encourage conservation of valuable mineral resources and provide substantial protection of significant mineral deposits, consistent with the City's other land use goals.

Policy POS-3.5.2: Regulate extraction and consumption of mineral resources in accordance with applicable State law.

Policy POS-3.5.3: Prohibit residential land uses within mineral resource impact areas containing mineral deposits of state-wide or regional significance as determined by the California State Mining and Geology Board.

Residential land uses are inherently incompatible with mining. Mining activities typically require a high public or private investment in structures, land improvements, and landscaping that can be adversely affected if incompatible uses are allowed in the vicinity of these operations.

Policy POS-3.5.4: Preserve significant mineral resource areas in open space areas.

Policy POS-3.5.5: Require future development in the vicinity of significant mineral resources to be planned and designed to minimize conflict between mineral extraction activities and neighboring land uses.

Principle POS-3.6: Conserve Natural Resources.

Policy POS-3.6.1: Encourage, and where appropriate require, sustainable building practices for new development and the remodeling of existing buildings.

Sustainable building practices employ a wide variety of construction techniques and methods that allow new development and building remodels to last longer, cost less to operate, and protect the health of workers and

residents. Examples of sustainable building practices include the use of advanced framing techniques that reduce lumber requirements, incorporating recycled building materials, designing with solar heating and cooling systems, and using energy efficient appliances, water heaters, and insulation.

Policy POS-3.6.2: Require that future design and construction on the Concord Reuse Project Site incorporates sustainable development principles, including green building, green infrastructure, site planning which maximizes solar access opportunities, and a land use and transportation plan which maximizes opportunities for non-automobile travel.

Reuse of the Concord Naval Weapons Station offers a particularly important opportunity to apply sustainable building practices on a community-wide scale. The Concord Reuse Project Area Plan includes policies, standards, and other measures to conserve water and fossil fuels.

6.7 CULTURAL AND HISTORIC RESOURCES

The lands encompassed by the Planning Area have a long and rich history of human habitation. The earliest known occupation of the area dates to 200 B.C., and sites with evidence of those cultures still remain. Far more salient to modern residents in Concord is the large inventory of historic homes and buildings, which provide a visual history of the development of the City from its first modern settlement to today. The existence of both archaeologically sensitive areas and historic buildings in Concord underscores the need for policies that preserve such aspects of the City's heritage.

In addition to a desire by the local community to protect historic resources, several State laws, most notably the California Environmental Quality Act (CEQA) Guidelines §15064.5(f) and Public Resources Code §5020-5029 and 21083.2, protect archaeological and historical resources. To preserve historic resources, the State has formed the State Historical Resources Commission that conducts the State Historic Resource Inventory and maintains the California Register of Historic Resources, which identifies historic landmarks and points of interest. The Commission

also provides recommendations for the National Register of Historic Places.

Archaeological Resources

A review of the Planning Area conducted by the Northwest Information Center found 12 recorded American Indian archaeological resources listed with the State Historical Resources Information System. These sites range from sparse lithic scatters to ethnographic village sites. Additional assessments were conducted as part of the reuse planning process for the former Concord Naval Weapons Station. These assessments found 10 archaeological sites that were potentially eligible for National Register listing, including three prehistoric (Native American) sites and seven historic sites. Six of these sites are outside of the development area proposed by the Concord Reuse Project and will be conserved as parkland or open space. The other four sites (one pre-historic and three historic) are within proposed development areas. Data documentation, recovery, and curation measures will be required before any earth disturbing activities are permitted in these areas.⁵

Two additional prehistoric sites were identified approximately one quarter-mile west of the Willow Pass Road Corridor along Walnut Creek and within the Monument Boulevard Corridor. Although the latter was leveled in 1937 for agricultural purposes, a salvage crew from U.C. Berkeley recorded the site prior to its demolition, which yielded numerous burials and artifactal remains.⁶ The site was capped in the mid-1960s.⁷ It is possible these two sites are components of a single village site that may qualify for the National Register of Historic Places.

Additionally, the Planning Area contains many topographical features near which archaeological sites in this portion of Contra Costa County tend to be located, such as ridgelines, midslope terraces, alluvial flats, ecotones, and near sources of water. Given the environmental setting and the archaeologically sensitive nature of the general area, the review concluded that there is a high potential for additional Native American sites within the Planning Area.⁸

⁵ *Concord Community Reuse Project EIR, Arup, 2010.*

⁶ *Piling, A.R., Archaeological Site Survey Record, CA-CCo-250, University of California, on file at the Northwest Information Center, Sonoma State University, 1949.*

⁷ *Ananian, B. Archaeological Reconnaissance for the Port Chicago Pipeline Project, on file at the Northwest Information Center, Sonoma State University, File No S-17897, 1994*

⁸ *The Northwest Information Center does not provide maps showing specific locations in order to protect these sites from looting.*

Table 6-5: City of Concord Designated Historic Sites and Structures

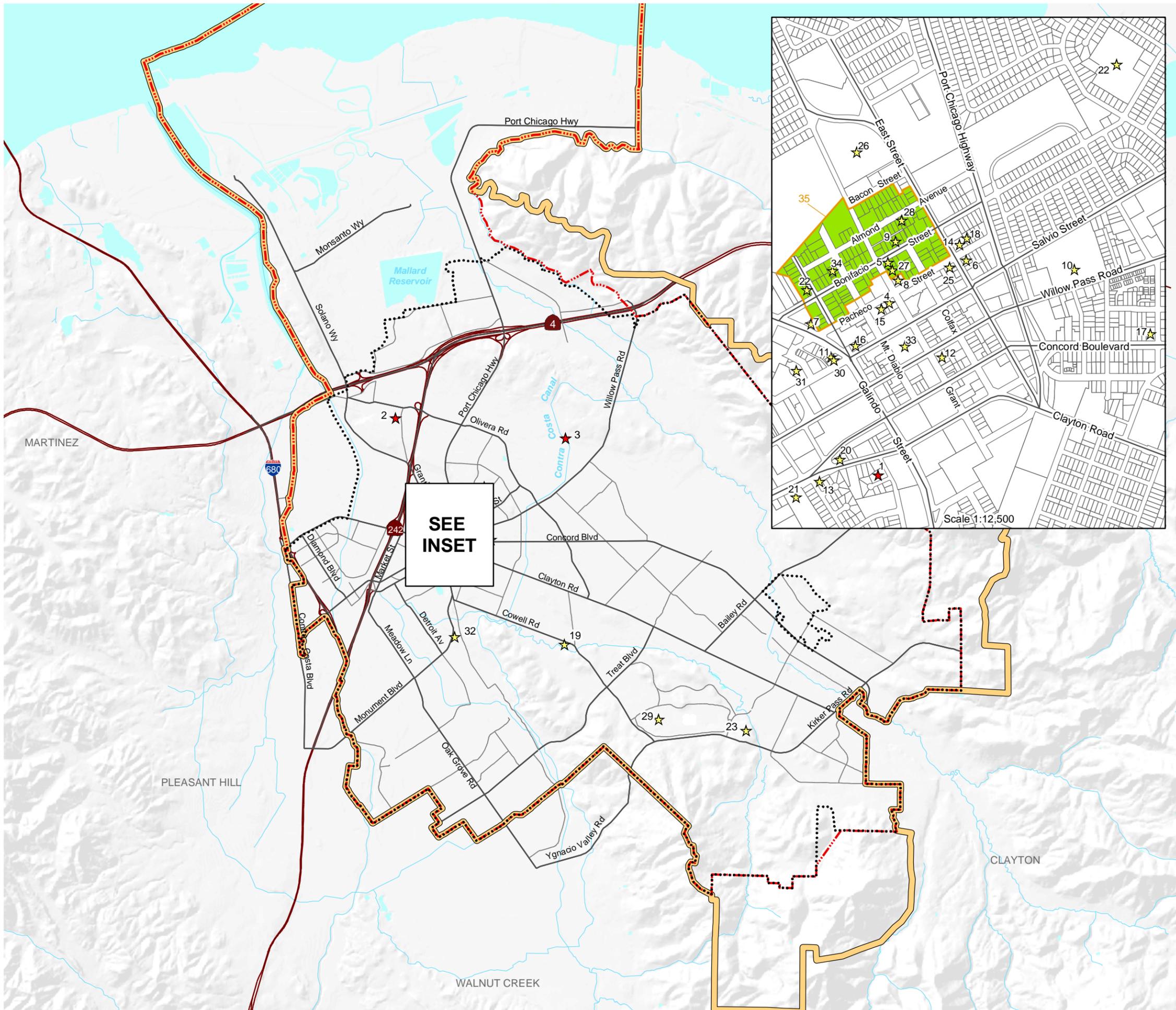
No.	Name	Address
1	Francisco Galindo House ²	1721 Amador St.
2	Francisco Pacheco Adobe ^{1,2}	3119 Grant St.
3	Contra Costa Canal ^{1,2}	Various
4	Rosal Apartment House	2178 Pacheco St.
5	Alves House	2190 Grant St.
6	Barnett House	2080 East St.
7	Beebe House	1921 Concord Ave.
8	Bibber House	2108 East St.
9	Bolla House	2289 Bonifacio St.
10	Concord Elementary School	2701 Willow Pass Rd.
11	Concord Fire Hall	1982 Concord Ave.
12	Concord Fire House	2210 Willow Pass Rd.
13	Eddy House	1800 Clayton Rd.
14	Elworthy House	2118 East St.
15	Elworthy-Keller House	2156 Pacheco St.
16	Foskett & Elworthy Building	2001 Salvio St.
17	Gieselhard House	2885 Concord Blvd.
18	Ginochio-Accinelli House	2459 Pacheco St.
19	Ginochio-DeRosa House	3800 Cowell Rd.
20	Ivey House	1849 Clayton Rd.
21	Keller House	1760 Clayton Rd.
22	Kelly House	1987 Bonifacio St.
23	Live Oak Cemetery	Deer Oak Pl.
24	Maltby Mansion	3033 Bonifacio St.
25	Maltby-McKinnon House	2350 Pacheco St.
26	Mount Diablo High School	2455 Grant St.
27	Neustaedter House	2156 Grant St.
28	Nunez House	2334 Almond Ave.
29	Old Cowell Firehouse Ct.	4425 Prairie Willow Ct.
30	Perry House	1990 Concord Ave.
31	Salvio Pacheco Adobe	1870 Adobe St.
32	St. Stephen's Cemetery	2701 Monument Ct.
33	Todos Santos Plaza	2175 Willow Pass Rd.
34	Webb-Soto House	2243 Mt. Diablo St.
35	North Todos Santos District	Between Pacheco St., East St., Bacon St., Galindo St.

¹ California State Historical Landmark

² National Register Site

Source: City of Concord General Plan Background, 1994. "History of Concord," Concord Historical Society, 1986, and 2006.

Figure 6-6
Cultural & Historic Resources



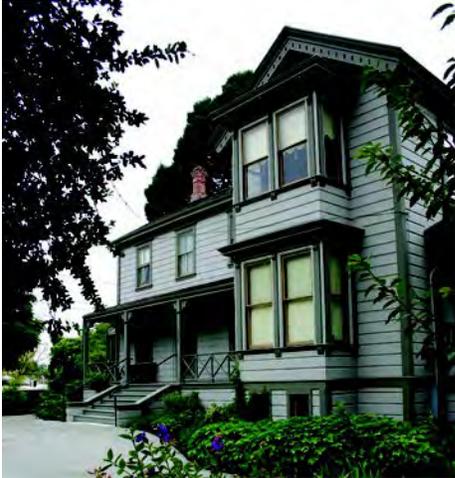
- ★ National Register Site
- ☆ Historic Site or Structure
- 35 North Todos Santos District
- ⋯ City Limits
- - - Sphere of Influence
- ▭ Planning Area Boundary

Note: See Table 6-5 for site address and name by label number.

Sources:
 City of Concord General Plan Background, 1994.
 "History of Concord," Concord Historical Society, 1986 and 2006.
 "Historical Walking Tour Guide," Concord Historical Society, 2003.



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Historic Resources

Many of the historic resources in Concord date back to the days of its founding, and are located near Todos Santos Plaza. Additionally, the City’s historic buildings reflect its changing role through time as a center of agriculture, military activities, and commercial activities. The City contains three National Register Sites or Structures, and 32 additional sites and structures within its City limits are considered by the Concord Historical Society to be important local historic resources. The City of Concord designated historic sites and structures are mapped in Figure 6-6 and listed in Table 6-5.



6.8 HISTORIC AND CULTURAL RESOURCES GOALS, PRINCIPLES, AND POLICIES

GOAL POS-4: PRESERVE HISTORIC AND ARCHEOLOGICAL RESOURCES

Principle POS-4.1: Protect the City’s historic sites and structures and prehistoric cultural resources.



Policy POS-4.1.1: Preserve all City, State, and Federally designated historic sites and structures to the maximum extent feasible.

As part of Plan implementation, the City will undertake appropriate review and consultation as required by applicable State and Federal laws pertaining to historic and archaeological resource protection, and may consider relocation of certain historic structures to a central or single location as a preservation tool.

Policy POS-4.1.2: Consult with the State Office of Historic Preservation with respect to managing impacts of development and land use on historic and archaeological resources.

Developers and property owners are also strongly encouraged to consult with the Concord Historical Society on their

development proposals or rehabilitation plans for a designated or potentially historic structure or building.

Policy POS-4.1.3: Preserve important historic and archaeological sites during new development, reuse, and intensification.

In the case of archaeological sites, preservation does not always mean leaving a site “as is.” It could involve recovering artifacts from a site and permitting subsequent development, capping a site so it remains undisturbed, or other measures which protect the resource.

Policy POS-4.1.4: In identified sensitive areas, require archaeological studies as part of the development review process.



7

SAFETY AND NOISE

The purpose of the Safety and Noise Element is to identify the natural and man-made hazards that exist within the City, and to mitigate their potential impacts through both preventative and responsive measures. This Element addresses air quality, noise sources, geology and seismicity, wildfire hazards, hazardous materials, and health and safety services. It also includes policies on natural hazards mitigation planning, which respond to the Federal Disaster Mitigation Act of 2000 and the Federal Emergency Management Agency’s Final Interim Rule, published in October 2002. Hazards related to drainage and flooding are addressed in the Public Facilities Element.

7.1 AIR QUALITY

Two types of air pollutants affect air quality in Concord – criteria air pollutants and toxic air contaminants. The city also faces air quality issues relating to odors and nuisances such as dust and smoke. Urban activities in the city also generate greenhouse gases, which contribute to global climate change.

The major source of air pollutants in Concord is motor vehicle emissions. Heavy commute patterns throughout the San Francisco Bay Area have resulted in poor regional air quality levels. Newer model vehicles are producing “cleaner” auto emissions, and will help to counteract the negative air quality impacts associated with increased vehicle use. Nonetheless, the region is still gaining population and jobs, resulting in longer commutes and more vehicles on the road. Continued efforts must be made to reduce emissions through land use and transportation planning.

Criteria and toxic air contaminants (as described below) are controlled by the Bay Area Air Quality Management District (BAAQMD). The City has a more direct role in regulating odors and nuisances, and the release of particulate matter at construction sites.

Criteria Air Pollutants

Criteria air pollutants—carbon monoxide, ozone, and particulate matter, including nitrogen dioxide, sulfur dioxide, PM₁₀, and lead—are most pervasive in urban environments, and State and national ambient air quality standards have been established for them. The Bay Area’s topographical and wind factors reduce local concentrations of criteria air pollutants in Concord. Motor vehicles are expected to continue to be a major source for regional emissions.

Residential, industrial, and commercial development in Concord contributes to regional emissions. Emissions are also generated through industrial and commercial operations and building energy use. Residents and workers may experience occasional violations of PM₁₀ (particulates) standards due to construction activities and other local dust sources, and may experience elevated concentrations of carbon monoxide along congested freeway segments and at congested intersections.

The primary role of cities in achieving and maintaining regional air quality is through land use decision-making, which can affect vehicle miles traveled, and through other measures to manage the emission of pollutants. BAAQMD identifies specific Transportation Control Measures (TCMs) that, together with other approaches, may help reduce emissions in Concord, contributing to regional pollution control and greenhouse gas reduction efforts.

Toxic Air Contaminants

Toxic air contaminants are those pollutants that occur at relatively low concentrations and are associated with carcinogenic or other adverse health effects, but for which no ambient air quality standards have been established. These pollutants are typically carcinogens, mutagens, or reproductive toxins. Diesel particulate matter has been identified as a toxic air contaminant and represents 70 percent of the known potential cancer risk from air toxics in California. Regulation of toxic air contaminants is achieved through Federal and State controls on individual sources. The preferred technique for reducing toxic air emissions is source reduction, and as part of a local control strategy in the Bay Area, all applications for new stationary sources are reviewed to ensure compliance with required emission controls and limits.

The ambient background of toxic air contaminants is the combined result of many diverse human activities, including gasoline stations, automobiles, dry cleaners, industrial operations, hospital sterilizers, and painting operations. In general, mobile sources contribute more significantly to health risks than do stationary sources. The

BAAQMD notes a particular need to reduce exposure to particulates and air toxics related to freeways and major arterials, especially those with high volumes of truck traffic, as well as exposure related to goods movement and distribution centers. Generally, ambient concentrations of toxic air contaminants are similar throughout the urbanized area of the Bay Area. BAAQMD regulates toxic air contaminants from stationary sources through their permit process; mobile sources of toxic air contaminants are regulated indirectly through vehicle emissions standards and through fuel specifications. Cities have a role in reducing public exposure to toxic air contaminants through ensuring sufficient buffer zones around stationary sources and by reducing vehicle trips.

