

## **Section I**

### **BASIS FOR PLANNING**

**FRAMEWORK FOR PLANNING**

**CLAYTON SETTING**

**HISTORY OF CLAYTON**

**PLANNING HISTORY OF CLAYTON**

**SOCIO-ECONOMIC CHARACTERISTICS OF CLAYTON**

**PUBLIC PARTICIPATION**

## FRAMEWORK FOR PLANNING

Planning is an approach to problem solving, a process for making informed decisions about the future. Although everyone plans to some extent by trying to anticipate the consequences of possible courses of action and selecting what appears to be the best course, formal planning is usually characterized by a number of activities:

1. Identifying the problems or issues;
2. Analyzing needs and strengths;
3. Formulating goals and objectives;
4. Developing and evaluating alternative courses of action;
5. Selecting the preferred course of action;
6. Implementing the preferred course of action;
7. Monitoring implementation and adjusting plans and policies.

In practice these activities are rarely discreet, sequential steps; they often overlap in a cyclical, rather than a linear process in which experience provides the impetus for continuous course corrections. Like budgeting, governmental planning is also a political process for allocating scarce resources among competing demands. In summary the purpose of planning is to prepare plans which will produce intelligent, informed decisions.

The purpose of the General Plan is to accomplish the following:

1. Identify the community's environmental, social economic goals.
2. State the local government's policies on the maintenance and improvement of existing development and the location and characteristics of future development needed to achieve community goals.
3. Establish within local government the ability to analyze local conditions and to respond to problems and opportunities concerning community development in a way consistent with local, regional, and state goals and policies.
4. Provide citizens with information about their community and with opportunities to understand and participate in the planning and decision-making process of local government.
5. Identify the need for and methods of improving the coordination of community development activities among all units of government.
6. Create a basis for subsequent planning efforts, such as the preparation of specific plans and special studies.

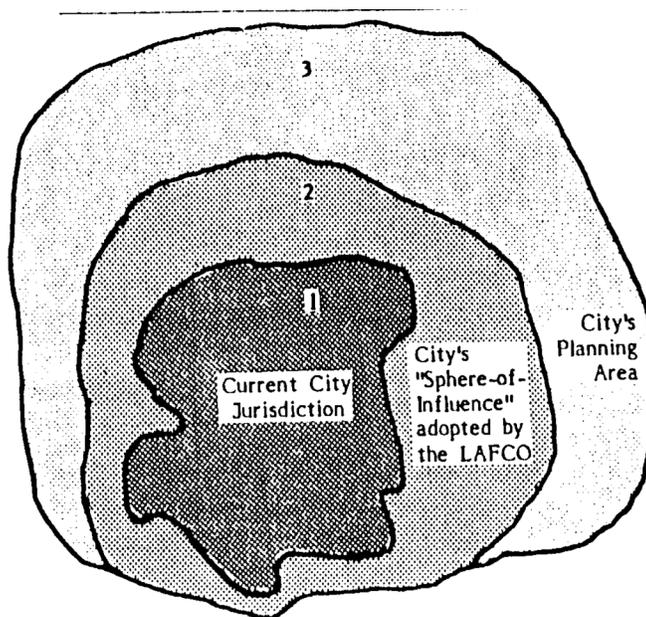
Local planning and land use regulation rest on powers granted to cities and counties by the State Constitution, but state legislation shapes the manner in which these powers are exercised. Basically, cities and counties draw upon two broad categories of legal powers in their planning programs: corporate powers and police powers. Corporate power is the authority to collect money through bonds, fees, assessments, and taxes, and to spend it to provide services and facilities, such as streets, water, sewage disposal facilities, parks, recreation and the like.

Police power, reserved to the states by the Federal Constitution and delegated to cities

and counties by Article XI, Section 7 of the California Constitution, is the authority to promote the health, safety, welfare, and morals of the public. The police power is elastic, evolving to accommodate changing community values, but its use is constrained by constitutional principles of equal protection and due process, including unlawful taking or damaging of property. Land use planning, zoning, subdivision regulation, and building regulation are all exercises of police power.

