RESOLUTION NO. 6-2023

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CLAYTON ADOPTING ENVIRONMENTAL FINDINGS PURSUANT TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA), CERTIFYING THE CITY OF CLAYTON 6TH CYCLE HOUSING ELEMENT UPDATE AND ASSOCIATED LAND USE ELEMENT AND ZONING CODE AMENDMENTS FINAL ENVIRONMENTAL IMPACT REPORT (SCH #2022030086), ADOPTING THE MITIGATION MONITORING AND REPORTING PROGRAM, AND APPROVING THE PROJECT TO ADOPT THE HOUSING ELEMENT UPDATE FOR THE 6TH HOUSING CYCLE AND ASSOCIATED AMENDMENTS TO THE GENERAL PLAN LAND USE ELEMENT AND LAND USE DIAGRAM

WHEREAS, pursuant to California Government Code sections 65300 and 65300.5, each planning agency of each California city or county is required to adopt a comprehensive, integrated, internally consistent and long-term general plan for "the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to is planning;" and

WHEREAS, pursuant to Government Code sections 65302 and 65303, the general plan must include a land use element, a circulation element, a housing element, a conservation element, an open space element, a noise element, a safety element and an environmental justice element, and it may include any other elements that, in the judgment of the city or county's legislative body, relate to the physical development of the jurisdiction; and

WHEREAS, on March 22, 2021, and pursuant to Government Code section 65588(e)(3), the City Council identified the Clayton General Plan Housing Element update as one of its goals for the 2021/22 fiscal year, and subsequently, on May 18, 2021, the City Council awarded a professional services agreement to a consulting firm to work with City staff to prepare the amendment of the Clayton General Plan Housing Element for the 6th housing cycle encompassing years 2023-2031; and

WHEREAS, in fall 2021, the City of Clayton (City) commenced a General Plan amendment to update its Housing Element for the 6th housing cycle, which spans years 2023 through 2031, to specify the programs, policies, and actions to which the City would commit to advance the goal of meeting existing and projected housing needs of all income levels, and to identify how the City plans to accommodate its Regional Housing Needs Allocation (RHNA) of at least 570 units; and

WHEREAS, following one virtual community workshop, a voluntary online preferences survey, a voluntary online housing planning simulation, various stakeholder interviews, and three public study sessions held during Planning Commission or City Council meetings between May 2021 and March 2022, the City released the *Public Review Draft Housing Element for the 6th Housing Cycle (May 2022)* for public comment between the dates of May 20 and June 20, 2022 (Government Code section 65585), and during the public comment period, held two additional study sessions with the Planning

Commission and two additional study sessions with the City Council to receive public comment on the draft document; and

WHEREAS, the City addressed comments received from the community and decision-makers during the 30-day review period on the *Public Review Draft Housing Element for the 6th Housing Cycle (May 2022)* as revisions to the document that were incorporated into the subsequently produced *HCD Review Draft Housing Element for the 6th Housing Cycle (July 2022)*; and

WHEREAS, in accordance with Government Code section 65585, the City submitted the *HCD Review Draft Housing Element for the 6th Housing Cycle (July 2022)* to the State Department of Housing and Community Development (HCD or Department) electronically on July 14, 2022, followed by a print copy delivered to HCD on July 19, 2022; and

WHEREAS, on October 12, 2022, staff of the HCD issued a letter documenting their review of and comments on the HCD Review Draft Housing Element for the 6th Housing Cycle (July 2022) and finding that although "[T]he draft element addresses many statutory requirements; ... revisions will be necessary to comply with State Housing Element Law (Article 10.6 of the Gov. Code);" and

WHEREAS, the City Council considered the findings made by the Department of Housing and Community Development included in the Department's letter to the City dated October 12, 2022, and revised the draft Housing Element to address the comments provided by HCD and produced an *Adoption Draft Housing Element for the 6th Housing Cycle (December 2022)* to substantially comply with the requirements of State Housing Element Law; and