Odors and Nuisances

Odors and nuisances include those emissions which occur infrequently but which have the potential to generate citizen complaints. BAAQMD records indicate certain industrial facilities in Concord occasionally generate citizen complaints. Increased buffering of incompatible uses and control of dust from construction are potential local approaches to controlling odors and nuisances.

Air Quality Monitoring Stations

BAAQMD operates a regional network of air pollution monitoring stations that provide information on ambient concentrations of criteria air pollutants and toxic air contaminants. Two stations are operated within the City limits: number 2018, located at 2975 Treat Boulevard, and number 2032, located at 2477 Arnold Industrial Way. Table 7-1 summarizes air quality data collected from the monitoring station on Treat Blvd.

Sensitive Receptors

Some people are more sensitive than others to air pollutants. Heightened sensitivity may be caused by health problems, proximity to the emissions source, and duration of exposure to air pollutants. Sensitive receptors are facilities that house or attract children, the elderly, people with illnesses, or others who are especially sensitive to the effects of air pollution. Hospitals, schools, convalescent facilities, and residential areas are examples of sensitive receptors which should not be located near sources of noise, such as an airport.

Table 7-1: Concord Air Pollution Summary (For the year 2003)

	Max 1-Hr	Max 8-Hr	Max 24-Hr	Nat Days	Cal Days
Ozone	10	--	--	0	5
	--	9	--	1	--
Carbon Monoxide (ppm)	3.2	2.0	--	0	0
Nitrogen Dioxide (ppm)	6	--	--	0	0
Sulfur Dioxide	--	--	--	0	0
PM ₁₀	--	--	34	0	--
PM _{2.5}	--	--	50	--	--

Explanation of Terms

Max 1-Hr / 8-Hr / 24-Hr. The highest average contaminant concentration over a one-hour period, an eight-hour period (on any given day), or a 24-hour period (from midnight to midnight).

Nat Days. The number of days during the year for which the monitoring station recorded contaminant concentrations in excess of the national standard.

Cal Days. The number of days during the year for which the station recorded contaminant levels in excess of the California standard.

PM₁₀. Particulate matter ten microns or smaller in size. (PM₁₀ is only sampled every sixth day. Actual days over standard can be estimated to be six times the number shown.)

PM_{2.5}. Particulate matter 2.5 microns or smaller in size. PM_{2.5} is a sub-category of PM₁₀.

Source: Bay Area Air Quality Management District, 2004

Greenhouse Gases

On a global level, activities such as motor vehicle use, manufacturing, and power plant operations are generating carbon dioxide, methane, and other “greenhouse” gases faster than the earth’s atmosphere can absorb them. These emissions are expected to lead to global temperature increases in the next century, potentially affecting Concord’s flora and fauna, water supply, and climate. Assembly Bill (AB) 32, approved by the State legislature in 2006, required the California Air Resources Board to develop regulations and programs to reduce the state’s greenhouse gas emissions to 1990 levels by 2020. Subsequently, Senate Bill (SB) 375 was adopted to reduce statewide motor vehicle emissions, in part by improving coordination between land use, transportation and housing decisions.

Like other cities in California, the City of Concord is taking action to address climate change through its land use and transportation policies. This is particularly important on the Concord Reuse Project (CRP) site. The CRP Area Plan presents an unprecedented opportunity to develop a new kind of community—one that is less reliant on automobiles and which yields far lower levels of greenhouse gas emissions per capita than conventional development. The Area Plan for the CRP includes a “Climate Action Plan” which outlines the strategies for achieving this objective. The most basic

elements of this Plan are to concentrate new development around BART; build at densities that support transit use; develop a well-connected bicycle and pedestrian system; provide a balanced mix of employment, services, and housing to minimize trip lengths; and incorporate advanced energy conservation and efficiency measures in the design of new buildings and infrastructure. A separate Climate Action Plan for the City as a whole also is planned.

7.2 NOISE

Noise Characteristics and Measurement

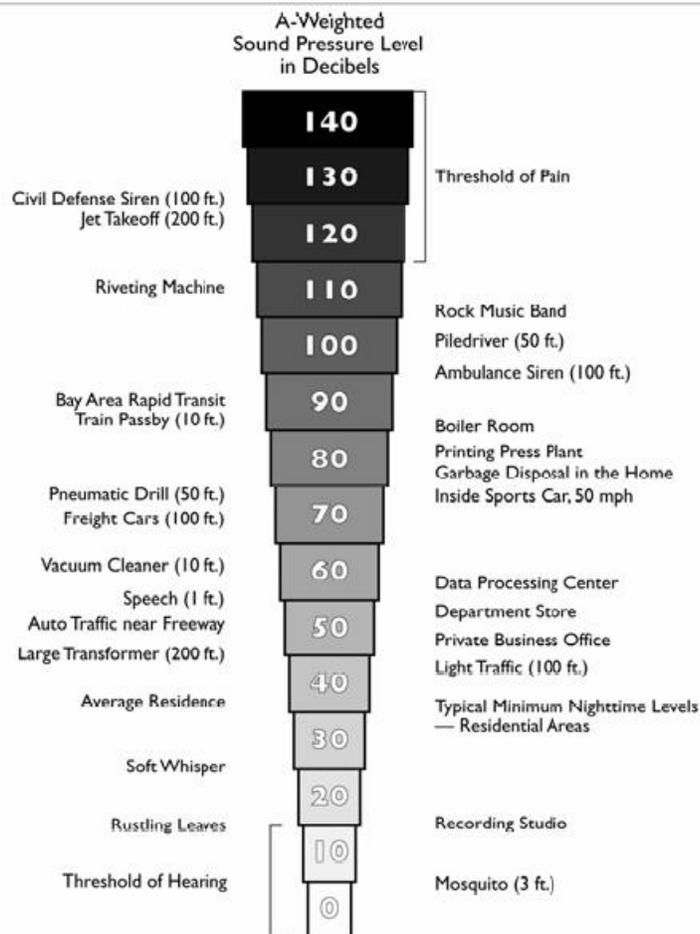
Noises vary widely in their scope, source, and volume, ranging from individual occurrences such as leaf blowers, to the intermittent disturbances of overhead aircraft, to the fairly constant noise generated by traffic on freeways. Noise is primarily a concern with regard to noise-sensitive uses such as residences, schools, churches, and hospitals.

Noise Measurement

Noise is commonly defined as undesirable or unwanted sound. Three aspects of community noise are used in assessing the noise environment:

- Level (e.g., magnitude or loudness) of sound. Sound levels are measured and expressed in decibels (dB) with 10 dB roughly equal to the threshold of hearing. Figure 7-1 shows the decibel levels associated with different common sounds.
- Frequency composition or spectrum of the sound. Frequency is a measure of the pressure fluctuations per second, measured in units of hertz (Hz). The characterization of sound level magnitude with respect to frequency is the sound spectrum, often described in octave bands, which divide the audible human frequency range (e.g., from 20 to 20,000 Hz) into ten segments.
- Variation in sound level with time, measured as noise exposure. Most community noise is produced by many distant noise sources that change gradually throughout the day and produce a relatively steady background noise having no identifiable source. Identifiable events of brief duration, such as aircraft flyovers, cause the community noise level to vary from instant to instant. A single number called the equivalent sound level or Leq describes the average noise exposure level over a period of time.

FIGURE 7-1: TYPICAL SOUND LEVELS



(n ft.) = Distance in feet between source and listener

Transient noise events may be described by their maximum A weighted noise level (dBA). Hourly Noise Levels are mentioned in Leq values.

Reporting Noise Levels

Measuring and reporting noise levels involves accounting for variations in sensitivity to noise during the daytime versus nighttime hours. Noise descriptors used for analysis need to factor for human sensitivity to nighttime noise when background noise levels are generally lower than in the daytime and outside noise intrusions are more noticeable. Common descriptors include the Community Noise Equivalent Level (CNEL) and the Day-Night Average Level (DNL, symbol (Ldn)). Both reflect noise exposure over an average day with weighting to reflect the increased sensitivity to noise during the evening and night. The two descriptors are roughly equivalent. The CNEL descriptor is used in relation to major continuous noise sources, such as aircraft or traffic, and is the reference level for the Noise Element.

Knowledge of the following relationships is helpful in understanding how changes in noise and noise exposure are perceived:

- Except under special conditions, a change in sound level of 1 dB cannot be perceived;
- A 3 dB change is considered a just noticeable difference;
- A 5 dB change is required before any noticeable change in community response would be expected. A 5 dB increase is often considered a significant impact; and
- A 10 dB increase is subjectively heard as an approximate doubling in loudness and almost always causes an adverse community response.

Noise Generation in Concord

The major noise source in Concord is related to vehicle traffic. Other noise sources include aircraft and rail transportation. Noise produced by industry has a negligible effect on the City's residential noise environment.

Traffic Noise

Traffic noise depends primarily on the speed of traffic and the percentage of truck traffic. The primary source of noise from automobiles is high frequency tire noise, which increases with speed. In addition, trucks and older automobiles produce engine and exhaust noise, and trucks also generate wind noise. While tire noise from autos is generally located at ground level, truck noise sources can be located as high as ten to fifteen feet above the roadbed due to tall exhaust stacks and higher engines; sound walls are not effective for mitigating such noise unless they are very tall.

According to common practice, maximum noise levels of 60 dB are considered "normally acceptable" for unshielded residential development. Noise levels from 60 dB to 70 dB fall within the "conditionally unacceptable" range, and those in the 70 dB to 75 dB range are considered "normally unacceptable."

Noise exposure contours for Concord were modeled by Charles Salter Associates by applying the Federal Highway Administration's noise modeling procedure. These noise contours are conservative, meaning that the contours are modeled with minimal noise attenuation by natural barriers, buildings, etc. The noise level measured at a specific location may be lower than what is shown on the noise contour map.

Projected Conditions under General Plan Buildout

Future development within the City's Planning Area will result in increased auto and truck traffic volumes and planned helicopter flights, thus increasing noise levels somewhat in some areas. Future noise contours are illustrated in Figure 7-2. The Figure does not include future noise contours along new through-streets within the Concord Reuse Project Area, nor does it include changes to noise contours outside the CRP Area resulting from traffic generated by CRP development. The environmental review for the CRP included an analysis of future noise conditions and mitigation measures. Noise contours for future through-streets will be mapped as more detailed plans for the Reuse Project are developed.

Noise caused by increases in traffic levels can be counteracted by the implementation of alternate forms of transportation and land use design that factor in noise concerns. Locating noise-sensitive uses away from high-noise areas (e.g., major transportation routes) and buffering noise levels through design and landscaping features will help minimize future noise-related land use conflicts. Policies in this chapter establish review criteria for certain land uses to ensure that future noise levels will not exceed acceptable levels near noise-sensitive land uses.

Helicopter Noise

The John Muir Health, Concord Campus is planning to provide helicopter service for medical emergencies. Two potential sites have been identified on the Center's campus; ultimately, one site will be selected for development by the John Muir Health, Concord Campus. The anticipated flight paths would generally follow Port Chicago Highway and major freeways, although Salvio Street and Clayton Road also may be used for approaches from Highway 242 from the south. Final flight paths would be approved by the California Department of Aeronautics, based on construction clearance considerations, wind directions and minimizing impacts on nearby land use. Helicopter noise contours associated with these two sites are shown in Figure 7-3.

Figure 7-2

Future Noise Contours

- - - - - CNEL 60 Contour
- CNEL 65 Contour

John Muir Health, Concord Campus

Alternative 1

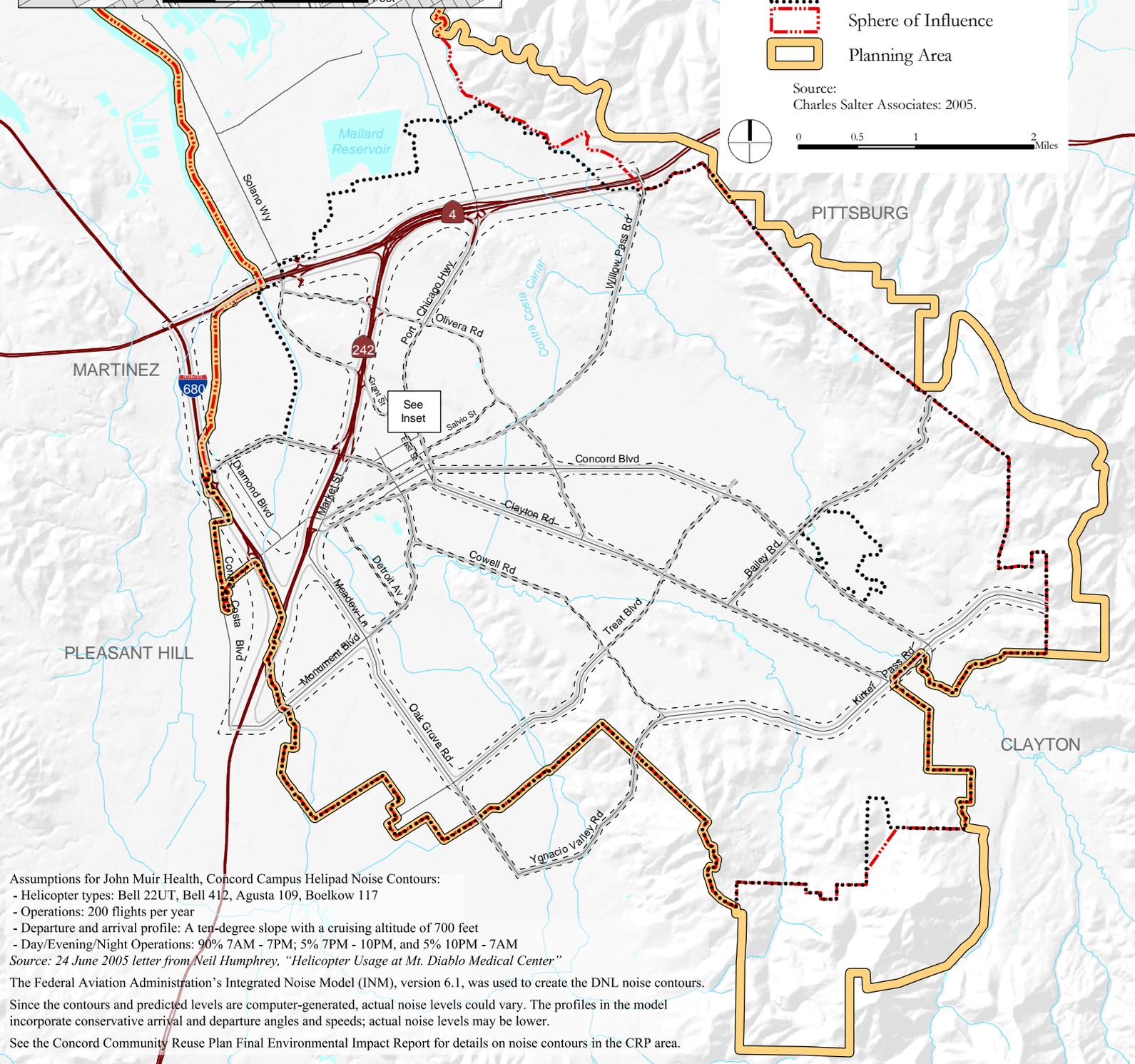
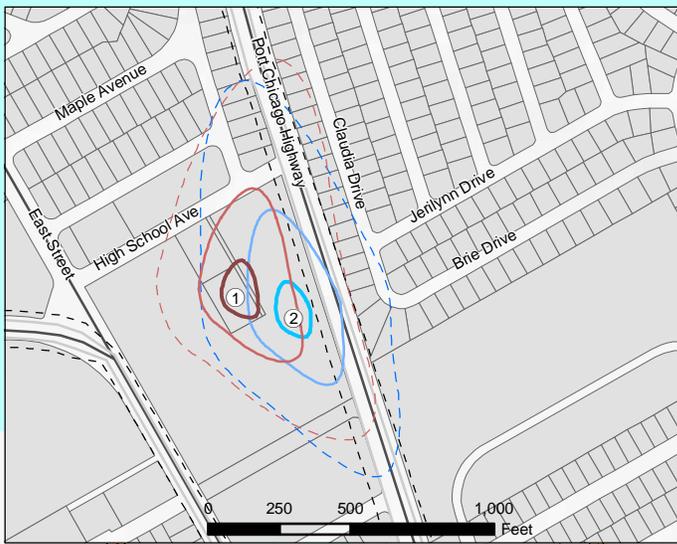
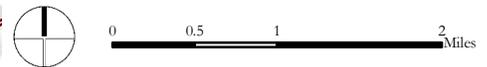
- - - - - CNEL 50 Contour
- CNEL 55 Contour
- CNEL 60 Contour

Alternative 2

- - - - - CNEL 50 Contour
- CNEL 55 Contour
- CNEL 60 Contour

- ⋯ City Limits
- ⋯ Sphere of Influence
- Planning Area

Source:
Charles Salter Associates: 2005.



Assumptions for John Muir Health, Concord Campus Helipad Noise Contours:
 - Helicopter types: Bell 22UT, Bell 412, Agusta 109, Boelkow 117
 - Operations: 200 flights per year
 - Departure and arrival profile: A ten-degree slope with a cruising altitude of 700 feet
 - Day/Evening/Night Operations: 90% 7AM - 7PM; 5% 7PM - 10PM, and 5% 10PM - 7AM
 Source: 24 June 2005 letter from Neil Humphrey, "Helicopter Usage at Mt. Diablo Medical Center"

The Federal Aviation Administration's Integrated Noise Model (INM), version 6.1, was used to create the DNL noise contours.
 Since the contours and predicted levels are computer-generated, actual noise levels could vary. The profiles in the model incorporate conservative arrival and departure angles and speeds; actual noise levels may be lower.
 See the Concord Community Reuse Plan Final Environmental Impact Report for details on noise contours in the CRP area.