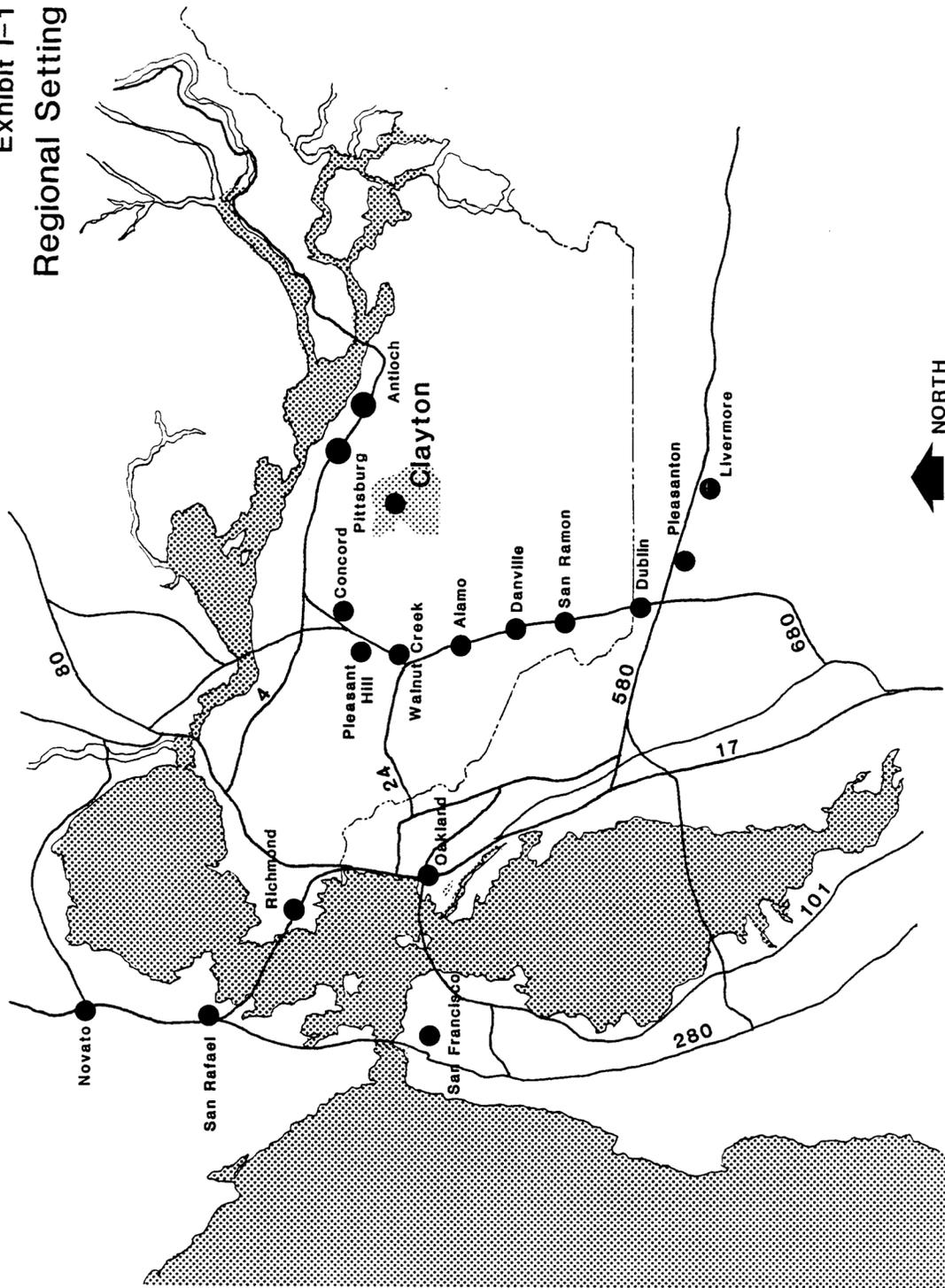
Planning occurs on three geophysical and political levels as illustrated the following diagram:

### Relationship of Clayton's City Limits, Sphere of Influence and Planning Area



1. Incorporated Territory: Land use controlled by the City.
2. Unincorporated Territory: To be ultimately annexed and served by the city. Land use controlled by County in formal consultation or by joint action with the City.
3. Unincorporated Territory: Not to be annexed and served by the City, but bearing some relation to the City's planning. Land use controlled by County in consultation with the City.

Exhibit I-1  
Regional Setting



## **CLAYTON SETTING**

The regional setting for the City of Clayton is indicated in Exhibit I-1. Clayton is situated in Central Contra Costa County southeast of the City of Concord. The planning area in Exhibit I-2 covers some 9 square miles or 5,800 acres. The City of Clayton, indicated in Exhibit I-2, occupies an area of approximately 4 square miles or 440 acres of the northwest portion of the planning area. The Clayton sphere of influence occupies approximately 6 square miles or 3,800 acres extending eastward from the area of development.

Both natural features and political divisions serve as boundaries of the Planning Area. The western boundary of the Planning Area is defined by the Concord city limits and ridge lines. The southern boundary is formed by the borders of the State Park. The north is bound by Ygnacio Valley/Kirker Pass Road and the City of Concord. The east is bounded by ridge lines.

Development in the Planning Area is concentrated within and around the City of Clayton. The City of Concord (1984 population 104,000) lies to the north and west and is the service and employment center for the area residents. Clayton Road, which becomes Marsh Creek Road southeast of Clayton, is one major transportation artery in the Planning Area. It leads northwest to Concord and southeast to Byron. Ygnacio Valley Road, which becomes Kirker Pass Road, is another main access route in the Planning Area. It runs southwest to Walnut Creek and northeast to Pittsburg.