WHEREAS, not all of the properties that are designated and zoned for residential use would allow adequate density yields to achieve the RHNA through private development efforts, to accommodate its RHNA of 570 or more units for this 6th cycle Housing Element, and therefore, the City will need to amend policies in its General Plan Land Use Element to increase residential densities and assign new land use designations to support greater variety in multifamily housing types, and to amend the Zoning Code to provide for consistency with General Plan policy and rezone properties to reflect parallel General Plan land use designations; and

WHEREAS, the updated Housing Element, the amended Land Use Element land use diagram and land use descriptions, goals and policies, and the amended zoning map and zoning code text (the Project) would apply to properties throughout the City of Clayton, which is located at the base of the north slope of Mt. Diablo, bordered by the unincorporated ghost town of Nortonville to the northeast, the City of Concord to the west, and Walnut Creek to the southwest; and

WHEREAS, pursuant to section 21067 of the Public Resources Code, and section 15367 of the State CEQA Guidelines (Cal. Code Regs., tit. 14, § 15000 *et seq.*), the City of Clayton is the lead agency for the proposed Project; and

- **WHEREAS**, the City determined that an EIR should be prepared because the Project may have a significant effect on the environment; and
- **WHEREAS**, in accordance with State CEQA Guidelines section 15082, on March 2, 2022, the City sent to the Office of Planning and Research and each responsible and trustee agency a Notice of Preparation ("NOP") stating that an Environmental Impact Report (State Clearinghouse Number 2022030086) would be prepared; and
 - WHEREAS, three comment letters were received in response to the NOP; and
- **WHEREAS**, pursuant to Public Resources Code section 21083.9 and State CEQA Guidelines sections 15082(c) and 15083, the City held a duly noticed Scoping Meeting on March 8, 2022, to solicit comments on the scope of the environmental review of the proposed Project and, two comments were received; and
- **WHEREAS**, a Draft Environmental Impact Report ("Draft EIR") was prepared, incorporating comments received in response to the NOP; and
- **WHEREAS**, the Draft EIR determined that mitigation measures were required to mitigate impacts to a less than significant level for the following resource areas: Air Quality, Cultural Resources, Geology & Soils, Greenhouse Gas Emissions, Hazards & Hazardous Materials, Noise, Transportation, Utilities & Service Systems and Wildfire; and
- **WHEREAS**, the Draft EIR further concluded that despite the incorporation of all feasible mitigation measures, the proposed Project would nonetheless result in significant and unavoidable impacts relating to Transportation and Greenhouse Gas Emissions; and
- **WHEREAS**, in accordance with State CEQA Guidelines section 15085, a Notice of Completion was prepared and filed with the Office of Planning and Research on August 18, 2022; and
- WHEREAS, as required by State CEQA Guidelines section 15087(a), on August 19, 2022, the City provided Notice of Availability of the Draft EIR and notice of the Draft EIR public comment meeting in accordance with State CEQA Guidelines section 15087, including filing of the notice with the County Clerk; mailing by first class or electronic mail to interested parties and other public agencies and utilities providers; posting on three City notice boards at City Hall, the Clayton Community Library, and in the Clayton Town Center; publishing in the East Bay Times; and posting to the City website;; and
- **WHEREAS**, during the public comment period, copies of the Draft EIR and technical appendices were available for review and inspection at Clayton City Hall, on the City's website, and at the Clayton Community public library; and
- **WHEREAS**, pursuant to State CEQA Guidelines section 15087(e), the Draft EIR was circulated for at least a 46-day public review and comment period from August 19, 2022 to October 3, 2022; and