Buchanan Field Airport Noise

The City recognizes the importance of Buchanan Field Airport to the community and region, and aims to achieve compatibility between the Airport and neighboring land uses. Contra Costa County, the agency that has jurisdictional authority over the airport, has developed projected noise contours for several different scenarios. Figure 7-3 maps projected noise contours and lists the associated activity assumptions.

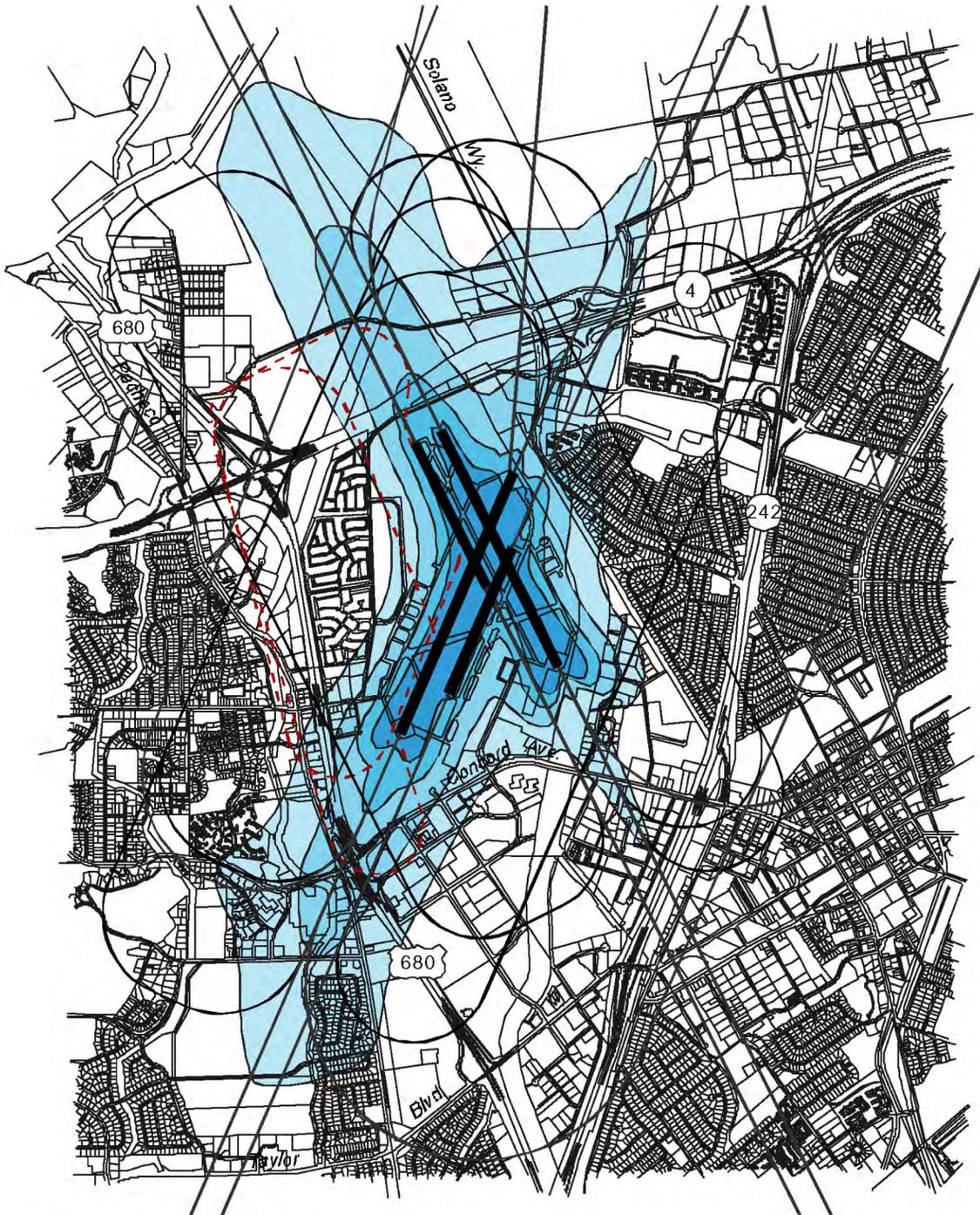
7.3 GEOLOGIC AND SEISMIC HAZARDS

The San Francisco Bay Area contains both active and potentially active faults. Earthquakes pose especially high risks to Concord because of the City's close proximity to active faults with relatively frequent past movements. The Concord Fault is located within the City limits, and the Hayward Fault is located approximately 15 miles west. The Hayward and San Andreas Faults are the two principally active faults in the Bay Area. The San Andreas Fault, located approximately 32 miles west of Concord, is a major structural feature in the region, and forms a boundary between the North American and Pacific Tectonic plates. Other principally active faults in the region include the Green Valley, Rodger's Creek, Calaveras, Clayton, Diablo, and Marsh Creek-Greenville Faults. However, of these, only the Concord Fault is within an identified Alquist-Priolo Earthquake Fault Zone (see below).

Fault Rupture Hazard Zones

Fault rupture is displacement at the earth's surface resulting from fault movement associated with an earthquake. Surface fault rupture is typically observed close to or on the trace of an active fault. The City of Concord is bisected by the active Concord Fault. Areas within Concord that are most likely to experience fault rupture from movement on the Concord Fault are incorporated within the Alquist-Priolo Earthquake Fault Zone. Extending approximately 1,000 to 2,500 feet wide, the Alquist-Priolo Earthquake Fault Zone is established by the California Geological Survey under the Alquist-Priolo Special Studies Zones Act of 1972. Development within this zone is strictly regulated, and requires detailed geologic and seismic evaluations to assess the potential for fault rupture hazard before a construction permit can be issued for most projects. Fault rupture hazards may severely limit potential future development within this zone.

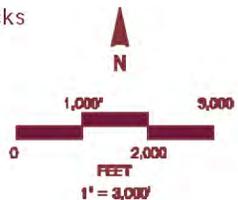
Figure 7-3: Buchanan Field Airport Noise Contours



Activity Assumptions

- 214,000 Total Annual Aircraft Operations
- 4,000 Helicopter Operations Included
- No 1970s Era Business Jets

- - - Typical Helicopter Touch & Go Flight Tracks
- Typical Airplane Flight Tracks
- 55-60dBCNEL
- 60-65dBCNEL
- 65-70dBCNEL
- 70+ dBCNEL



Ground Shaking Susceptibility

Ground movement during an earthquake can vary depending on the overall magnitude, distance to the fault, focus of earthquake energy, and type of geologic material. Based on proximity to active faults, certain areas may experience shaking on a more frequent basis. Figure 7-4 displays the potential for earthquake intensity based on a combination of geologic materials, proximity to active faults, and frequency of shaking. The areas with the highest anticipated intensity are those underlain by estuarine deposits near the mouth of Pacheco Creek and along the shoreline of Suisun Bay, in close proximity to the active Concord Fault.

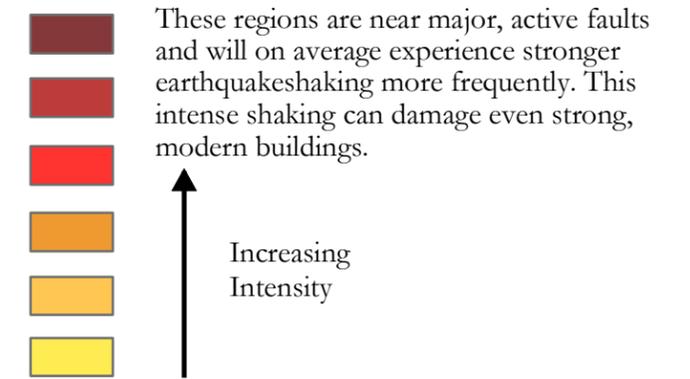
The composition of underlying soils, even those relatively distant from faults, can intensify ground shaking. Areas that are underlain by bedrock and areas farther away from the active faults tend to experience less ground shaking or ground shaking on a less frequent basis than those underlain by unconsolidated sediments such as artificial fill or unconsolidated alluvial fill. The strongest ground shaking is anticipated to occur as a result of an earthquake on the Concord Fault, due to immediate proximity. Damage in areas immediately bordering the fault and those underlain by estuarine deposits near the mouth of Pacheco Creek and along the shoreline of Suisun Bay could be significant.

Liquefaction Potential

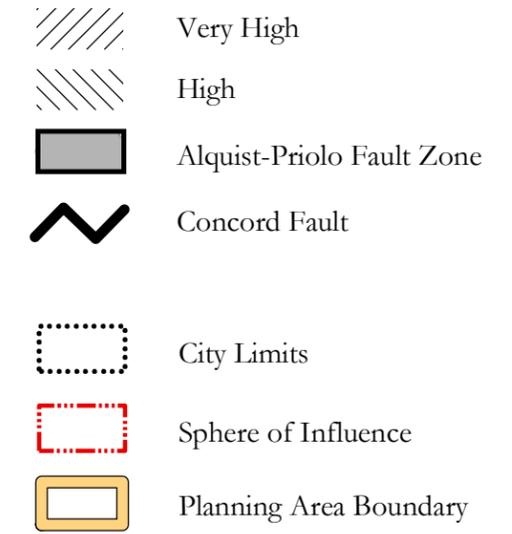
Liquefaction is a phenomenon whereby unconsolidated and/or near-saturated soils lose cohesion and are converted to a fluid state as a result of severe vibratory motion. The relatively rapid loss of soil shear strength during strong earthquake shaking results in temporary, fluid-like behavior of the soil. Soil liquefaction causes ground failure that can damage roads, pipelines, underground cables, and buildings with shallow foundations. Liquefaction more commonly occurs in looser, saturated materials. Areas susceptible to liquefaction are typically underlain by water-saturated, unconsolidated, loose, granular materials, and in unconsolidated or artificial fill sediments located in reclaimed areas along the margin of Suisun Bay. Regions within Concord that have high to very high levels of liquefaction susceptibility include Clayton Valley and areas along Suisun Bay, Pacheco Creek, and the Hastings and Belloma Sloughs, as depicted on Figure 7-4.

Figure 7-4
Geologic and Seismic Hazards

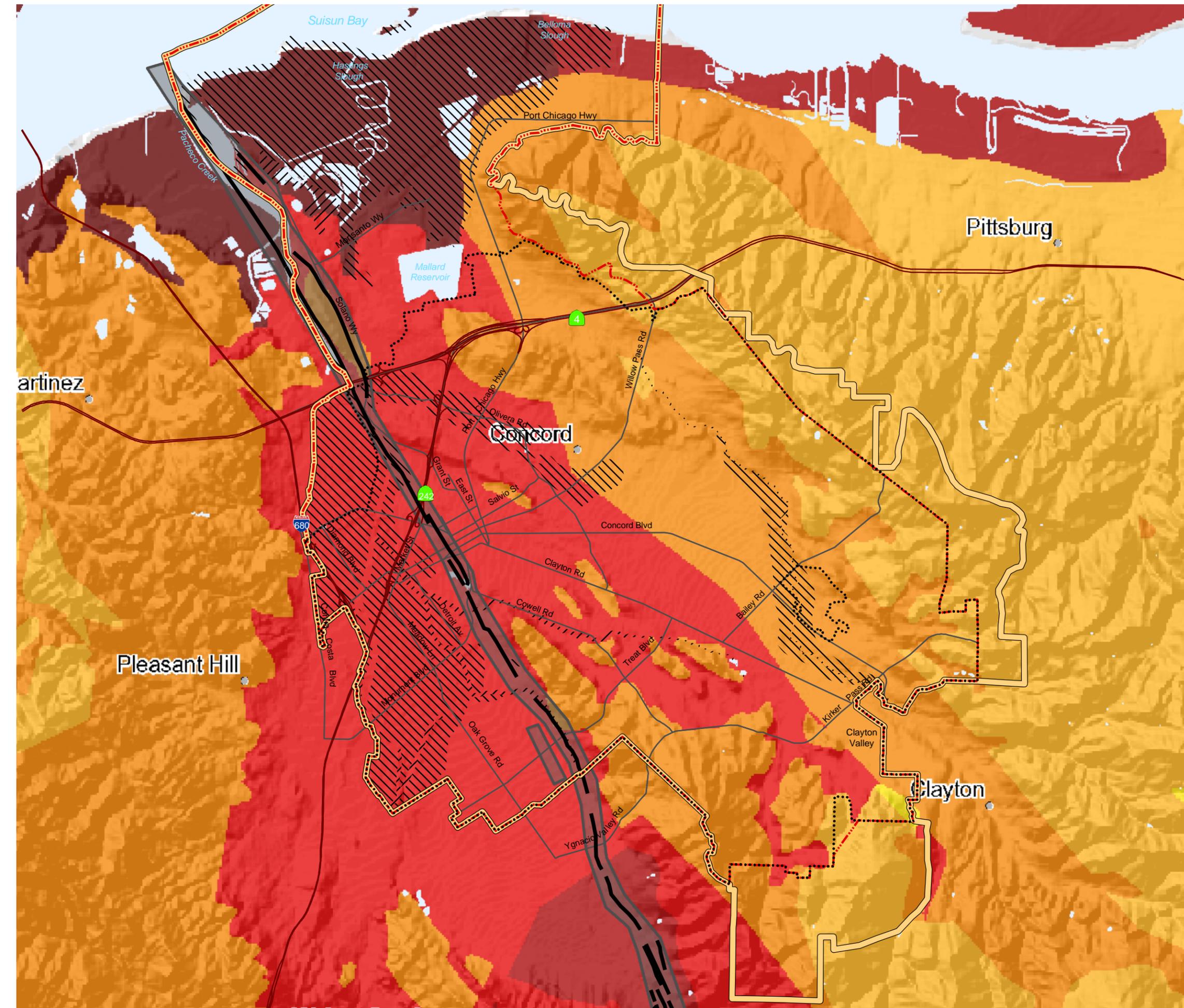
Earthquake Shaking Potential



Liquefaction Potential



Source:
 Estimated regions based on underlying geologic material, based on data from the California Association of Bay Area Governments, November 2004. Alquist-Priolo fault zone from the State of California, Department of Conservation, 1993.



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7.4 WILDFIRE HAZARDS

Wildland fire hazard potential is largely dependent on the extent and type of vegetation, known as surface fuels, that exists within a region. Fire hazards are typically highest in heavily wooded, undeveloped areas as trees are a greater source of fuel than low-lying brush or grasslands. Suburban or urban areas or rocky barren areas have minimal surface fuels and therefore typically have the lowest fire hazard. In Concord, the majority of the surface fuels are classified as grassy, urban, or barren areas. These areas would be considered a low to moderate fire hazard, as depicted on Figure 7-5. Almost the entire Concord Reuse Project site is considered to have a moderate hazard. The grassy and relatively undeveloped hills in Los Medanos Hills and the Mt. Diablo Foothills are generally considered a moderate fire hazard. On the other hand, urban settings have a higher fire risk than rural areas because of structure density, according to the Association of Bay Area Governments' Natural Hazard Mitigation Plan. As a consequence, the net result may be an increase in overall fire risk.

7.5 HAZARDOUS MATERIALS

Areas where historic or on-going activities have resulted in the known or suspected release of hazardous materials to soil and groundwater, as identified by the San Francisco Bay Regional Water Quality Control Board, Environmental Conditions Report for the CNWS, and California Department of Toxic Substances, are depicted on Figure 7-6. Sites with contamination are largely clustered around prior or existing industrial areas of Clayton Road, Concord Avenue, Detroit Avenue, Monument Boulevard, and Willow Pass Road. This potential contamination may be the result of underground storage tank (UST) releases, spills, accidental releases or other activities involving the use of hazardous materials. In general, the areas highlighted are industrial and manufacturing areas, although some represent gas stations, dry cleaners, or other small businesses.

Military activities at the former CNWS are known to have impacted soil and groundwater. Numerous solid waste management units and storage tanks are located in the CNWS, many of which have been recommended for "No Further Action" by the California Department of Toxic Substances Control (DTSC). A 2005 draft Preliminary Assessment for the CNWS identified nine areas of concern, six of which potentially contain Munitions and Explosives of Concern or Munitions Constituents. Subsequent evaluations of hazardous materials were conducted as

Figure 7-5

Wildfire Hazards

-  Low Fire Hazard
-  Moderate Fire Hazard
-  City Limits
-  Sphere of Influence
-  Planning Area

Source:
Level of fire hazard severity based on surface
fuels analysis, California Department of Forestry
and Fire Protection, 2000.