### **Physical Description**

The Planning Area includes a combination of physical features. The northwest and central portion is part of the Clayton Valley, while surrounding areas consist of hills and ridges. The City of Clayton occupies most of the flat bottomland.

The ridges in the northern portion of the Planning Area range in elevation between 1,000 and 1,400 feet. The southern ridges are more heavily forested and range up to 2,400 feet in elevation. Mt. Diablo, with a peak of elevation of 3,849 feet, lies directly south of the Planning Area.

The Planning Area is part of the Mt. Diablo and Marsh Creek watersheds, with the City of Clayton lying at the confluence of Mt. Diablo Creek and several of its sections of the Planning Area.

### **Institutional Setting**

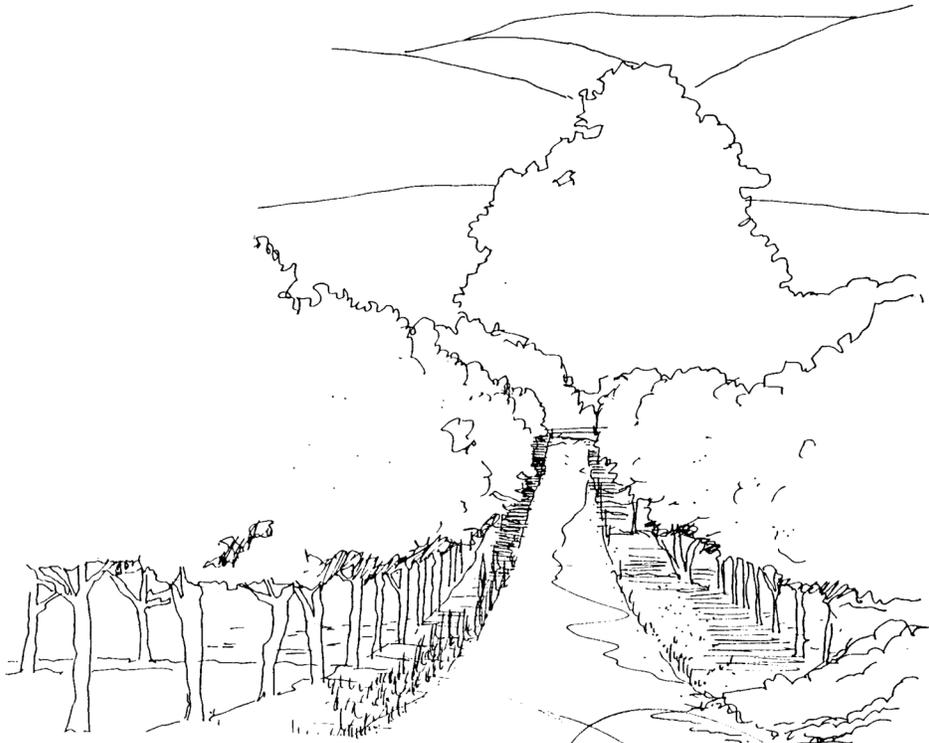
The City of Clayton is a general law city, governed under a structure and process established by California State Law. There are 5 elected Council members, one of whom serves as the Mayor. The City is served by a 5-member Planning Commission. The current city boundaries are indicated in Exhibit I – 2.

The City of Clayton has a direct authority for activity within its municipal boundaries. It has the comment authority of a responsible agency within its Sphere of Influence for actions taken by the County or other jurisdictions. The Clayton Planning Area is the area identified by the City of Clayton as that unincorporated area where actions will have a direct effect on city conditions. From a geographical standpoint, development could increase downstream flow within the watershed; from an activity standpoint development would increase downtown traffic and from a political standpoint development could change the operation of a mutual special district.

The unincorporated sections of the Sphere of Influence fall into four categories: subdivisions approved in the County, development proposed in the Marsh Creek Road Specific Plan area, agricultural lands, and quarry uses. The unincorporated lands fall within the jurisdiction of Contra Costa County and the Contra Costa Planning Department. The Sphere of Influence is indicated in Exhibit I-2.

Within the Planning Area there are a number of City and County special districts which provide special services and require residents to pay tax. These include special districts administered by the County through appointed boards, fire protection, flood control district, mosquito abatement and water supply maintenance. Other independent districts include the Contra Costa Water District, Central Sanitary Sewer District, Mt. Diablo Unified School District, Bay Area Air Pollution Control District, Bay Area Rapid Transit District, Central Contra Costa Transit Authority and East Bay Regional Parks District.

(Revised 6/28/95)



{11" x 17" Foldout General Plan Map – Not Included in Online Version}

{Page I-8 Blank}

## HISTORY OF CLAYTON

The City of Clayton is closely linked to its history. The town was founded in 1857 at the northern base of Mount Diablo by Joel Clayton. Situated in a scenic and fertile valley, the town was expected to attract a population of settlers coming to California. The town site was also envisioned as a potential mining center.