- **WHEREAS**, during the public review and comment period, the City consulted with and requested comments from all responsible and trustee agencies, other regulatory agencies, and others pursuant to State CEQA Guidelines section 15086; and
- **WHEREAS**, the City received two written comment letters on the Draft EIR, and spoken comments on the Draft EIR were accepted at the regular meeting of the Clayton Planning Commission on September 13, 2022; and
- **WHEREAS**, on December 2, 2022, the City released the Final EIR ("Final EIR"), which consists of the Draft EIR, all technical appendices prepared in support of the Draft EIR, all written comment letters received on the Draft EIR, written responses to all written comment letters received on the Draft EIR, and errata to the Draft EIR and technical appendices; and
- WHEREAS, pursuant to Public Resources Code section 21092.5, on December 2, 2022, the City posted the Final EIR to the City's website and sent notice of availability of the Final EIR by first class and electronic mail to commenting agencies on the Draft EIR and other parties who had previously expressed interest in the Housing Element. The City subsequently provided printed copies of its responses to public agencies who had provided comments on the Draft EIR at least ten (10) days prior to the City's consideration of certification of the Final EIR, on January 6, 2023; and
- **WHEREAS**, the "EIR" consists of the Final EIR and its attachments and appendices, as well as the Draft EIR and its attachments and appendices (as modified by the Final EIR); and
- **WHEREAS**, all potentially significant adverse environmental impacts were sufficiently analyzed in the EIR; and
- **WHEREAS**, as contained herein, the City has endeavored in good faith to set forth the basis for its decision on the Project; and
- **WHEREAS**, all of the requirements of the Public Resources Code and the State CEQA Guidelines have been satisfied by the City in connection with the preparation of the EIR, which is sufficiently detailed so that all of the potentially significant environmental effects of the Project and the Preferred Alternative, Alternative 3: Reduced Residential Development at Site M and Town Center and Addition of Sites T, U and V to the Housing Site Inventory (Alternative 3) have been adequately evaluated; and
- **WHEREAS**, the EIR prepared in connection with the Project and Alternative 3 sufficiently analyzes the Project and Alternative 3's potentially significant environmental impacts, including its potentially significant and unavoidable impacts, and the EIR analyzes a range of feasible alternatives capable of reducing these effects to a lesser level of significance; and
- **WHEREAS**, the City has made certain findings of fact, as set forth in **Exhibit A** to this Resolution, attached hereto and incorporated herein, based upon the oral and written

evidence presented to it as a whole and the entirety of the administrative record for the Project and Alternative 3, which are incorporated herein by this reference; and

WHEREAS, the City finds that environmental impacts that are identified in the EIR as less than significant and do not require mitigation are described in **Section II** of **Exhibit A**; and

WHEREAS, the City finds that environmental impacts that are identified in the EIR that are less than significant with incorporation of mitigation measures are described in **Section III** of **Exhibit A**; and

WHEREAS, the City finds that even with the incorporation of all feasible mitigation measures, the environmental impacts that are identified in the EIR that are significant and unavoidable are described in **Section IV** of **Exhibit A**; and

WHEREAS, the cumulative impacts of the Project and of Alternative 3 identified in the EIR and set forth herein, are described in **Section V** of **Exhibit A**; and

WHEREAS, the potential significant irreversible environmental changes that would result from the proposed Project and Alternative 3 identified in the EIR and set forth herein, are described in **Section VI** of **Exhibit A**; and

WHEREAS, the existence of any growth-inducing impacts resulting from the proposed Project and Alternative 3 identified in the EIR and set forth herein, are described in **Section VII** of **Exhibit A**; and

WHEREAS, alternatives to the proposed Project that might reduce the significant environmental impacts are described in **Section VIII** of **Exhibit A**; and

WHEREAS, all the mitigation measures identified in the EIR and necessary to reduce the potentially significant impacts of the proposed Project and of Alternative 3 to a level of less than significant are set forth in the Mitigation Monitoring and Reporting Program (MMRP) in **Exhibit B** to this Resolution, attached hereto and incorporated herein; and

WHEREAS, prior to taking action, the City has heard, been presented with, reviewed and considered all of the information and data in the administrative record, including but not limited to the EIR, and all oral and written evidence presented to it during all meetings and hearings; and

WHEREAS, the EIR reflects the independent judgment of the City and is deemed adequate for purposes of making decisions on the merits of the Project and of Alternative 3; and

WHEREAS, no comments made in the public hearings conducted by the City and no additional information submitted to the City have produced substantial new information requiring recirculation of the EIR or additional environmental review of the Project or of Alternative 3 under Public Resources Code section 21092.1 and State CEQA Guidelines section 15088.5; and