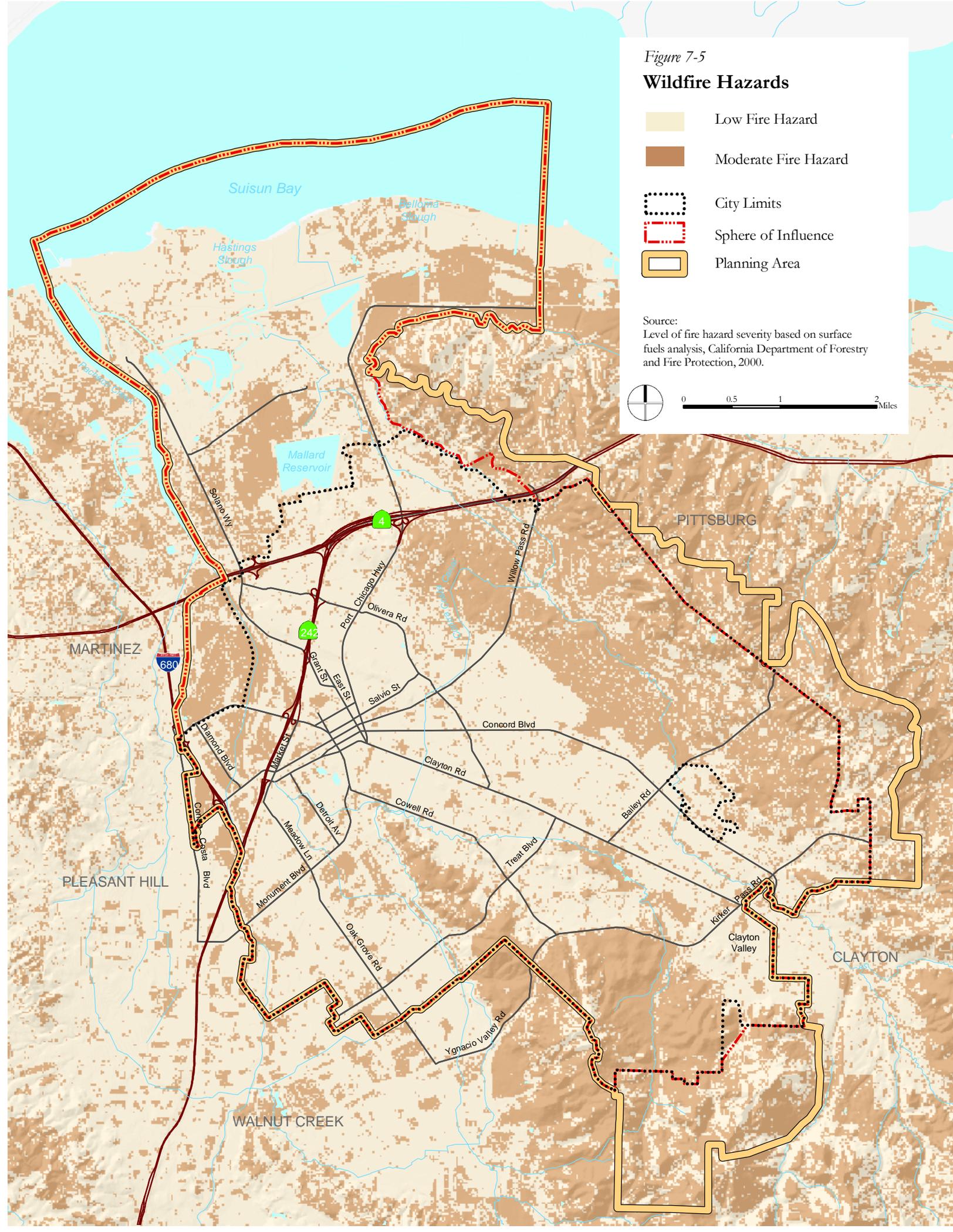
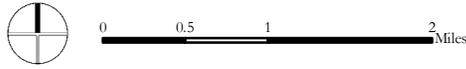


Figure 7-6

Hazardous Materials

- ◆ Site listed in the Brownfields Reuse Program*
- ◆ School site listed in the Brownfields Reuse Program*
- ◆ Site listed in the database of Spills, Leaks, Investigations, and Cleanups (SLIC)**
- ◆ Site listed in the database of Leaking Underground Storage Tanks (UST)**
- Solid Waste Management Units***
- Potential MEC Areas of Concern ***
- CRP Area
- City Limits
- Sphere of Influence
- Planning Area

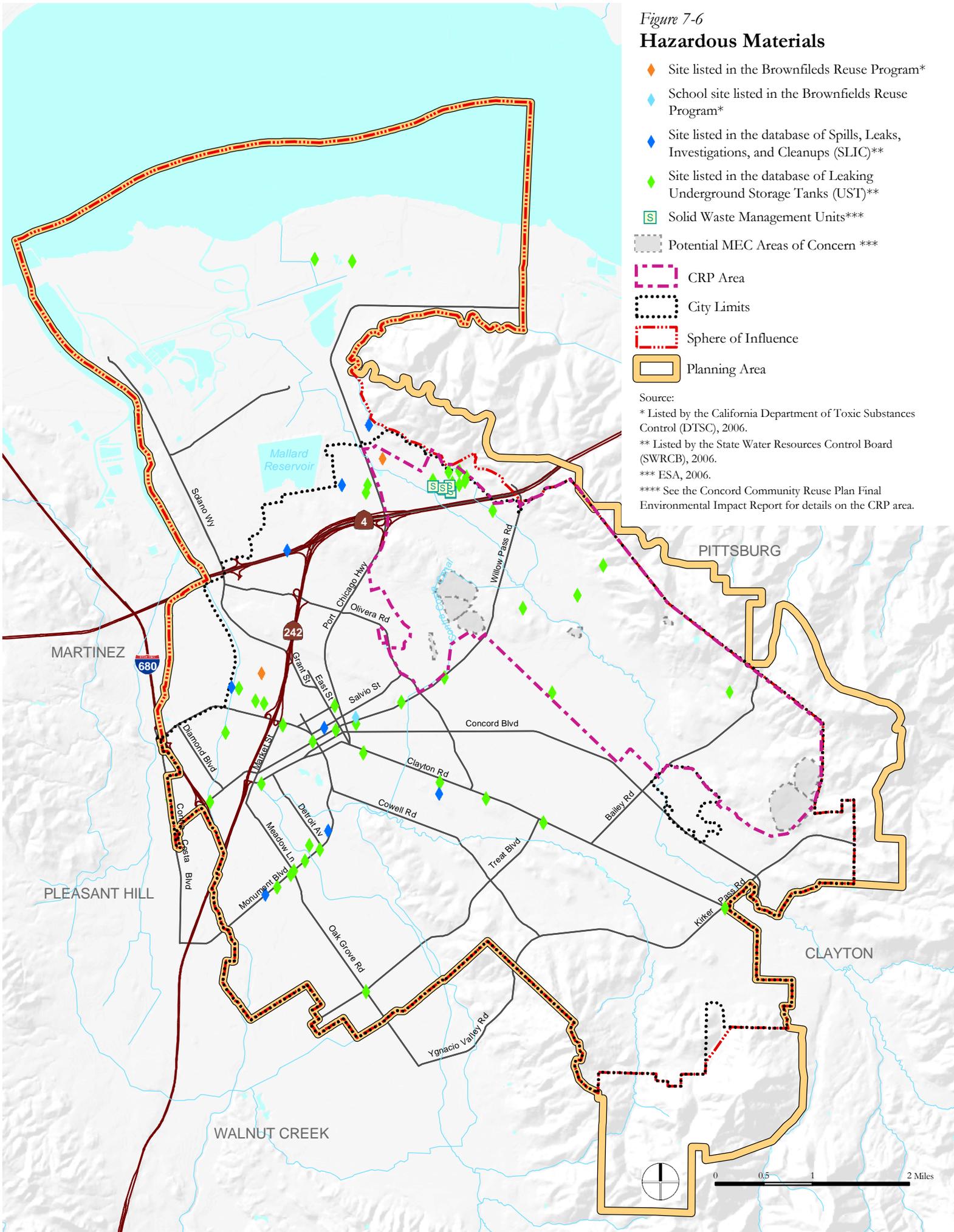
Source:

* Listed by the California Department of Toxic Substances Control (DTSC), 2006.

** Listed by the State Water Resources Control Board (SWRCB), 2006.

*** ESA, 2006.

**** See the Concord Community Reuse Plan Final Environmental Impact Report for details on the CRP area.



part of the base reuse planning process. Provisions for remediating hazards prior to development approval were established through this process and will be implemented during the time period covered by the General Plan.

Releases, leaks, or disposal of chemical compounds, such as petroleum hydrocarbons, on or below the ground surface can lead to contamination of underlying soil and groundwater. Disturbance of a previously contaminated area through grading or excavation operations could expose the public to health hazards from physical contact with contaminated materials or hazardous vapors. Improper handling or storage of contaminated soil and groundwater can further expose the public to these hazards, or potentially spread contamination through surface water runoff or air-borne dust. In addition, contaminated groundwater can spread down gradient, potentially contaminating subsurface areas of surrounding properties.

7.6 HEALTH AND SAFETY SERVICES

The Concord Police Department and Contra Costa County Fire Protection District provide police fire, and life safety services in Concord.

Police Services

In 2006, the Concord Police Department had a staff of 161 sworn police officers, which equaled approximately 1.3 officers per 1,000 residents. This service ratio is between the nationally-accepted standard service ratio of 1.25 officers per 1,000 residents and the California standard, which ranges from 1.4 –1.7 per 1,000 residents. In addition to sworn staff, the Police Department operated with an authorized non-sworn strength of 65 full-time employees. The department also provides significant services through employment of non-sworn, part-time employees, whose number fluctuates throughout the year.

The Police Department headquarters building is located at 1350 Galindo Way. The Department provides services based on three community policing districts (the Northern, Southern, and Valley districts). The boundaries of these districts are illustrated on Figure 7-7.

Fire & Life Safety Services

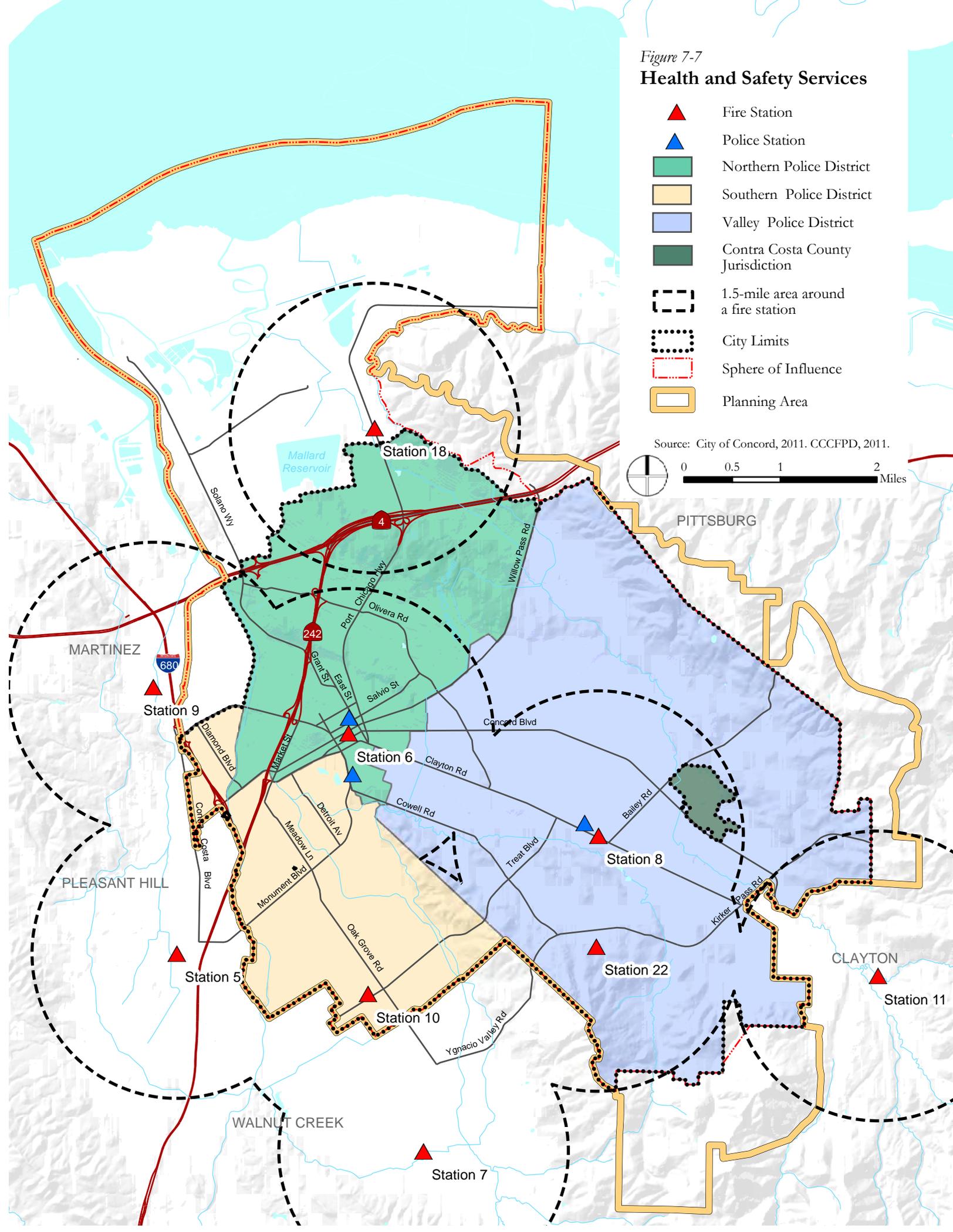
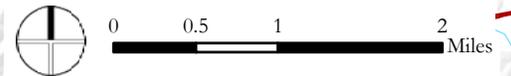
The Contra Costa County Fire Protection District (CCCFPD) provides fire and life safety services within the City of Concord. In addition to services provided by CCCFPD personnel, the District also maintains mutual-aid agreements with the East

Figure 7-7

Health and Safety Services

-  Fire Station
-  Police Station
-  Northern Police District
-  Southern Police District
-  Valley Police District
-  Contra Costa County Jurisdiction
-  1.5-mile area around a fire station
-  City Limits
-  Sphere of Influence
-  Planning Area

Source: City of Concord, 2011. CCCFPD, 2011.



Diablo Fire Protection District, East Bay Regional Park District, California Department of Forestry, and private industrial companies located within its jurisdiction. These agreements provide the CCCFPD with emergency response assistance on an as-needed basis.

The dispatch time goal for the CCCFPD is to relay a dispatch within 90 seconds of receiving a call for service. Currently, the average time from call to dispatch is 103 seconds. The Insurance Service Office (ISO)—a private organization that surveys fire departments in cities and towns across the United States—awarded the CCCFPD a Class 3 rating (1 being highest and 10 being lowest). This rating considers a community’s fire defense capacity versus fire potential, and then uses the score to set property insurance premiums for homeowners and commercial property owners.

Facilities

Eight CCCFPD fire stations currently serve the City of Concord. The location and number of 24-hour personnel at each station as of 2006 are displayed in Table 7-2. The CCCFPD operates a countywide early warning system for industrial fires. Called the Community Warning System (CWS), sirens installed at industrial facilities automatically sound when an incident occurs. The system alerts residents via television and radio announcements

Table 7-2: Fire Stations Serving Concord

Station	Location	24-Hour Personnel
Station 5	205 Boyd Road (Pleasant Hill)	3
Station 6	2210 Willow Pass Road	3
Station 8	4647 Clayton Road	3
Station 9	209 Center Avenue (Pacheco)	3
Station 10	2955 Treat Boulevard	3
Station 11	6500 Center Street (Clayton)	3
Station 18	145 Sussex Street (Clyde)	N/A
Station 22	5050 Crystyl Ranch Parkway	3
Total		21

Source: CCCFPD, 2011

7.7 NATURAL HAZARD MITIGATION PLANNING

Mitigation planning is an effective method of reducing risk to life and property from natural disasters such as earthquakes or wildfires. The City of Concord undertook a policy initiative to adopt and implement a Local Hazard Mitigation Plan (LHMP), which was adopted by the City Council in July 2005, and updated in March 2012. The Plan ensures that emergency services providers are adequately prepared to respond to a major seismic event on the Concord Fault or other Bay Area earthquake fault.

The LHMP was prepared in coordination with the Association of Bay Area Governments (ABAG) with funding and oversight from FEMA. As part of the LHMP, the City identified critical health care facilities, schools, City buildings, and roadways located in areas anticipated to be subjected to high levels of ground shaking, liquefaction, flooding or wildland fires. In order to address these hazards, the City also identified mitigation strategies such as replacement of aging utility lines, seismic retrofitting of facilities critical to providing emergency services, and ensuring coordination among City, County and State agencies that provide emergency service response, as well as private sector organizations such as local hospitals (City of Concord, 2012). The City has adopted the list of mitigation strategies from the LHMP as the Implementation Appendix for this Safety Element in the areas of infrastructure, health, housing, economy, government, environment and land use.

The LHMP initiative was undertaken in accordance with the federal Disaster Mitigation Act of 2000 (DMA), which requires local agencies to adopt an approved Hazard Mitigation Plan to be eligible for pre-disaster hazard mitigation funding. The DMA establishes a national hazard mitigation program to reduce the loss of life and property, human suffering, economic disruption and disaster assistance costs resulting from natural disasters. The DMA also provides a source of pre-disaster hazard mitigation funding to assist local governments in implementing effective hazard mitigation measures to ensure the continued functionality of critical services and facilities after a natural disaster.

This first part of the City of Concord's two-part LHMP is a Multi-jurisdictional Regional Hazard Mitigation Plan entitled, "Taming Natural Disasters," which was developed in cooperation with other local agencies and the Association of Bay Area Governments. The second part is a Local Annex to the regional plan, with priorities and strategies specific to the City of Concord. The Annex also describes the City's efforts during the development of the LHMP,

including participation in workshops, staff training and public input; the Hazard and Risk assessment process and the result of the hazard assessment; the process for identifying mitigation activities and setting priorities; as well as the process for maintaining and updating the Plan.

A critical component to a successful mitigation planning project, and a requirement of the federal law, is to have a well-defined planning process with opportunities for public involvement. The multi-jurisdictional approach the City undertook emphasizes a thorough and well-documented planning process, using the City's Internet web page and public outreach process to maximize public access to project information. This process was also used to solicit input during the five-year update in 2009-2011.

Both sections of the LHMP have been reviewed and approved by the Federal Emergency Management Agency (FEMA). FEMA requires the completion and adoption of LHMPs as a continuing condition for eligibility to receive FEMA grant assistance, particularly for pre-disaster planning and projects that prevent disasters.