As historian George Pettit writes, “The danger of generalizing on why people came to California is clearly indicated by the fact that the discovery of free gold in the tail-race of a lumber mill by John Marshall on January 24, 1848, drastically changed the earlier situation, and added an even more compelling reason for migrating westward. It was a glamorous motive in its own right, and swallowed already existing motives in a glittering dream of sudden wealth. Even prospective farmers began to look for mineral-rich rocks as well as friable earth. All of the considerations mentioned...contributed to the settlement just north of Mt. Diablo and led to the creation of the town of Clayton.” [Source: George A. Pettit, *Clayton: Not Quite Shangrila* (Martinez, California: Contra Costa County Historical Society, 1969), page 17]

With the discovery of coal deposits in the vicinity two years later, Clayton did become a prosperous mining supply town and one of the largest towns in the county. At the height of the mining activity in 1886, town population was estimated at 900. [Source: Diablo Valley League of Women Voters, *At the Foot of the Mountain: The Communities of Mid Contra Costa County* (Pleasant Hill, California: Monument Printing Company.)]

Though sharing in the style and spirit of the mining era, Clayton was somewhat outside the main focus of mining activity. The town served as a place for miners to have city comforts, offered supplies and entertainment to miners, but remained a rural-agricultural settlement.

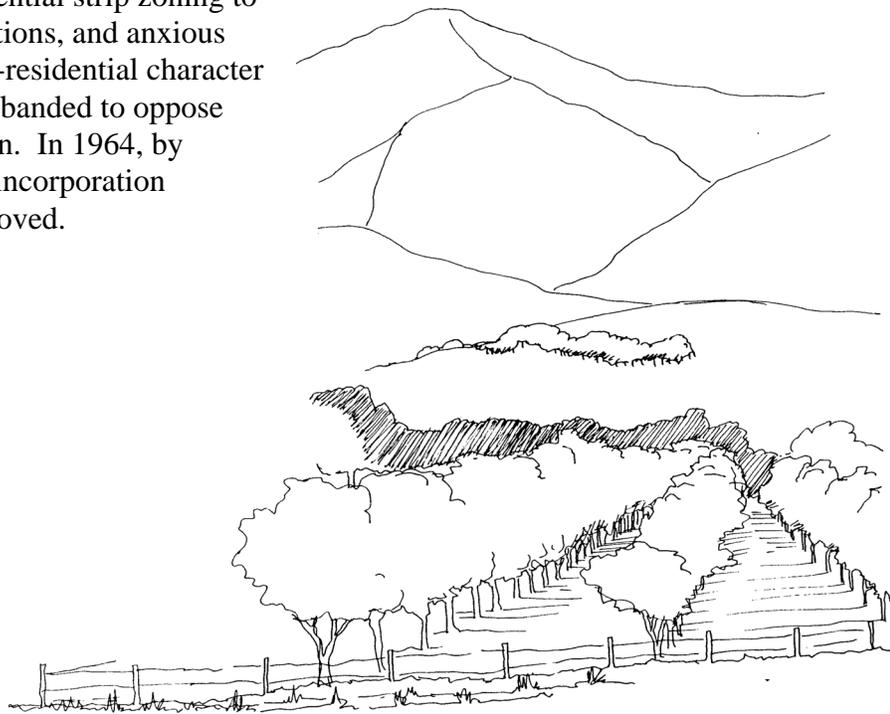
The Great Register of Contra Costa County in 1876 listed 730 names of male citizens, indicating the upper Diablo Valley and surrounding hills as their place of residence. Most of these were residents of Nortonville and Somerville, two leading coal mining centers northeast of Clayton. The Poll-Tax Assessment rolls for that same year included a listing of males between 21 and 55, of which 85 gave Clayton as their place of residence. The overwhelming majority of area residents – some 723 men – lived in Nortonville or Somersville. [Source: George Pettit, *op. cit.*, pp. 59 – 60]

The mining boom lasted into the 1870's. At the peak of the boom, the slopes of Mount Diablo and the hills to the north were scored with mines yielding ores of coal, copper, silver, gold, and quicksilver. The mining era came to an end with competition from anthracite coal and the exhaustion of commercially exploitable ores.

From an economy based primarily on the production of coal and wheat, Clayton shifted to more diversified agricultural activities, including cattle ranching and orchard farming. Viticulture became a dominant activity for several years, and there were several local wineries. The Mt. Diablo winery had a capability of 300,000 gallons. The grape and wine industry was cut back by the spread of the grape mite, demand was reduced by prohibition and profits were limited by competition from other areas.

In succeeding decades, Clayton was supported by its remaining agricultural activity, some sporadic mining and quarrying operations, and the industry of surrounding towns and cities. As the commercial base declined, the town also declined in population. Despite rapid growth within the county, Clayton failed to attract new population or business activity during the late 1800's and early 1900's.