WHEREAS, Government Code sections 65351 and 65352 obligate the local planning agency to provide opportunities for citizens, Native American tribes, other public agencies, public utility companies, and civic, education and other community groups to be involved in amendments to the jurisdiction's general plan, through public hearings and any other means the planning agency deems appropriate, and to that end, the City conducted four discussion sessions at Clayton City Council meetings, four discussion sessions at Clayton Planning Commission meetings, a virtual community workshop, two online surveys to solicit input on community housing preferences, various individual interviews with stakeholders, virtual outreach through the City website and online community forums, and distributed informational door-hangers to each residence in the City to invite community input into the Housing Element update process; and

WHEREAS, in accordance with Government Code section 65352.3, on April 20, 2022, the City sent to seven local Native American tribes, invitations to consult on the proposed Housing Element update, and subsequently received one response from a tribal representative of the Confederated Villages of Lisjan Nation, who requested copies of the documentation for the Housing Element update. In response, the City directed the tribal representatives to the City webpage where the draft Housing Element and its related documents had been posted. The City did not receive any other or subsequent requests for information or consultation within the 90 days following the April 20, 2022 invitation to consult; and

WHEREAS, on December 13, 2022, the Clayton Planning Commission held a duly noticed public hearing to consider the EIR and the Housing Element Update and related amendments to the Land Use Element and Land Use Diagram, and solicited comments on the document and on the draft General Plan amendments. After hearing all relevant testimony on the EIR and draft General Plan amendments from staff, the public and the City's consultant team, the Planning Commission adopted Resolution No. 04-2022 recommending that the City Council adopt the *Adoption Draft Housing Element for the 6th Housing Cycle (December 2022)* as the Housing Element of the Clayton General Plan for the 6th housing cycle (2031-2031), and adopt corresponding amendments to the Land Use Element text and Land Use Diagram of the Clayton General Plan, and recommending that the City Council certify the Final EIR prepared for the Project and EIR Alternative 3. A copy of adopted Resolution No. 04-2022 with its amendment exhibits describing the recommended General Plan amendments was posted to the dedicated Housing Element webpage of the City website on December 15, 2022; and

WHEREAS, in accordance with Government Code sections 65090 and 65091, on or prior to January 6, 2023, notice of the Clayton City Council public hearing to consider the amendment to the General Plan Housing Element for the 6th Housing Cycle and corresponding amendments to the General Plan Land Use Element and Land Use Diagram was published as a one-sixth page ad in the East Bay Times; was posted to the notice boards at Clayton City Hall and Clayton Community Library, and to Ohm's board in the Town Center; and was virtually posted to the Housing Element webpage accessible via the main City homepage at www.claytonca.gov. Notice of the public hearing was also mailed electronically or via first class mail to interested parties who had requested such notice and to owners of property that were the subject of proposed General Plan land use

map amendments, as well as, to other public agencies, special districts, public utility companies, local school districts, responsible agencies as defined CEQA, and local Native American tribes on the contact list maintained by the Native American Heritage Commission; and

WHEREAS, on January 17, 2023, the City conducted a duly noticed public hearing on this Resolution, at which time all persons wishing to testify were heard and the Project and Alternative 3 was fully considered; and

WHEREAS, all other legal prerequisites to the adoption of this Resolution have occurred.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CLAYTON:

SECTION 1. The above recitals are true and correct and incorporated herein by reference.

SECTION 2. The City Council hereby finds that it has been presented with the EIR, which it has reviewed and considered, and further finds that the EIR is an accurate and objective statement that has been completed in full compliance with CEQA and the State CEQA Guidelines. The City Council finds that the EIR reflects the independent judgment and analysis of the City. The City Council declares that no evidence of new significant impacts or any new information of "substantial importance" as defined by State CEQA Guidelines section 15088.5, has been received by the City after circulation of the Draft EIR that would require recirculation. Therefore, the City Council hereby certifies the EIR based on the entirety of the record of proceedings.

SECTION 3. The City Council hereby adopts the "CEQA Findings of Fact," which were prepared in accordance with State CEQA Guidelines sections 15091 and which are attached hereto as Exhibit A and incorporated herein by this reference.