The 2009-2011 update of the LHMP was adopted by the Concord City Council in March 2012. The updated plan continues to include an "Umbrella" Plan which applies to numerous participating agencies, and an "Annex" which is Concord-specific. The 2012 Annex provides a status update on the City's ongoing mitigation projects, including identifying a back-up Emergency Operations Center, funding of road and bridge retrofits, setting up memoranda of understanding for the use of schools as emergency shelters, training of City staff and school district personnel, and translation of outreach material into multiple languages. The Annex also identifies new mitigation projects, such as inventory of soft-story buildings and installation of alert and warning systems.

7.8 GOALS, PRINCIPLES, AND POLICIES

GOAL S-1: AIR QUALITY THAT MEETS STATE AND FEDERAL STANDARDS

Principle S-1.1: Integrate Air Quality Goals into Local Planning and Development Review.

Policy S-1.1.1: Maintain and upgrade traffic control systems to reduce vehicle idling time, emphasizing commute-route signal synchronization and vehicle emissions reductions.

Policy S-1.1.2: Site projects in locations and/or in a manner that will reduce air pollution exposure of sensitive receptors.

Policy S-1.1.3: Require project applicants to implement all feasible control measures to reduce combustion emissions from construction equipment.

Policy S-1.1.4: Require developers on a case-by-case basis to comply with the Bay Area Air Quality Management District regulations in effect at the time of project approval, including regulations relating to dust, toxic air contaminants (TACs), odors, and other air pollutants or air quality issues.

Policy S-1.1.5: Coordinate with the Bay Area Air Quality Management District (BAAQMD) when addressing air quality issues related to local land use proposals.

Examples of these issues include control of windblown particulates, mechanical equipment exhaust, and ventilation of parking garages. Micro-scale impacts can often be mitigated by changes in design, hours of operation, or use of filters or other control devices, and the District may have information available on “Best Practices” that can help project applicants.



Policy S-1.1.6: Provide input and assistance to the BAAQMD’s development and implementation of regional air quality strategies.

By participating in the regional air quality planning process, the City can ensure that its concerns are heard.

Policy S-1.1.7: Require new development to comply with all applicable dust control measures promulgated by the BAAQMD for new construction.

The BAAQMD includes these in its CEQA Guidelines in the section addressing construction emissions.

Policy S-1.1.8: Explore the feasibility of a new City ordinance that would provide a tobacco smoke-free environment in certain areas of workplace facilities, specific types of housing, hotels, as well as parks and other public gathering places currently not regulated by State and Federal laws or City ordinance.

Principle S-1.2: Encourage Alternative Modes of Transportation.

Policy S-1.2.1: Promote pedestrian, bicycle, and transit modes of travel to reduce air pollutant emissions from automobiles.

Policy S-1.2.2: Encourage establishment of Transportation Demand Management (TDM) programs at major employment sites and shopping centers, including provision of preferential carpool parking and car share programs, bicycle lockers, BART shuttles, and jitney service.

Policy S-1.2.3: Support the expansion and improvement of local and regional transit systems and ridesharing programs.

Policy S-1.2.4: Encourage car sharing programs at new high density, mixed use developments, consistent with the Transportation Control Measures in BAAQMD’s Clean Air Plan.

Examples of areas where car sharing could be implemented include the Concord BART Station and the Concord Reuse Project site.

Policy S-1.2.5: Work with the school district to implement the Safe Routes to Schools program.

Policy S-1.2.6: Establish preferential parking provisions in the Development Code for car sharing programs.

The City should require preferential parking for car sharing programs, including reserved parking spaces for car share vehicles in close proximity to building entrances.



Policy S-1.2.7: Endeavor to replace City gasoline powered vehicles with hybrid or clean-fuel vehicles when vehicle replacement purchases are made.

Policy S-1.2.8: Promote walking and bicycling as a means of improving public health and wellness, as well as a means of improving air quality.

Principle S-1.3: Support Regional Air Quality Strategies through Land Use Planning and Site Design.

Policy S-1.3.1: Encourage provisions for compatible live/work arrangements and telecommuting in residential areas.

Policy S-1.3.2: Promote infill development to reduce urbanization of open space and agricultural lands and related increases in automobile travel.

Policy S-1.3.3: Support transit-oriented development to reduce automobile travel.

Policy S-1.3.4: Encourage mixed use development (combining housing and retail/ office uses) to reduce the number and length of vehicle trips, and related air emissions.

Downtown Concord and the area around the North Concord – Martinez BART Stations both provide opportunities for such development.

Policy S-1.3.5: Recognize the potential for the Concord Reuse Project to contribute to regional air quality improvements by encouraging transit-oriented development on the site; providing new workplaces, residences, and services in close proximity to one another to minimize trip lengths; and developing viable alternatives to single passenger vehicle travel.

Policy S-1.3.6: Promote the planting and maintenance of trees and other landscaping to absorb carbon dioxide and help reduce air pollution levels.

Policy S-1.3.7: Prohibit the installation of wood-burning fireplaces in new residential development except for EPA-certified wood-burning devices. Seek grant funding for a wood-burning stove “changeout” program to encourage owners of wood-burning stoves in existing residences to replace them with EPA-certified devices, and prepare homeowner information handouts describing low-emission alternatives to wood-burning fireplaces.

Many homes are equipped with fireplaces, which are a growing source of localized air pollution. Smoke released from fireplaces and wood stoves contains carbon monoxide, nitrogen dioxide, volatile organic compounds, and inhalable particulate matter (PM₁₀). The changeout programs have been successful in areas of the State where emissions from wood-burning fireplaces cause significant air pollution. PG&E and the Hearth Products Association have offered incentives in the past in the form of cash rebates to encourage replacement of old wood-burning appliances with more efficient ones

Principle S-1.4: Reduce Greenhouse Gas Emissions Consistent with State Objectives.

Policy S-1.4.1: Prepare and implement climate action plans for the Concord Reuse Project site and for the city as a whole to reduce greenhouse gas emissions associated with future development and existing urban activities.

GOAL S-2: A LIVABLE NOISE ENVIRONMENT

Principle S-2.1: Encourage Land Use Compatibility for Community Noise Environments.

Policy S-2.1.1: Use the community noise level exposure standards, shown in Figure 7-8, as review criteria for new land uses.

These standards show noise levels that are “normally acceptable”, “conditionally acceptable”, “normally unacceptable” and “clearly unacceptable” for different types of land use.

Figure 7-8: Land Use Compatibility for Community Noise Environments

	COMMUNITY NOISE EXPOSURE						
	L _{dn} or CNEL, dB						
	55	60	65	70	75	80	85
<i>Residential – Low Density Single Family, Duplex, Mobile Homes</i>			Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Clearly Unacceptable
<i>Residential – Multifamily</i>				Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Clearly Unacceptable
<i>Mixed-Use & High Density Residential</i>				Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Clearly Unacceptable
<i>Transient Lodging – Motels, Hotels</i>				Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Clearly Unacceptable
<i>Schools, Libraries, Churches, Hospitals, Nursing Homes</i>				Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Clearly Unacceptable
<i>Auditoriums, Concerts, Halls, Amphitheaters</i>					Normally Unacceptable	Clearly Unacceptable	Clearly Unacceptable
<i>Sports Area, Outdoor Spectator Sports</i>					Normally Unacceptable	Clearly Unacceptable	Clearly Unacceptable
<i>Playgrounds, Neighborhood Parks</i>				Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Clearly Unacceptable
<i>Golf Courses, Riding Stables, Water Recreation, Cemeteries</i>					Normally Unacceptable	Clearly Unacceptable	Clearly Unacceptable
<i>Office Buildings, Businesses Commercial and Professional</i>					Normally Unacceptable	Clearly Unacceptable	Clearly Unacceptable
<i>Industrial, Manufacturing Utilities, Agriculture</i>					Normally Unacceptable	Clearly Unacceptable	Clearly Unacceptable

Legend:

	Normally Acceptable	Specified land use is satisfactory, based upon the assumption that any building involved is of normal conventional construction, without any special noise insulation requirements.
	Conditionally Acceptable	New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
	Normally Unacceptable	New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
	Clearly Unacceptable	New construction or development should generally not be undertaken.

Source: City of Concord, 2005.

Policy S-2.1.2: Require a noise study and mitigation measures for all projects that have noise exposure greater than “normally acceptable” levels.

The need for mitigation of exterior noise exposure for development shall be evaluated on a case-by-case basis. Within neighborhoods where medium and high density residential development and mixed use development is planned, the City will balance the need for noise mitigation with urban design considerations, and may not require exterior walls along streets where an attractive pedestrian-oriented environment with porches and front stoops is desired.

Policy S-2.1.3: Consider an increase of four or more dBA to be “significant” if the resulting noise level would exceed that described as “normally acceptable” in Figure 7-8.

When an increase in noise would result in a “significant” impact to residents or businesses, then mitigation will be required to reduce noise exposure. If the increase is four dBA or more, the change in noise is perceptible and discretionary review is required. If the increase in noise is three dBA or less, then the noise impact is considered insignificant and no mitigation is needed.

By setting a specific threshold of significance in the General Plan, this policy will facilitate making a determination of environmental impact, as required by the California Environmental Quality Act. It will help the City judge whether (1) the potential impact of a development project on the noise environment warrants mitigation, or (2) a statement of overriding considerations will be required.

Policy S-2.1.4: Promote the use of noise attenuation measures to improve the acoustic environment inside residences where existing residential development is located on an arterial street.

Policy S-2.1.5: Conduct periodic noise monitoring and modeling of projected future noise levels in order to develop noise contour diagrams. Such diagrams should show probable future noise levels in the city (see Figure 7-2) and should be used to evaluate the compatibility of various land uses in different locations as well as the need for mitigation measures to reduce noise levels to acceptable levels.

In addition to Figure 7-2, which is highly generalized, the City will develop and maintain a digital GIS shape file which can be used for more detailed analysis of projected noise conditions. In addition, noise analysis will continue to be required on a project by project basis as future development is proposed and as future planning is conducted on the Concord Reuse Project site.

Principle S-2.2: Mitigate Noise Sources.

Policy S-2.2.1: Provide for the mitigation of noise exposure in areas of the City exposed to noise levels in excess of the “normally acceptable” standards to the extent feasible (see Figure 7-8).

Policy S-2.2.2: Reduce noise intrusion generated by miscellaneous noise sources through conditions of approval to control noise-generating activities.

Policy S-2.2.3: Use the Buchanan Field Airport—Noise Contour Map (see Figure 7-3) for evaluation of noise impacts around Buchanan Field Airport.

The Buchanan Field Airport Noise Contours will be used in conjunction with the noise contours for car and truck noise during the development review process.

Policy S-2.2.4: Require new noise sources to use best available control technology (BACT) to minimize noise emissions.

Noise from mechanical equipment can be reduced with soundproofing materials and sound-deadening insulation; controlling hours of operation also will reduce noise impacts during the morning or evening.

Policy S-2.2.5: Require developers to reduce the noise impacts of new development on adjacent properties through appropriate means.

Increasing setbacks, screening, use of soundproofing materials and double-glazing windows, as well as fences and walls, building orientation and design, and landscaping all can help buffer or mask sound.

GOAL S-3: A HIGH LEVEL OF LIFE AND PROPERTY PROTECTION

Principle S-3.1: Reduce Damage Due to Seismic Hazards.

Policy S-3.1.1: Require as part of the development review process a thorough evaluation of geologic-seismic and soils conditions and risks.

Policy S-3.1.2: Require all new development to design structures and buildings pursuant to applicable State and local standards and codes.

On the Concord Reuse Project site, local codes may be more stringent than State codes in order to achieve the sustainability and greenhouse gas reduction goals established for new development.

Policy S-3.1.3: Require geologic studies to be conducted for all structures, including those not for human occupancy, located above and below ground whenever a project is located within an Earthquake Fault Zone as identified by the California Geologic Survey.

Policy S-3.1.4: Ensure that the design of roads, pipelines and other public facilities and utilities that cross

the Concord Fault accommodate the effects of tectonic creep.

Policy S-3.1.5: Cooperate with appropriate government agencies and public and private organizations to address seismic hazards.

Principle S-3.2: Minimize the Effects of Landslides and Ground Failure.

Policy S-3.2.1: Require all development on hillsides where the grade exceeds 15 percent to submit a hillside development (i.e., grading) plan that demonstrates contoured grading techniques to ensure that buildings, streets, and drives can be accommodated safely with a minimum amount of grading.

Policy S-3.2.2: Restrict development on hillsides with slopes over 30 percent. Where slopes over 30 percent occur within areas shown for development on the General Plan Diagram, they should be set aside as open space where feasible.

With steeper slopes there is a greater risk of a loss of slope stability and resulting landslides, which may cause loss of life and property.

Policy S-3.2.3: Require soils and geologic hazards analysis and mitigation as part of development project review.

Policy S-3.2.4: Regulate all development, including remodeling or structural rehabilitation, to assure adequate mitigation of safety hazards on sites having a history or threat of slope instability, erosion, subsidence, ground failure, ground rupture, and/or liquefaction.

Policy S-3.2.5: Control erosion of graded areas with revegetation or other acceptable methods.

Policy S-3.2.6: Ensure that comparable levels of hazard mitigation are required for projects affecting low-income or minority populations, so that these populations are not disproportionately affected by new development.

GOAL S-4: FLOOD RISK REDUCTION

Principle S-4.1: Protect the community from risks to lives and property posed by flooding and stormwater runoff.

Assembly Bill (AB) 162, approved in 2007, requires local governments to provide specific flood hazard information in their general plans. Concord has complied with AB 162 by including flood hazard maps in Chapter 8 of this Plan, and by adopting a Flood Plain Management Ordinance that has been approved by FEMA. The City has also documented flood hazards in its Local Hazard Mitigation Plan. Additional flood hazard data is being collected for the Community Reuse Project site.

Policy S-4.1.1: Manage development to ensure compliance with the City’s Flood Management Ordinance and the City’s Stormwater Management and Discharge Control Ordinance.

This includes construction and site design methods to minimize flood damage in the event of construction within flood hazard areas.

Policy S-4.1.2: Establish engineering design standards for constructing a storm drainage system to protect against loss of life and property and minimize risks of flooding. This system should include a combination of constructed facilities and natural creeks which are managed to reduce flood hazards.

All constructed drainage facilities must have adequate capacity to contain, with sufficient freeboard, projected runoff from the “design flood”, a 50-year flood for major facilities, a 25-year flood for secondary facilities, and a 10-year flood for minor facilities.

Policy S-4.1.3: Coordinate storm drainage management with appropriate agencies, including the County Flood Control and Water Conservation

District, Regional Water Quality Control Board, Army Corps of Engineers, Department of Fish & Game and with the Contra Costa Water District, in the vicinity of the Contra Costa Canal.

- Policy S-4.1.4: Design storm drainage facilities to meet the Contra Costa County Flood Control and Water Conservation District standards and ensure adequate and safe flow to minimize flooding.
- Policy S-4.1.5: Take the necessary actions to maintain the structural and operational integrity of public facilities during flood events.
- Policy S-4.1.6: Locate new essential public facilities such as hospitals and fire stations out of flood prone areas.
- Policy S-4.1.7: Maintain cooperative working relationships with those agencies with jurisdiction over flood-related issues, including FEMA and the County Flood Control and Water Conservation District.

Additional policies dealing with stormwater runoff can be found in the Public Facilities and Utilities Element.

GOAL S-5: MITIGATED EXPOSURE TO HAZARDOUS MATERIALS

Principle S-5.1: Promote Agency Coordination.

- Policy S-5.1.1: Coordinate with the Contra Costa County Department of Environmental Health, the Department of Toxic Substances Control, the Department of Defense, the Environmental Protection Agency, and other appropriate regulatory agencies, on the review of proposals at sites which may have toxic contamination or include hazardous materials use.
- Policy S-5.1.2: Coordinate review of proposed development applications with the appropriate water

provider and/or water quality agency for proposals proximate to water canals, pipelines, or reservoirs that include handling potentially hazardous materials.

Plans for spill containment should be developed as required to comply with federal and state standards.

Policy S-5.1.3: Control the transport of hazardous materials to minimize potential hazards to the local population.

Policy S-5.1.4: Prior to reuse of former commercial, industrial, and military sites, require clean-up to a level consistent with State and federal regulatory agency standards.

Policy S-5.1.5: Implement hazardous materials remediation plans for the former Concord Naval Weapons Station (Inland Area) to facilitate the reuse of the site for development and conservation.

The Area Plan for the Concord Reuse Project identifies property transfer responsibilities related to hazardous material clean-up and the management of future construction and demolition activities on the site. A range of pre-development clean up, monitoring, and site management requirements apply. The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) requires the federal government to retain liability for hazardous materials on the site and to return and remediate any contamination that may be found in the future. This will be specified in the deed of transfer as property on the site is conveyed.”



GOAL S-6: A LOW RISK OF FIRE HAZARD FOR DEVELOPED COMMUNITIES NEAR OPEN SPACE

Principle S-6.1: Promote Effective Fire Protection Measures for Homes Adjacent to Open Space.



Policy S-6.1.1: Require all development projects adjacent to wildland open space to incorporate firebreaks, fire resistant landscaping, and/or fire-resistant building materials in order to minimize potential damage.

Policy S-6.1.2: Require agreements for maintenance of firebreaks established in connection with development as a condition of approval in moderate to high fire hazard areas.



GOAL S-7: COMPREHENSIVE EMERGENCY AND SAFETY SERVICES FOR COMMUNITY PROTECTION

Principle S-7.1: Provide the Highest Standard of Police Protection Services.



Policy S-7.1.1: Evaluate the effects of new development on law enforcement service and take public safety issues into account when reviewing land use proposals.

Policy S-7.1.2: Promote effective, community-oriented law enforcement.

Current programs include the Downtown Footbeat Program, DARE, Safe Streets Now Program, Neighborhood Watch, and Street Smart. These also demonstrate how community-oriented law enforcement can work.

Policy S-7.1.3: Establish public and private partnerships and cooperate with other emergency service providers to deliver safe and effective emergency response.