The trend was reversed as improved transportation and post-war urban expansion transformed much of the surrounding countryside to the north and west into residential subdivisions and associated commercial development. This wave of urbanization advanced eastward to the borders of Clayton, and in 1962 the City of Concord annexed a subdivision adjacent to Clayton. Clayton residents concerned "Cherry Stem" annexations and potential strip zoning to commercial designations, and anxious to preserve the rural-residential character of their community, banded to oppose a possible annexation. In 1964, by a vote of 4 to 1, the incorporation of Clayton was approved.



## PLANNING HISTORY OF CLAYTON

Prior to incorporation in 1964, there had been no long-range definition of Clayton's role in Contra Costa County and the greater Bay Area. After 1964 a preliminary General Plan was prepared for the City by Holland-Whittet, Planning Consultants, defining a planning area similar to that covered by this plan. In addition the City of Concord had prepared a general plan study of Clayton Valley including the City of Clayton. Both studies were completed in 1966.

In 1969 the city engaged Wilbur Smith and Associates to apply for 701 Planning Funds on behalf of the city and to prepare a complete general plan if the funds were secured. The application was accepted and approved, and a General Plan was prepared and eventually adopted on July 7, 1971. During the summer and fall of 1973, a committee composed of councilmen, planning commissioners and residents of the community complied with the newly enacted state law and recommended amendments to the original General Plan, which were adopted. These amendments made the General Plan Land Use Element consistent with the actual land use or zoning then in effect. Some parcels were also rezoned to comply with the General Plan. When this work was completed, both the Planning Commission and the City Council became concerned with the overall density of dwelling units within the planning area. The reasons for the concern were as follows:

- ▶ Plans for the east-west freeway which would carry Clayton-initiated traffic to the Bay or to the Pittsburg industrial area were abandoned in 1973.
- ▶ The Concord sewage collection system was overloaded and could not handle wet weather loads in certain areas.
- ▶ The southern by-pass route was abandoned by the County and the City of Concord, forcing additional traffic onto Clayton Road.
- ▶ The high densities shown on steep slopes in the 1971 plan were not consistent with Clayton's original policy of preserving the ridges and steepest slopes.
- ▶ Further deterioration of air quality could be caused by higher densities.
- ▶ The approach to the planning area by the county differed from Clayton's approach.

Accordingly, in March and April of 1974 a General Plan Review Committee was established by the Mayor consisting of councilmen, planning commissioners, and other residents of the community. The charge given to this committee was to revise three elements of the General Plan: Land Use, Open Space, and Circulation.

The area under study by the 1974 Committee included the Keller Ranch for which the City had, during that process, an active application for development. Inasmuch as the recommendations of the General Plan Review Committee of 1974 were expected, by the applicant as well as by the Council, to involve possible changes in land use for the Keller Ranch, the applicant asked which General Plan would govern. In response to this question, a meeting of representatives of Clayton and of the applicant, together with attorneys for both, was held in 1975. The result of this meeting was the agreement that, since the application had been accepted in 1974 under the 1971 plan, it should continue to be governed by the plan under which it had been accepted even though state law would have supported administration under the new plan. (Ref. Government. Code 65860).

The plan recommended by the 1974 committee was referred to the Planning Commission in 1976. Subsequent to Planning Commission approval, it was approved by City Council Resolution 38-76 on November 17, 1976 (see map dated September 1976, on file at City Hall).

The 1976 General Plan contained substantial changes in the Land Use and Open Space Elements. Prominent among these was the designation of land above approximately the 600-foot contour elevation as Slope Conservation with a dwelling unit density of 0 to .1 units per net acre (see the 1971 Plan for comparison). Concern about slope stability, as well as the ability of the circulation system to handle traffic, promoted the decision to limit development. The 600-foot elevation as a boundary for land use designations was based upon: 1) that the degree of slope in Clayton Planning Area increases rapidly above that line; and 2) that generally, slope stability decreases as the land becomes more steep.

In mid 1978, the Keller Ranch was sold, and late in 1978, the Council, without a formal application for major development before the City, formed a new General Plan Review Committee to continue the review process begun in 1974. Again, a representative committee was appointed by the Mayor and directed to review the Plan for the planning area. The 1978 committee studied the plan approved in 1976, and motivated by the same concerns as the former committee, especially regarding slope stability and traffic circulation, submitted its recommendations to the Planning Commission early in 1979. Following approval by the Commission, the Council approved the 1979 General Plan in August of that year.

The 1979 recommendations with regard to land use were essentially the same as those of the 1974 committee (approved in 1976): a reduction in intensity of development, especially in elevations prone to slope instability, and a response to the mounting concern about the capacity of the circulation system to handle the increasing traffic. Thus, the 1979 Plan also showed development limited essentially to below the 600-foot elevation. A significant change in the 1979 General Plan was that land use decisions were presented in a table which identified the various areas in acreage, density ranges, and the range of numbers of dwelling units for each area. Thus, the ranges in the number of dwelling units planned could be readily determined for each designated area.