<u>SECTION 4.</u> Pursuant to Public Resources Code section 21081.6, the City Council hereby adopts the Mitigation Monitoring and Reporting Program attached hereto as Exhibit B and incorporated herein by this reference. Implementation of the Mitigation Measures contained in the Mitigation Monitoring and Reporting Program is hereby made a condition of approval of Alternative 3. In the event of any inconsistencies between the Mitigation Measures set forth in the EIR or the Findings of Fact and the Mitigation Monitoring and Reporting Program, the Mitigation Monitoring and Reporting Program shall control.

SECTION 5. Based upon the entire record before it, including the EIR, Findings of Fact, and all written and oral evidence presented, the City Council hereby selects Alternative 3: Reduced Residential Development at Site M and Town Center and Addition of Sites T, U and V to the Housing Site Inventory as the preferred alternative among the other alternatives and the Project as described in chapter 3 of the EIR. The Housing Element Update for the 6th Housing Cycle, attached as Exhibit D to this Resolution, and the associated amendments to the General Plan Land Use Element and Land Use

Diagram for the Project, which are attached as Exhibit E and Exhibit F, respectively, to this Resolution, are reflective of Alternative 3 of the EIR.

SECTION 6. In accordance with Government Code section 65358, the City Council hereby finds that the Housing Element Update for the 6th Housing Cycle (Exhibit D) and the associated amendments to the General Plan Land Use Element and Land Use Diagram (Exhibits E and F) are in the public interest, and incorporates by reference the elaborated findings in Exhibit C, "Findings for Amendment of the Clayton General Plan."

SECTION 7. Based on the entire record before it, the City Council hereby repeals in entirety the Housing Element for the 5th Housing Cycle and adopts the Housing Element Update for the 6th Housing Cycle (Exhibit D) as the Housing Element of the Clayton General Plan, and adopts the associated amendments to the General Plan Land Use Element and Land Use Diagram (Exhibit E and Exhibit F, respectively) and finds that the Housing Element Update for the 6th Cycle (Exhibit D) substantially complies with Housing Element Law, as provided in Government Code 65580 *et seq.* and is consistent the with Land Use and other elements of the City's General Plan. The proposed amendments are required to bring the Housing Element into consistency with State law and are consistent with sound planning principles in that the proposed policies and proposed implementing regulations are compatible and ensure that the goals and policies of the General Plan can be adequately implemented to achieve the community's vision.

SECTION 8. The documents and materials that constitute the record of proceedings on which this Resolution has been based are located at Clayton City Hall, 6000 Heritage Trail, Clayton, California. The custodian for these records is the City Clerk. This information is provided pursuant to Public Resources Code section 21081.6.

SECTION 9. City staff shall cause a Notice of Determination to be filed and posted with the County Clerk and the State Clearinghouse within five working days of the adoption of this Resolution.

SECTION 10. The Community Development Director or designee is hereby directed to file all necessary material with the Department of Housing and Community Development for the Department to find that the Housing Element is in conformance with State Housing Element Law and is further directed and authorized to make all non-substantive changes to the Housing Element to make it internally consistent or to address any non-substantive changes or amendments requested by the Department to achieve certification. The Community Development Director or designee is hereby directed to distribute copies of the Housing Element in the manner provided in Government Code sections 65357 and 65589.7.

[Remainder of page intentionally left blank.]

PASSED, APPROVED AND ADOPTED by the City Council of Clayton, California, at a regular public meeting thereof held on the 17th day of January, 2023, by the following vote:

AYES:

Mayor Wan, Vice Mayor Diaz, Councilmembers Cloven, Tillman, and

Trupiano.

NOES:

None.

ABSENT:

None.

ABSTAIN:

None.

THE CITY COUNCIL OF CLAYTON, CA

Jeff Wan, Mayor

ATTEST:

Janet Calderon, City Clerk

[This page intentionally left blank.]

EXHIBIT A CEQA FINDINGS OF FACT

The California Environmental Quality Act (Pub. Resources Code, § 21000 *et seq.*) (CEQA) requires that public agencies shall not approve or carry out a project for which an environmental impact report (EIR) has been certified that identifies one or more significant adverse environmental effects of a project unless the public agency makes one or more written Findings for each of those significant effects, accompanied by a brief explanation of the rationale for each Finding (State CEQA Guidelines [Cal. Code Regs., tit. 14, § 15000 *et seq.*], § 15091). This document presents the CEQA Findings of Fact made by the City of Clayton, in its capacity as the CEQA lead agency, regarding the City of Clayton 6th Cycle Housing Element Update and Associated Land Use Element and Zoning Code Amendments (Project), evaluated in the Draft Environmental Impact Report ("Draft EIR") and Final Environmental Impact Report (Final EIR) for the Project.