Principle S-7.2: Facilitate Fire Prevention.

Policy S-7.2.1: Coordinate plans and activities with the Contra Costa County Fire Protection District (CCCFPD), including siting of fire stations.

Policy S-7.2.2: Require new development to incorporate water systems that meet CCCFPD fire flow

requirements or to provide adequate on-site water storage.

Policy S-7.2.3: Ensure that sufficient access for fire protection services is available in all new development.

Policy S-7.2.4: Reduce the potential for fires in potential high-risk areas, as illustrated in Figure 7-5, through fire-resistant building materials, site design, and water flow capacity.

GOAL S-8: EFFECTIVE DISASTER PLANNING AND RESPONSE

Principle S-8.1: Coordinate With Agencies to Plan Disaster Response.

Policy S-8.1.1: Maintain an ongoing program for disaster response, including participation in all aspects of emerging, new high-technology solutions.

Policy S-8.1.2: Coordinate disaster response planning with surrounding cities, agencies, and Contra Costa County.

Policy S-8.1.3: Work with critical use facilities (i.e., hospitals, schools, public assembly facilities, transportation services) to assure that they can provide alternate sources of electricity, water, and sewerage in the event that regular utilities are interrupted in a disaster.

Policy S-8.1.4: Implement the City’s Local Hazard Mitigation Plan, consistent with the guidelines of the Federal Emergency Management Agency (FEMA) and the Disaster Act of 2000, and seek funding under FEMA’s Hazard Mitigation Grant Program.

The LHMP is incorporated by reference into the Concord General Plan.

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8

PUBLIC FACILITIES AND UTILITIES

The purpose of the Public Facilities and Utilities Element is to address service and infrastructure needs for development under the General Plan. This Element focuses on specific functional needs of the City's public services and facilities, and clearly distinguishes issues related to City services from those related to other service providers over which the City has no control. It addresses schools, libraries, and cultural facilities; drainage and flood control; and water, sewer, and solid waste services.

State law now requires General Plans to include consideration of environmental justice in preparing policies and implementation programs, and in creating the physical framework for development. The problems of environmental justice that the General Plan can address include procedural and geographic inequities.

- Procedural inequities might include “stacking” commissions or committees with individuals who ignore the interests of minority and low-income residents, holding meetings at times and places that minimize the ability of low-income residents to participate, using English-only communications when non-English speaking populations may be affected by land use decisions, and requiring lower levels of mitigation for projects affecting low-income and minority populations.
- Geographic inequities might include providing fewer public services, transit services, and parks for minority and low-income residents than for white, middle- and upper-income residents.

Several new policy initiatives, distributed throughout the General Plan, are included to address environmental justice.

The effects of the Concord Reuse Project (CRP) on Concord's public facilities and utilities are particularly important. The CRP will add thousands of new homes and jobs in an area that lacks most urban services today. New water and sewer lines will be needed, and new schools, fire stations, and other public facilities will be required. Policies in the General Plan and the CRP Area Plan ensure that these services are planned and committed before

development is approved. The CRP also provides opportunities for new facilities which serve all Concord residents, addressing existing deficiencies while meeting the needs of a growing population.

8.1 SCHOOLS AND COMMUNITY FACILITIES

Schools

The Mt. Diablo Unified School District covers the Concord Planning Area as well as a large portion of Contra Costa County that serves Clayton, Bay Point, and portions of Walnut Creek and Pleasant Hill. Within the Planning Area, the District currently operates 14 elementary schools, 4 middle schools, and 8 high schools. These schools are presented in Table 8-1, along with enrollment and capacity counts from the 2006-2007 school year and the year 2004, respectively. In total, one elementary school and four high schools are over capacity, but the percentages are not large—two to six percent.

The City of Concord also is home to a variety of private elementary and middle schools, two private high schools, one university, a number of trade and vocational schools, and several adult and special education schools. The school sites are mapped on Figure 8-1. Around each school site, a ½-mile radius has been applied to indicate areas that are within walking distance. Neighborhoods that fall outside of these areas are considered beyond reasonable walking distance to a local school site.

Projected Enrollment

Projecting future school enrollment requires consideration of many factors, including the number of homes that may be added in future years, expected birth rates, the age distribution of the population, and private school enrollment trends. The Mt. Diablo Unified School District periodically prepares enrollment projections as part of its facility planning program.

The District has calculated the average number of students associated with different types of housing units and applies these statistics (called “student generation rates”) to estimate the number of students likely to reside in new housing developments.

Student generation rates are currently 0.6213 students per household for single family homes and 0.1896 students per household for multi-family homes. Of this total, the breakdown by grade is:

- K – 5: 47 percent of students
- 6 – 8: 27 percent of students
- 9 – 12: 26 percent of students

Table 8-1: Existing Public Schools in Concord (2006-2007)

Name	Location	Total Enrollment (2006-2007)	Total Capacity	% Above or Below Capacity
Elementary Schools				
Ayers	5120 Myrtle Dr	403	510	-21%
Cambridge	1135 Lacey Ln	705	750	-36%
El Monte	1400 Dina Dr	473	678	-30%
Highlands	1326 Pennsylvania Bl	665	810	-18%
Holbrook (*)	3333 Ronald Wy	461	570	-19%
Meadow Homes	1371 Detroit Av	868	882	<u>2%</u>
Monte Gardens	3841 Larkspur Dr	576	618	-7%
Mountain View	1705 Thornwood Dr	443	702	-37%
Silverwood	1649 Claycord Av	406	510	-20%
Sun Terrace	2248 Floyd Ln	572	762	-25%
Westwood	1748 West St	391	474	-18%
Woodside	761 San Simeon Dr	474	630	-25%
Wren Aveue	3339 Wren Av	407	606	-33%
Ygnacio Valley	2217 Chalomar Rd	527	606	-13%
<i>Elementary Subtotal</i>		7,371	9,108	-19%
Middle Schools				
El Dorado	1750 West St	967	1,187	-19%
Glenbrook (*)	2351 Olivera Rd	669	937	-29%
Oak Grove	2050 Minert Rd	635	1,101	-42%
Pine Hollow	5522 Pine Hollow Rd	723	918	-21%
<i>Middle School Subtotal</i>		2,994	4,143	-28%
High Schools				
Clayton Valley	1101 Alberta Wy	1,894	1,975	-4%
Concord	4200 Concord Bl	1,639	1,607	2%
Crossroads	1266 San Carlos Av	52	45	16%
Mt. Diablo	2450 Grant St	1,655	1,939	-15%
Nueva Vista	4200 Concord Blvd	52	45	16%
Olympic	2730 Salvio Street	366	375	2%
Summit	4200 Concord Bl	52	45	16%
Ygnacio Valley	755 Oak Grove Blvd	1,539	2,026	-24%
<i>High School Subtotal</i>		7,249	8,058	-10%
Total All Schools		17,614	21,309	-17%

Source: 2005-2006 Enrollment data from California Department of Education. 2006; 2004 Capacity data from Mount Diablo Unified School District Facilities Plan, 2004 Capacity figures are subject to change based on assumptions about classroom size and updated data from MDUSD.

(*) Schools closed in 2011.

Over the next 20 years, citywide enrollment is expected to increase as a result of new housing within the established urban area of Concord and new housing on the Concord Reuse Project (CRP) site. Schools in older parts of Concord generally have capacity to absorb expected growth, although there may be localized space shortages. On the CRP site, new schools will be needed to accommodate projected student growth and to meet the Area Plan's objectives for conveniently located public facilities.

An analysis conducted as part of the General Plan update indicated the capacity for 5,510 additional housing units in the urbanized area (excluding the CRP Area). Assuming these units mirror the existing housing mix in Concord (which is 60% single family and 40% multi-family and other), this development would generate about 2,472 students. Adding in the 12,200 units expected at the CRP site (which will include a larger percentage of multi-family units) would generate an additional 4,360 students. Thus, the total increase in citywide school enrollment would be approximately 6,831 students.

School age population and school needs are detailed in Table 8-2 and Table 8-3.

Planned Facilities

Given the limited amount of suitable vacant land available within the built City and the fact that most schools have sufficient capacity to absorb projected growth, no new sites for school facilities are proposed within the existing urbanized area. Up to six new schools are planned for the Concord Reuse Project (CRP) site, including four elementary schools, a middle school, and a high school. Sites for these campuses are not shown on the General Plan Diagram or the Area Plan, but will be identified as part of the more detailed planning to be undertaken for the CRP site. The number of new schools may be refined in the future depending on actual student generation and on the available capacity at existing schools near the CRP Area.

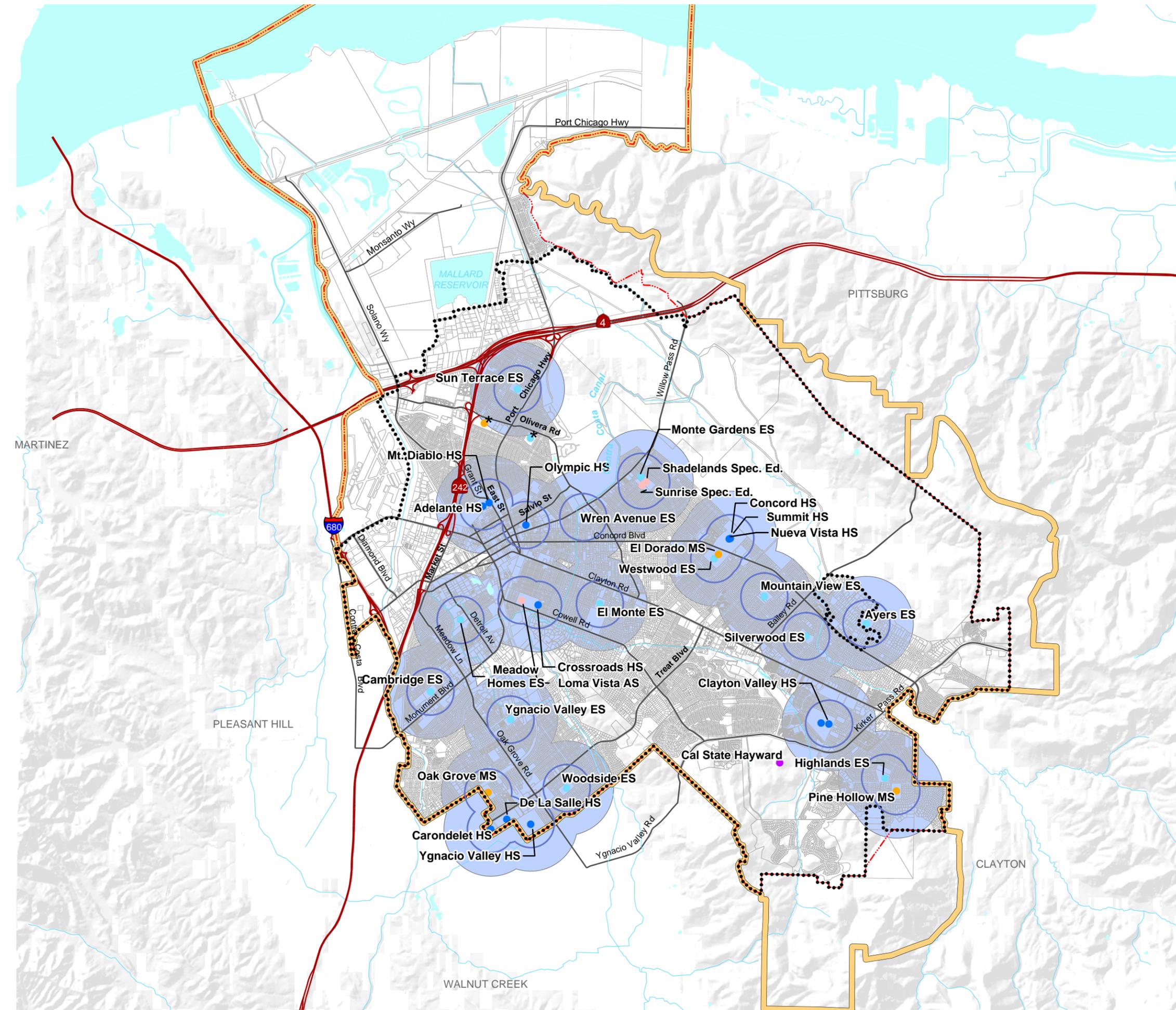
Figure 8-1
Existing Schools

- Elementary School
- Middle School
- High School
- Special Education/Adult School
- Higher Education
- 1/4-Mile Walking Distance from School Site
- 1/2-Mile Walking Distance from School Site
- City Limits
- Sphere of Influence
- Planning Area Boundary

Note: Planning area falls entirely within the Mt. Diablo Unified School District

* Indicates school closed in 2011

Source: City of Concord 2011



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Table 8-2: Buildout Student Population

Unit Type and Location	Additional Housing Units at Buildout	Student Generation Factor	Estimated Number of Students to be Generated by New Development
Within Existing Urbanized area			
Single Family	3,306	0.6213	2,054
Multi-Family	2,204	0.1896	418
Within CRP area (*)			
Low and Low-Medium Density	4,642	0.62	2,878
Medium Density	4,500	0.19	855
High Density and Mixed Use	3,130	0.20	626
Total	17,782 (*)	N/A	6,831

Source: Mt. Diablo Unified School District, 2006. City of Concord, 2006, 2012. Arup, 2011.

Table 8-3: Buildout Student Population and School Demand

Category	2006-2007 Current Enrollment	2006-2007 Current Capacity	2006-2007 Available Capacity	Additional Students at Buildout	Additional Capacity Needed at Buildout (*)	New Schools Needed or Proposed
Within Existing Urbanized Area						
K-5	7,371	9,108	1,737	1,162	N/A	0
6-8	2,994	4,143	1,149	667	N/A	0
9-12	7,249	8,068	809	643	N/A	0
Within Concord Reuse Project Area						
K-5	0	0	N/A	2,113	2,113	4
6-8	0	0	N/A	999	999	1
9-12	0	0	N/A	1,247	1,247	1
Total	16,558	23,472	6,814	6,831	See Note Below	6

(*) Although there is no shortage of school space within the existing urbanized area on a **citywide** level, it is possible that individual schools could require additional capacity as a result of localized growth in the next 20 years. This is particularly true at the elementary school level, where some schools are already over capacity. The table assumes students on the CRP site will only attend new schools to be constructed on the site. These students could also attend existing schools within the urbanized area, particularly those nearby with excess capacity, thereby lowering the number of new CRP schools.

Source: Mt. Diablo Unified School District, 2006. Arup, 2011. City of Concord, 2012.



Community Facilities

Community facilities are the network of public and private institutions that support the civic and social needs of the population. They offer a variety of recreational, artistic, and educational programs and special events. New community facilities are not specifically sited on the General Plan Urban Area Land Use Diagram. Small-scale facilities are appropriately sited as integral parts of neighborhoods and communities, while existing larger-scale facilities are generally depicted as public/semi-public land use, as appropriate. These facilities in Concord can be grouped into the following categories:

- **Community Centers.** Facilities designed to meet the needs of the population for civic meetings, recreational activities, social gatherings, and cultural enrichment.
- **Museums and Galleries.** These facilities house scientific, cultural and historical exhibits or offer space for artistic performances and presentations.
- **Civic Buildings.** Includes City and County administrative and public buildings.
- **Libraries.** Facilities in which literary, artistic, and reference materials are kept for public use and circulation. The library in Concord is located at 2900 Salvio St., in Central Concord.
- **Private Schools.** Facilities that offer instruction to children or adults in exchange for compensation.
- **Religious Facilities.** Includes houses of worship and other related uses.

8.2 DRAINAGE AND FLOOD CONTROL

Drainage

The existing drainage system in Concord is comprised of a network of storm drains, man-made lakes and detention ponds, improved channelized creeks and natural creeks. The City generally maintains drainage facilities within the public right of way, on public easements and on property owned in fee by the City. Components of the drainage system on private property, or within private drainage easements, are maintained by the underlying property owner or other private party. In unincorporated areas, responsibility for storm drain maintenance lies with the Contra Costa County Flood Control and Water Conservation District. Developments have the potential to cause erosion and increase in sediment and surface water run-off entering the City's storm drainage system. In order to minimize these impacts, General Plan policies focus on requiring future development projects to minimize runoff into the City's drainage system, and requiring additional drainage facilities during the development review process.