In 1984 the recommendation of the General Plan grew out of two types of concerns. The first consisted of natural factors and the second was related to Keller Ranch.

The natural factors included the following:

1. California had experienced one of its periodic wet periods. This had produced more landslides than are characteristic of the soils of this area. Road failures on Marsh Creek Road, Bailey Road, and Ygnacio Valley Road increased awareness of the traffic circulation problems, present and potential.
2. In particular, landslides in the area of the Concord Boulevard Extension raised questions regarding the viability of Concord Boulevard as a future arterial for through traffic.

3. The failure of the oil pipeline above the Concord Boulevard Extension due to landslide had given rise to an engineering study which recommended that an alternative route be investigated.
4. Southern Pacific Pipeline Company had decided to remove their oil line through the hills in the regional park because of landslides.
5. Concord Boulevard was reviewed regarding potential earthquake fault movement.

The issues related to Keller Ranch were as follows:

1. In 1981 the county approved a General Plan Amendment for the Keller Ranch in response to a revised application for development. The number of dwelling units (a maximum of 1,400) planned for the Ranch was substantially higher than the 925 maximum planned by Clayton in 1979.
2. The Council, in response to an application for a more dense Keller development, approved a General Plan Amendment late in 1983 which would have allowed a maximum of 1,825 dwelling units. This amendment, which approximately doubled the maximum number of dwelling units permitted by the 1979 Plan for that property was referred to the voters under the California referendum process. After receiving the petition which was signed by 48.6% of the registered voters in Clayton, the Council reversed its decision and denied the amendment. Thus, the 1979 General Plan remained unchanged. During the referendum process some residents and officials indicated the opinion, that while 1,825 units for the Ranch was too high, perhaps Clayton should restudy the 925 maximum number permitted under the 1970 Plan.
3. Portions of Clayton's Planning Area had not been previously studied in sufficient detail.

In 1987 a General Plan Amendment was adopted for the Keller Ranch property. The area has since incorporated into the Clayton City limits as the Oakhurst subdivision.

The General Plan planning area includes two fairly discrete use patterns: the urbanized area and a transitional area which includes the Marsh Creek Road Specific Plan area. Parcels along Marsh Creek Road east of the Regency Meadows subdivisions have been heavily and fairly haphazardly parcelized, but still evince a rural character.

Lands along Marsh Creek Road east of the Clayton city limits are dominated by natural topographic features of hillsides cresting along Keller Ridge to the north and hillsides sweeping up toward Mt. Diablo to the south. Development within the Marsh Creek Road Specific Plan area should provide a sensible transition between the urban and rural areas.

(Revised 6/28/95)