SECTION I. INTRODUCTION

Public Resources Code section 21002 states that "public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects[.]" Section 21002 further states that the procedures required by CEQA "are intended to assist public agencies in systematically identifying both the significant effects of proposed projects and the feasible alternatives or feasible mitigation measures which will avoid or substantially lessen such significant effects."

Pursuant to section 21081 of the Public Resources Code, a public agency may only approve or carry out a project for which an EIR has been completed that identifies any significant environmental effects if the agency makes one or more of the following written findings for each of those significant effects accompanied by a brief explanation of the rationale for each finding:

- 1. Changes or alterations have been required in, or incorporated into, the project which mitigate or avoid the significant effects on the environment.
- 2. Those changes or alterations are within the responsibility and jurisdiction of another public agency and have been, or can and should be, adopted by that other agency.
- 3. Specific economic, legal, social, technological, or other considerations, including considerations for the provision of employment opportunities for highly trained workers, make infeasible the mitigation measures or alternatives identified in the environmental impact report.

As indicated above, section 21002 requires an agency to "avoid or substantially lessen" significant adverse environmental impacts. Thus, mitigation measures that "substantially lessen" significant environmental impacts, even if not completely avoided, satisfy section 21002's mandate. (*Laurel Hills Homeowners Assn. v. City Council* (1978)

83 Cal.App.3d 515, 521 ["CEQA does not mandate the choice of the environmentally best feasible project if through the imposition of feasible mitigation measures alone the appropriate public agency has reduced environmental damage from a project to an acceptable level"]; Las Virgenes Homeowners Fed., Inc. v. County of Los Angeles (1986) 177 Cal. App. 3d 300, 309 ["[t]here is no requirement that adverse impacts of a project be avoided completely or reduced to a level of insignificance . . . if such would render the project unfeasible"].)

While CEQA requires that lead agencies adopt feasible mitigation measures or alternatives to substantially lessen or avoid significant environmental impacts, an agency need not adopt infeasible mitigation measures or alternatives. (Pub. Resources Code, § 21002.1(c) [if "economic, social, or other conditions make it infeasible to mitigate one or more significant effects on the environment of a project, the project may nonetheless be carried out or approved at the discretion of a public agency"]; see also State CEQA Guidelines, § 15126.6(a) [an "EIR is not required to consider alternatives which are infeasible"].) CEQA defines "feasible" to mean "capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors." (Pub. Resources Code, § 21061.1.) The State CEQA Guidelines add "legal" considerations as another indicia of feasibility. (State CEQA Guidelines, § 15364.) Project objectives also inform the determination of (Jones v. U.C. Regents (2010) 183 Cal. App. 4th 818, 828-829.) "feasibility." "'[F]easibility' under CEQA encompasses 'desirability' to the extent that desirability is based on a reasonable balancing of the relevant economic, environmental, social, and technological factors." (City of Del Mar v. City of San Diego (1982) 133 Cal.App.3d 401, 417; see also Sequoyah Hills Homeowners Assn. v. City of Oakland (1993) 23 Cal.App.4th 704, 715.) "Broader considerations of policy thus come into play when the decision making body is considering actual feasibility[.]" (Cal. Native Plant Soc'y v. City of Santa Cruz (2009) 177 Cal.App.4th 957, 1000 ("Native Plant"); see also Pub. Resources Code, § 21081(a)(3) ["economic, legal, social, technological, or other considerations" may justify rejecting mitigation and alternatives as infeasible] (emphasis added).)

Environmental impacts that are less than significant do not require the imposition of mitigation measures. (*Leonoff v. Monterey County Board of Supervisors* (1990) 222 Cal.App.3d 1337, 1347.)