Flood Zones

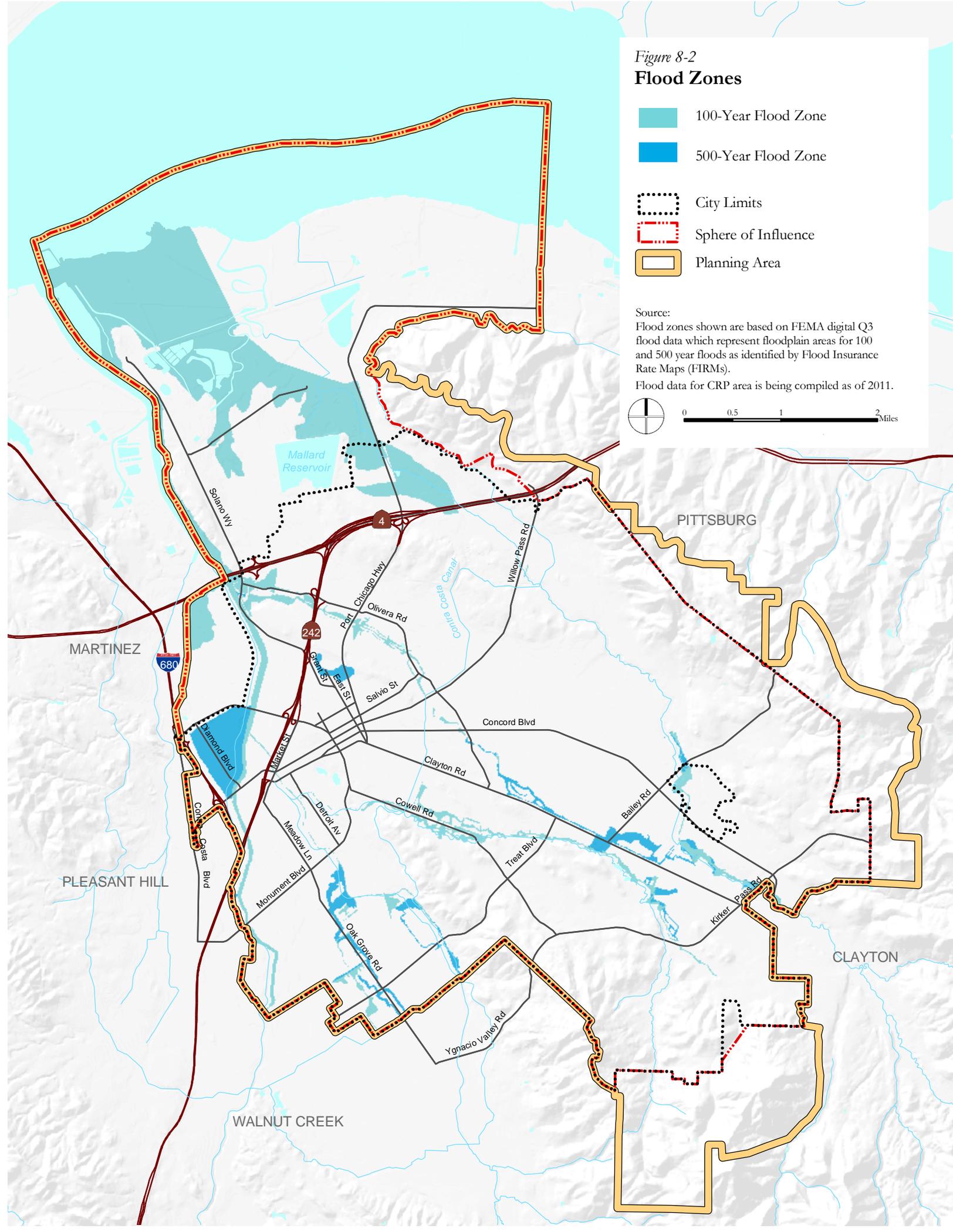
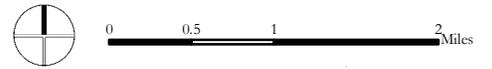
Flood zone mapping by the Federal Emergency Management Authority (FEMA) indicates that portions of Concord are located within 100 or 500-year flood zones, which are depicted in Figure 8-2. Generally, flood-prone areas are located in topographic lows and in close proximity to shorelines, streams and creeks such as north of Mallard Reservoir to Suisun Bay, along Pacheco Creek, and near the Buchanan Field Airport. Flood zone data for the Concord Reuse Project site is being compiled in 2011. Flood hazards on the site are generally located along Mount Diablo Creek, which is to be set aside as an open space corridor as part of the Area Plan. Other flood hazards on the site will generally be mitigated through drainage improvements and site planning.

Policies on flooding may be found in the Safety and Noise Element of the General Plan.

Figure 8-2
Flood Zones

- 100-Year Flood Zone
- 500-Year Flood Zone
- City Limits
- Sphere of Influence
- Planning Area

Source:
 Flood zones shown are based on FEMA digital Q3 flood data which represent floodplain areas for 100 and 500 year floods as identified by Flood Insurance Rate Maps (FIRMs).
 Flood data for CRP area is being compiled as of 2011.



8.3 WATER, WASTEWATER, AND SOLID WASTE

Water Supply

Contra Costa Water District (CCWD) supplies the City's water; CCWD is almost entirely dependent on the Sacramento/San Joaquin Delta and the United States Bureau of Reclamation's Central Valley Project (CVP) for its raw water supply. The City of Concord is supplied from the Bollman Water Treatment Plant (WTP), located in North Concord. CCWD does not envision any constraints to providing water to new developments in the built-out parts of the City, as long as such developments are not anomalies in terms of typical water use. The CCWD was consulted in the planning of the Concord Reuse Project, and has indicated it has sufficient capacity to serve the development. The future need for water to serve the CRP Area will be reduced through conservation measures and the extensive use of reclaimed water for landscape irrigation.

Wastewater Systems

The City is responsible for most of the wastewater collection system, while treatment service is provided by the Central Contra Costa Sanitary District (CCCSD). CCCSD has sufficient existing infrastructure capacity to provide wastewater treatment service to additional, planned development that could be served by the City of Concord's system. CCCSD's effluent discharge limit should be sufficient to accommodate wastewater expected to be generated from currently planned growth within the Central service area. However, the addition of the Concord Reuse Project could eventually require an amendment to the National Pollution Discharge Elimination System (NPDES) permit to reflect higher effluent volumes. New wastewater collection lines will be needed to serve the Reuse Project, and improvements to transmission mains and pumping stations in North Concord may also be needed.

A growing percentage of the wastewater received at the CCCSD treatment plant is treated to a level high enough to enable its reuse for irrigation and other non-potable purposes within the service area. In 2009, about 200 million gallons a year were treated at the plant and then recycled via a network of transmission facilities serving golf courses, parks, and other landscaped areas. A reclaimed water system is planned for the Concord Reuse Project site, substantially reducing its per capita potable water needs. CCCSD is exploring other ways to expand the use of reclaimed

water in order to be better prepared for drought and avoid future diversions of water from the Delta.

Solid Waste Management and Recycling

Franchised solid waste collection and disposal services in Concord are provided by Concord Disposal Service (CDS). CDS also provides recycling services to the City. Working with CDS, the City has developed several programs to encourage recycling and reuse in Concord. In addition to curbside recycling, the City provides options for recycling additional materials such as construction debris, household hazardous waste, electronic devices, and motor oil. Programs such as these have led to an increase in the amount of the City’s solid waste that is diverted from landfills (see Table 8-4).

Table 8-4: Concord Solid Waste Diversion Rates (1998-2009)

Year	Diversion Rate
1998	31%
1999	44%
2000	50%
2001	41%
2002	37%
2003	48%
2004	50%
2005	46%
2006	49%
2007	49%
2008	56%
2009	61%

Source: City of Concord, 2010

8.4 GOALS, PRINCIPLES, AND POLICIES

GOAL PF-1: AVAILABILITY OF ADEQUATE PUBLIC UTILITIES

Principle PF-1.1: Provide a Safe and Reliable Water Supply.

Policy PF-1.1.1: Coordinate with the Contra Costa Water District (CCWD) to provide an adequate and safe water supply.

The City will work with CCWD to ensure that adequate water supply, quality, and distribution infrastructure will be available before permitting new development, and to ensure that new development participates in the improvement of water systems.

Policy PF-1.1.2: Encourage water conservation through City programs and cooperation with the CCWD.

Conservation measures include the use of water-efficient plumbing fixtures, drought-tolerant landscaping, and the use of rain barrels to collect water for gardening and landscaping. Many of these measures are being incorporated into the Concord Reuse Project to reduce its impact on the city's water needs.

Policy PF-1.1.3: Coordinate with the San Francisco Bay Regional Water Quality Control Board to provide for the implementation of Storm Water Management Programs intended to protect receiving water sources from pollutants.

Principle PF-1.2: Ensure Public Health and Safety by Providing Effective Wastewater Collection and Treatment.

Policy PF-1.2.1: Operate and maintain the City-owned wastewater collection system, including the transfer of wastewater to Central Contra Costa Sanitary District for treatment and disposal.

The City will work with CCCSD and other appropriate agencies to ensure that adequate and permanent sewer collection, transfer, and treatment facilities will be adequate to serve existing and future residents, and to ensure that new development participates in the improvement of wastewater systems.

Policy PF-1.2.2: Reduce the need for sewer system improvements by requiring new development to incorporate water conservation measures.

Policy PF-1.2.3: Cooperate with Central Contra Costa Sanitary District and other service providers to develop a wastewater reclamation program as a supplement to potable water supplies.

Principle PF-1.3: Protect the Community from Adverse Impacts of Water Runoff.

Policy PF-1.3.1: Require new development to provide any needed storm drains that are not part of the City's master storm drain system and to incorporate features into site improvement plans to minimize surface runoff.

Such features may include additional landscaped areas and/or swales, permeable paving, parking area design that minimizes runoff, and stormwater detention basins. The City complies with a number of Regional Water Quality Control Board programs to reduce runoff from these sources, and protect surface waters from runoff-related pollution.

Policy PF-1.3.2: Schedule master drainage improvement projects in the Capital Improvement Program.

Policy PF-1.3.3: Maintain master storm drain system maps that identify locations where easements should be reserved for the eventual installation of pipes and structures to ensure appropriate storm drainage management.

By providing clear guidelines to developers, the City can minimize costs of storm drainage improvements and ensure the system works

efficiently. This is particularly important on large new development sites such as the Concord Reuse Project.

Policy PF-1.3.4: Continue the Drainage Area Fee Program to fund master storm drainage improvements.

Policy PF-1.3.5: Ensure that new development contributes needed drainage improvements in proportion to a project's impacts, to assure an equitable distribution of costs to construct and maintain the City's master storm drainage system.

Additional policies dealing with flood hazards, including AB 162 compliance, can be found in the Safety and Noise Element.

Principle PF-1.4: Ensure Access to Utility Systems.

Policy PF-1.4.1: Require new development to coordinate with all utility providers to assure quality services to all residents and businesses throughout the community.

Policy PF-1.4.2: Conduct infrastructure planning for the Concord Reuse Project as part of subsequent planning activities for the site, including the preparation of specific plans or equivalent documents.

Principle PF-1.5: Continue Solid Waste Reduction and Recycling Efforts.

Policy PF-1.5.1: Expand reduction and recycling efforts within the City to divert increasingly larger portions of the waste stream from local landfills.

The City diverts approximately 60 percent of potential landfill material by utilizing a variety of programs, such as curbside recycling, recycling of debris from construction sites, back yard composting, and recycling of green waste and tires. The Concord Reuse Project provides an opportunity to increase the diversion rate even more by incorporating best practices in community design and construction.

Policy PF-1.5.2: Promote the importance of recycling industrial and construction wastes.

Industrial and commercial uses create significantly higher waste streams than do residential uses. The diversion of recyclable materials from commercial and industrial uses would greatly reduce the waste tonnage sent to local landfills each day. Recycling of construction and demolition debris can also reduce landfill needs.

Policy PF-1.5.3: Prepare informational handouts and web-based materials for the public regarding opportunities to reduce waste at homes and businesses, as well as methods for safe disposal of hazardous materials.

Policy PF-1.5.4: Require builders to incorporate adequate storage areas appropriately screened from the street for recyclables into new multifamily, commercial, and industrial structures.

GOAL PF-2: EXCELLENT EDUCATION, CULTURE, AND ARTS AND ENTERTAINMENT

Principle PF-2.1: Facilitate Educational Programs and Development of Facilities that Meet the Needs of the Community.

Policy PF-2.1.1: Maintain and improve educational opportunities in Concord through cooperation with the Mt. Diablo Unified School District (MDUSD), private schools, California State University, community organizations, and the Contra Costa County library system.

Policy PF-2.1.2: Work cooperatively with the MDUSD to ensure that sufficient land is identified and reserved to accommodate projected growth in the community.

The City is committed to facilitate school district planning and ensure that adequate facilities are available and conveniently located to serve existing and future residents. New development will be required to provide

necessary funding and/or capital facilities, as determined by the MDUSD.

Policy PF-2.1.3: Cooperate with the MDUSD in planning for new school sites and facilities and coordinate infrastructure improvements to ensure compatibility with City plans.

Policy PF-2.1.4: Work with the MDUSD to explore solutions to capacity problems at those schools where capacity is currently exceeded, and at schools where capacity may be exceeded in the future due to nearby growth.

These solutions could include expansion of existing school buildings (using school impact fees), the use of portable classrooms, adjustment of school service area boundaries, reassignment of grades to different schools, and other measures intended to distribute enrollment more evenly and reduce overcrowding.

Policy PF-2.1.4: Continue to partner with the MDUSD to optimize the joint use of school facilities for community use.

School playgrounds and grass fields offer excellent opportunities for use by the City during off-school hours to accommodate City-sponsored athletic clubs and the needs of after-school programs. Other school facilities that could be used by the City include auditoriums or cafeterias to host community meetings.

Policy PF-2.1.5: Encourage the establishment of vocational school and other training programs to prepare Concord's citizens for employment, in addition to traditional educational opportunities.

Policy PF-2.1.6: Develop additional schools, community centers, and other community facilities on the Concord Reuse Project (CRP) site.

New community facilities are planned on the CRP site to serve those who will live and work there. The site also offers opportunities for new facilities which serve residents from other parts of Concord. Some community facilities may be publicly owned while others may be privately owned but open to the public.

Principle PF-2.2: Support the provision of library and childcare services.

Policy PF-2.2.1: Pursue planning and development for new library facilities and services.

The City will coordinate planning for library facilities and services with key stakeholders. Adequate funding for construction and operations will need to be assured to avoid any adverse impacts on library operations.

Policy PF-2.2.2: Support the provision of internet service and other technology through public/private partnerships to supplement the traditional library reference and lending services that are available to the community.

Many high technology companies have grant programs or special equipment or software pricing for libraries, and foundations also have grant programs for libraries.

Policy PF-2.2.3: Continue to respond to the growing need for child care facilities and programs as a result of new residential, office, commercial, and industrial development, and allow child care facilities in all zoning districts, except for Downtown Pedestrian and Heavy Industrial areas.

Policy PF-2.2.4: Encourage the use of public and private facilities, schools, churches, community centers, and spaces within other facilities for child and adult care services.

Policy PF-2.2.5: Participate in efforts to coordinate child care programs to meet child care needs throughout the City.

Principle PF-2.3: Foster arts and entertainment.

Policy PF-2.3.1: Expand Concord's role as a regional entertainment center and encourage the creation and expansion of visual and performing arts programs.

Principle PF-2.4: Ensure environmental justice in providing public facilities and services.

Policy PF-2.4.1: Plan for the equitable distribution of new public facilities while avoiding over concentration of such facilities in one area.

The City will work with other public agencies and non-profit organizations to create and expand opportunities, programs, and services for persons with special needs in a manner that enhances the community's quality of life.

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GLOSSARY

10-Year Flood. That flood event that has a ten-percent chance of occurrence in any one year.

100-Year Flood. That flood event that has a one-percent chance of occurrence in any one year.

500-Year Flood. The magnitude of a flood expected to occur on the average every 500 years, based on historical data. The 500-year flood has a 1/500, or 0.2 percent, chance of occurring in any given year.

Acre, Gross. Area of a site calculated to the centerline of bounding streets and other public rights-of-way.

Acre, Gross Developable. Area of a site, including proposed public streets and other proposed rights-of-way but excluding areas subject to physical or environmental constraints, which include ridgelines and steep hillside slopes, creek corridors and floodways, and areas to be dedicated for greenways or habitat protection.

Acre, Net. Area of a site excluding land to be dedicated for required easements for vehicles and rights of way, either public or private; land determined to be hazardous and/or unbuildable; and land to be dedicated for schools and parks or other facilities dedicated for public use.

Action Plan. A document prepared by a Regional Transportation Planning Committee that includes: (1) a specific program for each designated Route of Regional Significance, consisting of traffic service objectives and actions and responsibilities for implementing them; (2) regional actions for reducing congestion such as land use policy changes and demand management strategies; and (3) a process for monitoring and review of activities that might affect the performance of the regional transportation system.

Affordable Housing. Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30% of its gross monthly income (GMI) for housing, including utilities.

Aquifer. A natural underground formation that is saturated with water, and from which water can be withdrawn.

Attainment Area. An area determined to have met federal or State air quality standards, as defined in the federal Clean Air Act or the California Clean Air Act. An area may be an attainment area for one pollutant and a non-attainment area for others.

Basic Routes. All local roads not designated as Routes of Regional Significance.

Best Management Practices (BMP). The combination of conservation measures, structure, or management practices that reduces or avoids adverse impacts of development on adjoining site's land, water, or waterways, and waterbodies.

Bay Area Rapid Transit (BART). Public agency providing commuter rail service throughout the San Francisco Bay Area.

Bike Facilities. These include bike paths, bike lanes, and bike routes, following a classification system established in the City's Trails Master Plan.

Buildout. That level of development characterized by full occupancy of all developable sites in accordance with the General Plan; the maximum probable level of development envisioned by the General Plan under specified assumptions about densities and intensities. Buildout does not necessarily assume parcels are developed at maximum allowable intensities.

Capital Improvement Program (CIP). The multi-year scheduling of public physical improvements based on studies of fiscal resources available and the choice of specific improvements to be constructed.

Carbon Monoxide (CO). A colorless, odorless gas formed by the incomplete combustion of fuels, which is toxic because of its tendency to reduce the oxygen-carrying capacity of the blood.

CNEL (Community Noise Equivalent Level). The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night from 10 p.m. to 7 a.m.

Compatible. Capable of existing together without conflict or ill effects.

Conservation. The management of natural resources to prevent waste, destruction, or neglect.

Consistent. Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Contra Costa Water District (CCWD). Public agency providing potable water supplies to various jurisdictions throughout Contra Costa County, including Concord.

Creek. Those areas where surface water flows sufficiently to produce a defined channel or bed. The channel or bed need not contain water year-round.

Cultural Facilities. Premises operated to accommodate cultural pursuits such as visual or performing arts, lectures, or exhibitions.