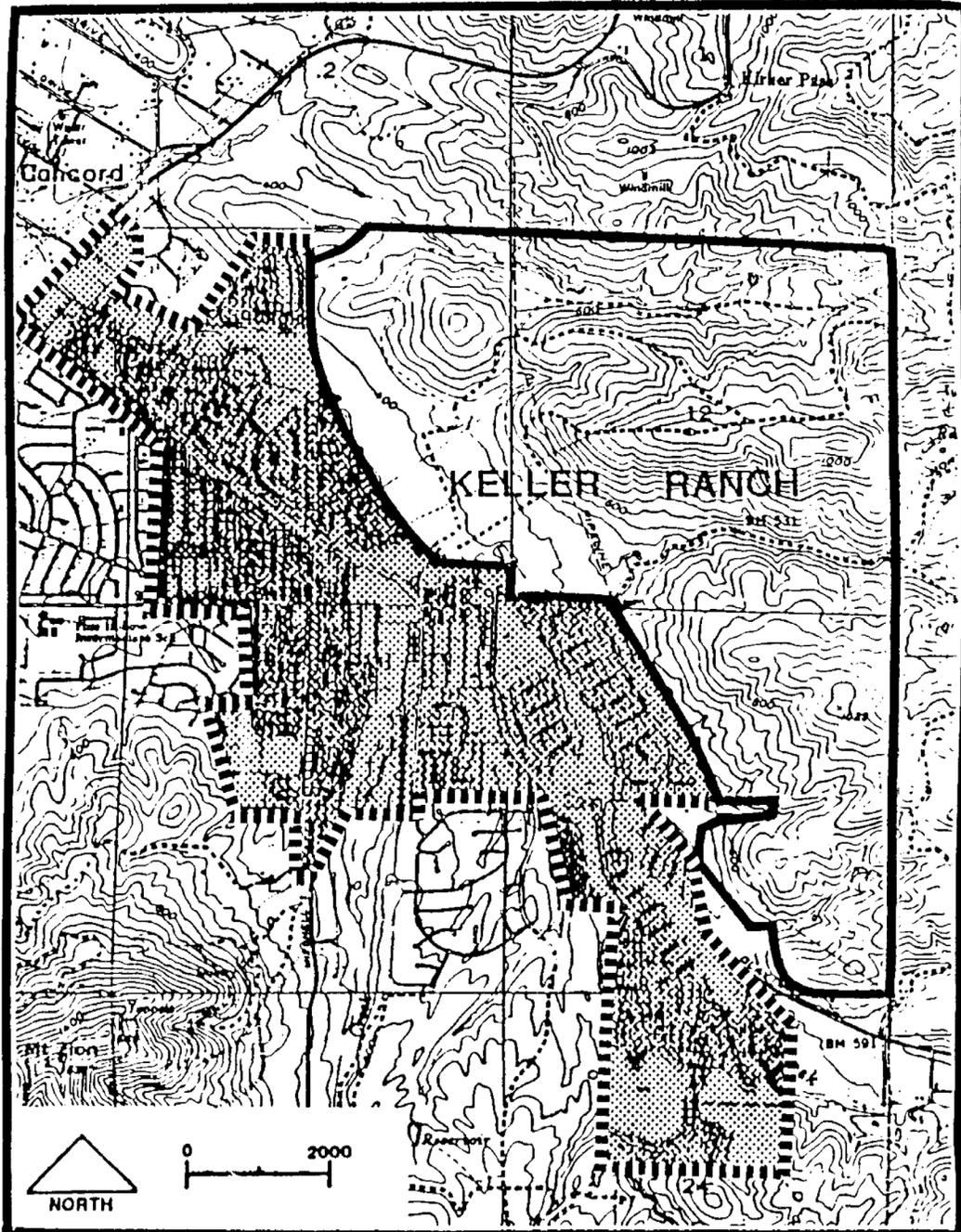


EXHIBIT I-5

POPULATION CHARACTERISTICS FOR THE CITY OF CLAYTON

Item	#	%	Item	#	%	Item	#	%
<u>TOTAL POPULATION</u>								
	4,235		<u>OCCUPATION (Cont)</u>					
Under 18	1,442	27	Service	138	7	<u>POPULATION BY TENURE</u>		
Persons 18-61	2,698	64	Farming	19		Owner Occupied	4,059	93.8
Persons 62 or over	185	4	Precision Production	183	9	Renter Occupied	266	6.2
<u>ETHNIC CHARACTERISTICS</u>								
White	4,090	94.6	Machine Operators & Assem	58	3	Median Occupancy		3.23
Non White	175	4.0	Transportation	42	2	<u>HOUSING</u>		
Hispanic	210	4.8	Handlers and Laborers	19		Total Units	1,377	
<u>HOUSEHOLD CHARACTERISTIC</u>								
HOUSEHOLD CHARACTERISTIC	1,329		<u>INCOME</u>					
Married with Children	1,137	85.6	Median Household Income	\$35,067		<u>Type</u>		
Female Head with Children	31		Median Family Income	35,851		1 Detached	1,254	91
Non-Family Household	98		<u>HOUSEHOLD INCOME</u>					
Average Household Size	3.23		\$ 0 - \$ 2,499	20	1	1 Attached	97	7
<u>EMPLOYMENT CHARACTERISTICS</u>								
Total Employed	1,835		2,500 - 4,999	8		2 3 or 4	8	
Employed in Contra Costa	1,070	58	5,000 - 7,499	6		5 or More	13	
Work out of County	618	34	7,500 - 9,999	28	2	MH	4	
Work out of State	16		10,000 - 12,499	24	1	<u>Year Built</u>		
Not Reported	146		12,500 - 14,999	31	2	1980-1984*	(162)	
Drive Alone	1,391	76	15,000 - 17,499	39	2	1979-1980	132	9
Carpool	351	19	17,500 - 19,999	29	2	1975-1978	686	49
Public Transportation	162	9	20,000 - 22,499	27	2	1970-1974	82	5
Walk	21	1	22,500 - 24,999	37	2	1960-1969	341	24
Work at Home	44	2	25,000 - 27,499	88	6	1950-1959	93	6
<u>TRAVEL TIME</u>								
Less than 15 Minutes	259	15	27,500 - 29,999	87	6	1940-1949	-	
15 to 30 Minutes	619	35	30,000 - 34,999	237	17	Before 1939	42	3
30 to 60 Minutes	519	29	35,000 - 39,999	205	15	<u>Length of Occupancy</u>		
Over 60 Minutes	385	22	40,000 - 49,999	224	16	1979-80	249	19
<u>OCCUPATION</u>								
Executive	506	24	50,000 or More	191	14	1975-1978	742	57
Professional	309	15	Families below Poverty	48	3	1970-1974	93	7
Technician	58	3	Families below Poverty with Female Head of Household	20	1	1960-1969	172	13
Sales	374	18	1 Room	0		1950-1959	20	1
Administrative Support	340	16	2 Rooms	2		Before 1949	7	
Private Household	13	3	3 Rooms	9		<u>Persons per Room in Households</u>		
Protective Service	55	3	4 Rooms	40		1:01 or Less Per Room	1,325	
			5 Rooms	118		1:01-1:50	2	
			6 or More Rooms	1,208	87%	1:51 or More	2	