The California Supreme Court has stated, "[t]he wisdom of approving . . . any development project, a delicate task which requires a balancing of interests, is necessarily left to the sound discretion of the local officials and their constituents who are responsible for such decisions. The law as we interpret and apply it simply requires that those decisions be informed, and therefore balanced." (*Citizens of Goleta Valley v. Board of Supervisors* (1990) 52 Cal.3d 553, 576.) In addition, perfection in a project or a project's environmental alternatives is not required; rather, the requirement is that sufficient information be produced "to permit a reasonable choice of alternatives so far as environmental aspects are concerned." Outside agencies (including courts) are not to "impose unreasonable extremes or to interject [themselves] within the area of discretion as to the choice of the action to be taken." (*Residents Ad Hoc Stadium Com. v. Board of Trustees* (1979) 89 Cal.App.3d 274, 287.)

SECTION II. FINDINGS REGARDING ENVIRONMENTAL IMPACTS NOT REQUIRING MITIGATION

The City Council hereby finds that the following potential environmental impacts of the Preferred Alternative, Alternative 3, are less than significant and therefore do not require the imposition of Mitigation Measures.

A. AESTHETICS

1. Scenic Vistas

Threshold: Would Alternative 3 have a substantial adverse effect on a scenic

vista?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: Mt. Diablo and its foothills to the south, and portions of the Briones Hills the west, are visible from the Planning Area. Existing views of these areas can be, depending on location within the City, partially obscured by buildings, trees, telephone and power lines, cell towers or other structures typical of a suburban and rural environment. Although such obstructions are usually minimal in nature, they do exist, and they are typical of any type of built environment within a city. Existing General Plan Land Use Element Goal 3, Land Use Element Objective 2 and its attendant policies (inclusive of proposed amendments thereto), and Community Design Element Objective 5 and its attendant policies aim to preserve the natural beauty, feeling of openness, ecology of the Planning Area; to preserve scenic corridors and vistas and views of Mt. Diablo from within the Clayton area; and to preserve ridgelines, limit development in the hills and cluster development in less sensitive areas. An Open Space land use designation is required to be applied to undeveloped portions of parcels. These various goals and policies of the existing General Plan demonstrate the City's commitment to protecting visual resources and scenic vistas, and they would remain unamended with Alternative 3 and therefore applicable to future development in the City. Although Alternative 3 would result in somewhat more intensive and higher density uses over time, any impacts from Alternative 3 on scenic vistas would be minimal given that views of mountains, hillsides and open spaces are already affected and partially obscured by the existing built environment including buildings, trees, telephone and power lines, cell towers or other structures typical of a suburban and rural environment. In addition, the proposed 6th cycle housing inventory sites identified in Alternative 3 are all within developed portions of the Planning Area, and no development pursuant to Alternative 3 would occur in hillside areas.

2. Scenic Resources

Threshold: Would Alternative 3 substantially damage scenic resources,

including, but not limited to, trees, rock outcroppings, and historic

buildings within a state scenic highway?

Finding: Less than significant. (Draft EIR)

Explanation: Scenic resources include occurrences of aesthetically pleasing features such as rock outcroppings, trees, ridgelines and hilltops. Scenic resources can also be man-made, such as historic buildings and structures. Scenic vistas can be impacted by development in two ways: a structure may be constructed that blocks the view of a vista, and/or the vista itself may be altered (through development of said scenic resource). No state scenic highways occur within or in close proximity to Clayton, so Alternative 3 has no impacts in that regard. The nearest officially designated state scenic highway to the Clayton Planning Area is Interstate 680, which is located approximately 9 miles southwest of Clayton and visually separated from Clayton by high elevation lands in the Mt. Diablo State Park so as not to be visible to motorists on that freeway corridor. The Clayton General Plan designates Clayton Road, Oakhurst Drive/Concord Boulevard, and Marsh Creek Road as scenic routes because of their panoramic views. Clayton's location just north of the Mt. Diablo State Park offers residents wide, unobstructed views of the mountain and the park's open space. Although there are no scenic highways within the Planning Area, there are several historic buildings within the Planning Area. The General Plan includes goals and policies supporting protection of historic resources, including Community Design Element Objectives 1 and 8 and their attendant policies, which support the protection of historical structures, sites of historical significance, and the system of scenic routes in Clayton coordinated with the scenic routes and corridors in the proximate city of Walnut Creek and unincorporated areas of Contra Costa County. These General Plan objectives and policies would remain unchanged with Alternative 3 and applicable to future residential development. There would be no impacts to scenic vistas and resources in the Planning Area, as all potential housing sites under Alternative 3 are located in already developed portions of the Planning Area or are on vacant lots in developed areas the City. For the same reason, future residential development under Alternative 3 would not damage or alter locally designated scenic routes. As such, implementation and development of new housing under Alternative 3 will not substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway.