Curb Cut. The opening along the curb line at which point vehicles or other wheeled forms of transportation may enter or leave the roadway. Curb cuts are essential at street corners for wheelchair users.

dBA. The “A-weighted” scale for measuring sound in decibels; weights or reduces the effects of low and high frequencies in order to stimulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

Daylight Plane. An inclined plane, beginning at a stated height above grade at a property line, and extending into the site at a stated upward angle to a horizontal plane, that will limit the height or horizontal extent of structures on a site where the daylight plane is more restrictive than the height limit or building setback.

Decibel (dB). A unit of measurement used to express the relative intensity of sound as heard by the human ear describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

Dedication. The commitment by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are required by the city as conditions of approval on a development.

Dedication, In lieu of. Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

Density. The number of residential dwelling units per acre of land. Densities specified in the General Plan are expressed in units per net developable acre. (See “Acres, Net,” and “Acres, Net Developable.”)

Density Bonus. The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.

Developer. An individual who, or business which, prepares raw land for the construction of buildings or builds or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development. The physical extension and/or construction of urban land uses. Development activities include but are not limited to: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetation cover (with the exception of agricultural activities). Routine repair and maintenance activities are not considered as “development.”

Development Code. A City ordinance that divides incorporated city land into districts and establishes regulations governing the use, placement, spacing, and size of buildings, open spaces, and other facilities.

Easement. A right given by the owner of land to another party for specific limited use of that land. An easement may be acquired by a government through dedication when the purchase of an entire interest in the property may be too expensive or unnecessary.

Endangered Species, California. A native species or sub-species of a bird, mammal, fish, amphibian, reptile, or plant, which is in serious danger of becoming extinct throughout all or a significant portion of its range, due to one or more factors, including loss in habitat, change in habitat, over-exploitation, predation, competition, or disease. The status is determined by the State Department of Fish and Game together with the State Fish and Game Commission.

Endangered Species, Federal. A species which is in danger of extinction throughout all or a significant portion of its range, other than the species of the Class Insect determined to constitute a pest whose protection under the provisions of the 1973 Endangered Species Act, as amended, would present an overwhelming and overriding risk to humans. The status is determined by the US Fish

and Wildlife Service and the Department of the Interior.

Environmental Impact Report (EIR). A document used to evaluate the potential environmental impacts of a project, evaluate reasonable alternatives to the project, and identify mitigation measures necessary to minimize the impacts. The California Environmental Quality Act (CEQA) requires that the agency with primary responsibility over the approval of a project (the lead agency) evaluate the project's potential impacts in an Environmental Impact Report (EIR).

Environmental Justice. Formalized policies of the federal and state governments that require agencies to identify and avoid disproportionately high adverse effects on minority and low-income populations when implementing programs, policies, and activities that affect human health or the environment.

Equivalent Noise Level (Leq). A single-number representation of the fluctuating sound level in decibels over a specified period of time. It is a sound-energy average of the fluctuating level.

Erosion. The process by which material is removed from the earth's surface (including weathering, dissolution, abrasion, and transportation), most commonly by wind or water.

Estuarine. Pertaining to an estuary, which is a water passage where the tide meets a river current.

Expansive Soils. Soils which swell when they absorb water and shrink as they dry.

Fault. A fracture in the earth's crust forming a boundary between rock masses that have shifted. An active fault is a fault that has moved recently and which is likely to again. An inactive fault is a fault which shows no evidence of movement in recent geologic time and little potential for movement.

Feeder Trails. Local trails, on streets with low traffic volume when that option is available, and are intended to link parks, open space areas, and neighborhoods to collector and regional trails.

Floodway. The river channel and the adjacent land area needed to carry the 100-year flood without an increase to the water surface elevations of the river more than one foot at any one point.

Floodplain. An area adjacent to a lake, stream, ocean or other body of water lying outside the ordinary banks of the water body and periodically inundated by flood flows. Often referred to as the area likely to be inundated by the 100-year flood.

Flood Zone. The relatively level land area on either side of the banks

of a stream that is subject to flooding under a 100-year or a 500-year flood.

Floor Area Ratio (FAR). The ratio between gross floor area of structures on a site and gross site area. Thus, a building with a floor area of 100,000 square feet on a 50,000 square-foot lot will have a FAR of 2.0.

Floor Area, Gross. The total horizontal area in square feet of all floors within the exterior walls of a building, but not including the area of unroofed inner courts or shaft enclosures.

Groundwater Recharge. The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks that provide underground storage (i.e. aquifers).

Groundwater. Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Growth Management. The use by a community of a wide range of techniques that direct the amount, type, rate, and location of development desired by the community. Growth management policies can be implemented through growth rates, zoning, capital improvement programs, public facilities ordinances, urban limit lines, standards for levels of service, and other programs.

Habitat. The natural environment of a plant or animal.

Hazardous Material. A material or form of energy that could cause injury or illness to persons, livestock, or the natural environment.

Hazardous Waste. Waste which requires special handling to avoid illness or injury to persons or damage to property. Includes, but is not limited to, inorganic mineral acids of sulfur, fluorine, chlorine, nitrogen, chromium, phosphorous, selenium and arsenic and their common salts; lead, nickel, and mercury and their inorganic salts or metallo-organic derivatives; coal, tar acids such as phenol and cresols and their salts; and all radioactive materials.

Historic Resource. A historic building or site that is noteworthy for its significance in local, state, national, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Structure. A structure deemed to be historically significant based on its visual quality, design, history, association, context, and/or integrity.

Household. An occupied housing unit.

Impervious Surface. Any material which reduces or prevents

absorption of water into land.

Implementation. Actions, procedures, programs, or techniques that carry out policies.

Infill. The development of new housing or other buildings on scattered vacant lots in a built-up area or on new building parcels created by permitted lot splits.

Infill Opportunity Zones. An area that is exempt from Level of Service traffic standards specified in the California Congestion Management Act and incorporated into Contra Costa's Congestion Management Program, for the purpose of promoting compact, transit-oriented development. In order to designate an area as an Infill Opportunity Zone, certain criteria must be met, for example, the area must be zoned for infill residential or mixed use development and located within a 1/3 mile of a transit stop.

Infiltration. The introduction of underground water, such as groundwater, into wastewater collection systems. Infiltration results in increased wastewater flow levels.

Intersection Capacity. The maximum number of vehicles that has a reasonable expectation of passing through an intersection in one direction during a given time period under prevailing roadway and traffic conditions.

Infrastructure. Permanent utility installations, including roads, water supply lines, sewage collection pipes, and power and communications lines.

Intrusive Noise. That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, time of occurrence, and tonal or information content as well as the prevailing noise level.

Jobs-Employed Residents Ratio. Total jobs divided by total employed residents (i.e. people who live in the area, but may work anywhere). A ratio of 1.0 typically indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

L10. A statistical descriptor indicating the sound level exceeded ten percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities.

Ldn (Day-Night Average Sound Level). The A-weighted average sound level for a given area (measured in decibels) during a 24-hour

period with a 10 dB weighting applied to night-time sound levels (after 10 p.m. and before 7 a.m.). The Ldn is approximately numerically equal to the CNEL for most environmental settings.

Leq (Equivalent energy level). The sound level corresponding to a steady sound level containing the same total energy as a time varying signal over a given sample period. Leq is typically computed over 1, 2, and 8-hour sample periods. The Leq is a “dosage” type measure and is the basis for the descriptions used in current standards, such as the 24-hour CNEL used by the State of California.

Level of Service, LOS (traffic). A qualitative measure describing operational conditions within a traffic stream and the perception of motorists and/or passengers regarding these conditions. A level of service definition generally describes these conditions in terms of such factors as traffic volumes, speed and travel time, delays at traffic signals, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Liquefaction. A sudden large decrease in the shearing resistance of a cohesion less soil, caused by a collapse of the structure by shock or strain, and associated with a sudden but temporary increase of the pore fluid pressure.

Measure C. The half-cent tax established in 1988 to fund transportation improvements and growth management programs in Contra Costa County.

Measure J. The Contra Costa Transportation Sales Tax Expenditure Plan approved in 2004, including an extension of the half-cent tax established in 1988.

Minerals. Any naturally occurring chemical element or compound, or groups of elements and compounds, formed from inorganic processes and organic substances, including, but not limited to, coal, peat, and bituminous rock, but excluding geothermal resources, natural gas, and petroleum (Public Resources Code Section 2005).

Mitigation. A specific action taken to reduce environmental impacts. Mitigation measures are required as a component of an environmental impact report (EIR) if significant measures are identified.

Mitigation Measures. Action taken to avoid, minimize, or eliminate environmental impacts. Mitigation includes: avoiding the impact altogether by not taking a certain action or parts of an action; minimizing impacts by limiting the degree or magnitude of the action and its implementation; rectifying the impact by repairing, rehabilitating, or restoring the affected environment; reducing or eliminating the impact over time by preservation and maintenance during the life of the

action; and compensating for the impact by repairing or providing substitute resources or environments.

Mixed Use. Describes a development project which includes two or more categories of land use such as residential and commercial.

Nitrogen Oxides (NO_x). Chemical compounds containing nitrogen and oxygen; reacts with volatile organic compounds, in the presence of heat and sunlight to form ozone. It is also a major precursor to acid rain.

Noise Attenuation. Reduction of the level of a noise source using a substance, material, or surface.

Noise Contours. Lines drawn about a noise source indicating equal levels of noise exposure. CNEL and Ldn are the metrics utilized herein to describe annoyance due to noise and to establish land use planning criteria for noise.

Open Space. Any parcel or area of land or water that is essentially unimproved. The General Plan designates privately-owned rural/grazing lands, and devoted open space areas as defined by California planning law.

Ozone. A compound consisting of three oxygen atoms, that is the primary constituent of smog. It is formed through chemical reactions in the atmosphere involving volatile organic compounds, nitrogen oxides, and sunlight. Ozone can initiate damage to the lungs as well as damage to trees, crops, and materials. There is a natural layer of ozone in the upper atmosphere, which shields the earth from harmful ultraviolet radiation.

Peak Hour. The busiest one-hour period for traffic during a 24-hour period. The PM peak hour is the busiest one hour period of traffic during the evening commute period. The AM peak hour is the busiest one hour period during the morning commute.

Pedestrian-oriented Development. Development designed with an emphasis on the street sidewalk and on pedestrian access to the building, rather than an auto access and parking areas.

Performance Standards. A statement representing a commitment by a public agency to attain a specified level or quality of performance through its programs and policies.

Planning Area. The land area addressed by a General Plan, including land within the city limits and land outside the city limits that bears a relation to the City's planning.

PM₁₀. The current standard for measuring the amount of solid or

liquid matter suspended in the atmosphere (“particulate matter including dust”). Refers to the amount of particulate matter over 10 micrometers in diameter. The smaller PM₁₀ particles penetrate to the deeper portions of the lung, affecting sensitive population groups such as children and people with respiratory diseases.

Rare or Endangered Species. A species of animal or plant listed in Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Recycle. The process of extraction and reuse of materials from waste products.

Retention Area. A pond, pool, lagoon, or basin used for the storage of water runoff.

Right-of-Way. A continuous strip of land reserved for or actually occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary storm sewer or other similar use.

Riparian Corridor. Riparian areas are transitional between terrestrial and aquatic ecosystems and are distinguished by gradients in biophysical conditions, ecological processes, and biota. They are areas through which surface and subsurface hydrology connect water bodies with their adjacent uplands. They include those portions of terrestrial ecosystems that significantly influence exchanges of energy and matter with aquatic ecosystems (i.e. a zone of influence). Riparian areas are adjacent to perennial, intermittent and ephemeral streams, lakes, and estuarine -marine shorelines.

Riparian Habitat. The land and plants bordering a watercourse or lake.

Routes of Regional Significance. Routes of Regional Significance are designated by the Contra Costa Transportation Authority. In evaluating the appropriateness of the designation, the following criteria are used:

1. Connection of two or more “regions” of the County.
2. Connection across County boundaries.
3. Significant amount of through traffic.
4. Provision of access to a regional highway or transit facility (e.g., a BART station or freeway interchange).

Sedimentation. Process by which material suspended in water is deposited in a body of water.

Sensitive Receptors. Persons or land users that are most sensitive to negative effects of air pollutants. Persons who are sensitive receptors include children, the elderly, the acutely ill, and the chronically ill. The term “sensitive receptors” can also refer to the land use categories where these people live or spend a significant amount of time. Such areas include residences, schools, playgrounds, child-care centers, hospitals, retirement homes, and convalescent homes.

Significant Effect. A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area’s air, water, and land resources.

Siltation. The process of silt deposition. Silt is a loose sedimentary material composed of finely divided particles of soil or rock, often carried in cloudy suspension in water.

Solid Waste. General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood.

Specific Plan. A plan that provides detailed design and implementation tools for a specific portion of the area covered by a general plan. A specific plan may include all regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any general plan element(s).

Sphere of Influence (SOI). The ultimate service area of an incorporated city, as established by Contra Costa County LAFCO.

Stationary Source. A source of air pollution that is not mobile, such as a heating plant or an exhaust stack from a laboratory.

Storm Runoff. Surplus surface water generated by rainfall that does not seep into the earth but flows overland to a watercourse.

Threatened Species, California. A species of animal or plant is endangered when its survival and reproduction in the wild are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition, disease, or other factors; or when although not presently threatened with extinction, the species is existing in such small numbers that it may become endangered if its environment worsens. A species of animal or plant shall be presumed to be rare or endangered as it is listed in Sections 670.2 or 670.5, Title 14, California Code of Regulations; or Title 50, Code of Federal Regulations Sections 17.11 or 17.12 pursuant to the Federal Endangered Species Act as rare, threatened, or endangered.

Threatened Species, Federal. A species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Traffic Service Objective (TSO). A flexible, but quantifiable, measure of transportation facility performance such as vehicle occupancy or delay. The Action Plans for Routes of Regional Significance must establish at least one TSO for each Regional Route.

Transportation Demand Management. Measures to improve the movement of persons and goods through better and more efficient utilization of existing transportation systems (e.g., streets and roads, freeways, bus systems, and BART) and measures to reduce the number of single-occupant vehicles utilized for commute purposes.

Trip Generation. The number of vehicle trip ends associated with (i.e., produced by) a particular land use or traffic study site. A trip end is defined as a single vehicle movement. Round trips consist of two trip ends.

Urban Limit Line (ULL). A boundary, defined in the General Plan, beyond which urban levels of development are not intended to occur.

Use. The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged as per the City's Zoning Ordinance and General Plan land use designation.

Vehicle Miles Traveled (VMT). A measure of both the volume and extent of motor vehicle operation; the total number of vehicle miles traveled within a specified geographical area (whether the entire country or a smaller area) over a given period of time.

View Corridor. The line-of-sight (identified as to height, width, and distance) of an observer looking toward an object of significance to the community (e.g., ridgeline, river, historic building, etc.).

Viewshed. The geographic area visible from a fixed point.

Watercourse. Natural or once natural flowing (perennially or intermittently) water including rivers, streams, and creeks. Includes natural waterways that have been channelized, but does not include constructed channels, ditches, and underground drainage and sewage systems.

Watershed. The total area above a given point on a watercourse which contributes water to the flow of the watercourse; the entire region drained by a watercourse.

Wetlands. Areas that are permanently wet or periodically covered

with shallow water, such as saltwater and freshwater marshes, open or closed brackish marshes, swamps, mud flats, and fens.

Wildlife Corridors. A natural corridor, such as an undeveloped ravine, that is frequently used by wildlife to travel from one area to another.

LIST OF ACRONYMS

ABAG: Association of Bay Area Governments

af/y: acre foot/year

ADT: Average daily traffic

ALUC: Airport Land Use Commission

BAAQMD: Bay Area Air Quality Management District

BACT: Best Available Control Technology

BCE: Before Common Era

BMP: Best Management Practice

BRAC: Base Closure and Realignment Act of 1990, as amended

CALTRANS: California Department of Transportation

CCCYPD: Central Contra Costa Fire Protection District

CCCSD: Central Contra Costa Sanitary District

CCTA: Contra Costa Transportation Authority

CCWD: Contra Costa Water District

CDFG: California Department of Fish and Game

CDS: Concord Disposal Service

CEQA: California Environmental Quality Act

CIP: Capital Improvement Program

CMP: Congestion Management Program

CNDDDB: California Natural Diversity Data Base, Department of Fish and Game

CNWS: Concord Naval Weapons Station

CNEL: Community Noise Equivalent Level

CNWS: Concord Naval Weapons Station

dB: Decibel

dba: Decibel A-Weighted

DNL: Day-Night Average Noise Level

DOF: Department of Finance

DU: Dwelling Unit

DWR: Department of Water Resources

EIR: Environmental Impact Report (CEQA)

FAR: Floor Area Ratio

FEMA: Federal Emergency Management Act

GMP: Growth management Program

LAFCO: Local Agency Formation Commission

Ldn: Day-Night Average Sound Level

LHMP: Local Hazards Mitigation Plan

LOS: Level of Service

LUST: Leaking Underground Storage Tanks

MDUSD: Mt. Diablo Unified School District

MTC: Metropolitan Transportation Commission

NFIP: National Flood Insurance Program

NWI: National Wetland Inventory

PM-10: Suspended particulate matter

ppb: Parts per billion

ppm: Parts per million (10⁶) by volume or weight

RTIP: Regional Transportation Improvement Plan

RTPC: Regional Transportation Planning Committee

SOI: Sphere of Influence

Sq. Ft.: Square Feet

SR: State Route

TAC: Toxic Air Contaminant

TCM: Transportation Control Measure

TDM: Transportation Demand Management

TRANSPAC: Transportation Partnership and Co-operation Committee

ULL: Urban Limit Line

USGS: United States Geological Survey

UST: Underground Storage Tank

V/C: Volume to Capacity Ratio

VMT: Vehicle Miles Traveled

VPD: Vehicles per day