\* Source City of Clayton (4/80-12/84)

## SOCIO-ECONOMIC CHARACTERISTICS OF CLAYTON

The population of the city of Clayton as of January 1, 1985 is 4,460 persons. Population in the unincorporated portions of the developed area within the Sphere of Influence is approximately an additional 2,100 persons. Potential population from the development of Keller Ranch and other vacant lands within the Sphere of Influence is estimated to be 1,800 units totaling 5,400 persons. It is easy to see that the description of the socio-economic characteristics of Clayton can vary significantly depending on the area of analysis. The issue is further complicated by the manner in which data for developed unincorporated areas is aggregated. The tract boundaries do not coincide with Spheres of Influence but with other criteria.

In this section figures will be provided for the area within City limits as defined by the 1980 census. Based on census and local data, the following statements can be made:

1. **Population Growth.** The population in the City of Clayton was 4,326 at the time of the census. It will be about 4,700 by 1986. An increase of 130% occurred between 1975 and 1980 compared with a projected increase of 3% between 1980 and 1986. Population with Clayton will depend on the availability of land and density. There are 3 completed subdivision developments outside the City of Clayton but within the Sphere of Influence as follows:

<u>Name</u>	<u>Units</u>	<u>Estimated Pop.*</u>	<u>Year Built</u>
Dana Hills	502	1,506	1970-1979
Dana Ridge	84	252	1975-1979
Diablo Downs	25	75	1970-1984

\*3.3 persons per unit

These subdivisions have been developed recently and their population can be considered similar to Clayton's though above Clayton's median income.

2. **Family Characteristics.** Size, age, children, marriage. The predominant population group of Clayton is families with adults over 30 and children under 18. Young adults 18-29 and seniors are in small percentage compared to the County.
3. **Ethnic Characteristics.** Caucasians comprised 95% of the City and unincorporated population in 1980 with minorities consisting of 3% Asians, 1% Black and 1% for all other races.
4. **Seniors and Female Heads of Household.** Traditionally, the two most common population groups needing improved housing conditions have been senior and female heads of households. These groups comprise the following number:

	<u>Clayton</u>	<u>County</u>
Seniors (60+)	5%	14%
Female Heads of Households	5%	7%

5. **Occupation and Location of Employment.** Clayton has a high percentage of employed who work in Contra Costa County and drive alone. The predominate category is the executive, administrative and managerial category.
6. **Income Characteristics.** Median family income in 1980 census in Clayton was \$35,067 compared to County-wide average of \$22,875. In 1984 the median income was in excess of \$40,000 based on an average annual increase of 4%.
7. **Housing Stock Features.** The most common home in Clayton was built in the late 1970's. It is detached, has over 6 rooms and has been owner-occupied less than 10 years. About one-third of the community was built before 1970.



## **PUBLIC PARTICIPATION**

The draft General Plan has been the product of two committees. The General Plan Committee was appointed to prepare the Land Use Circulation, Safety, Open Space, Conservation, Community Design, committee Facilities and Noise Elements, The housing Element Committee was established to prepare the Housing Element. Each committee had a series of work sessions open to the public. The hearing process will include extensive notice and maximum committee participation is anticipated.

### **General Plan Review Committee**

#### **Membership**

James Parsons, Chairman  
Ann Hall  
Barbara Kendall  
David Mason  
Dennis Romano

Carolyn Bovat  
Kenneth Johnson  
Greg Manning  
Lou Norberg

#### **Meeting Schedule**

5/23/84	6/5/84	6/13/84	6/19/84	6/27/84	7/3/84	7/11/84	7/17/84
7/25/84	7/31/84	8/8/84	8/14/84	8/21/84	8/29/84	9/4/84	9/12/84
9/19/84	9/26/84	10/10/84	10/24/84	10/30/84	11/12/84	11/16/84	11/19/84
12/3/84	12/4/84						

### **Housing Element Committee**

#### **Membership**

Philip Tinsley, Chairman  
Gary Gum  
Bill Renewanz  
Gloria Utley

Julie Gilchrist  
Dan Kasper  
Jim Schacklett

#### **Meeting Schedule**

5/15/84	6/19/84	7/11/84	7/17/84	7/28/84	8/12/84	9/7/84	10/30/84
11/5/84	11/15/84	11/28/84	12/6/84	12/13/84	12/17/84	1/8/84	1/20/84

### **Policy Interpretation**

The language in this plan reflects the original text with amendments that have occurred since the Plan's adoption. Policy and text inconsistencies may exist within the document. In these cases, the policy language prevails.

(Revised 6/28/95)