3. Visual Character

Threshold: In non-urbanized areas, would Alternative 3 substantially degrade

the existing visual character or quality of public view of the site and

its surroundings?

Finding: Less than significant. (Draft EIR)

Explanation: Potential housing sites that have been identified in Alternative 3 are located in incorporated areas of Clayton, and are either already developed or in a developed area, or are vacant properties in developed areas. Temporary impacts to the visual character of Clayton could occur during proposed housing site construction, including but not limited to utility installation, landscaping, roadway improvements, site preparation, and building construction, and construction equipment such as excavators, bulldozers, concrete crushing machines, backhoes, and other equipment would be present during construction activities. The visual changes anticipated during construction of future projects in Clayton would not be permanent and would not substantially degrade its visual character or the visual character of surrounding areas. Additionally, grading and construction operations would be subject to compliance with Clayton Municipal Code (CMC) chapters 8.09 and 15.60 that would reduce lighting impacts from construction sites and authorize the City Engineer to impose vegetative and screening measures to reduce erosion, with secondary benefits of reducing visual impacts from grading activities. Language in Housing Element Update Goal 1 and Policy 1.1 is proposed to facilitate maintenance and enhancement of long-established housing and neighborhoods while accommodating moderate growth and preserving the architectural and design quality of established residential neighborhoods. Land Use Element Goal 1 and its attendant policies, and Land Use Element Goal 2 and its policies, inclusive of proposed amendments thereto, encourage a balance of housing types that include lower densities that fit in with the City's historically rural character and increased residential densities in appropriate locations near transportation, jobs and services. Land Use Element Goal 7 and its policies encourage enhancement of the sense of identity and pride in and to encourage historical awareness of Clayton. Adopted Land Use Element Goal 9 and its policies aim to create and maintain an attractive Town Center area and to make it the commercial, civic, and heritage focus for the community. Future development under Alternative 3 would be limited to developed areas within the city boundary of Clayton. Future development pursuant to Alternative 3 would be required to comply with all development standards of the Zoning Code and the design policies of the General Plan Land Use Element. With the continued application of City zoning standards and design policies, future

developments would not substantially degrade the existing visual character or quality of the Planning Area and its surroundings.

4. **Light and Glare**

Threshold: Would Alternative 3 create a new source of substantial light or glare

which would adversely affect day or nighttime views in the area?

Finding: Less than significant. (Draft EIR)

Explanation: Existing lighting within the Planning Area is typical for urbanized areas during nighttime hours and includes streetlights, traffic signals, security lighting around businesses and homes, auto headlights and illuminated business signs. The potential housing sites under Alternative 3 would result in an increase in the number of light sources within the Planning Area; however, all sites have already been developed or are vacant lots in developed areas, and as such, any increase would be inconsequential. Reflective surfaces can also cause glare. Sources of daytime glare typically occur around commercial areas and parking lots with large concentrations of reflective materials like window glass, car surfaces, and open spaces of pavement, According to CMC chapters 15.03 and 15.07, lighting fixtures shall be installed so as not to create glare to passerby pedestrians and vehicles. Furthermore, there is guidance for specific standards for lighting sources in multi-family dwellings and parking lots; passageways associated with the building complex are to be illuminated by lights with an intensity of at least 0.25 foot candles during times of darkness. In accordance with Clayton Municipal Code, lighting fixtures are required to be shielded such that no light spillover onto adjacent properties occurs. While potential housing sites would include windows and other glass features, as well as possible exterior metallic elements and trims, these elements are generally made from materials designed not to create glare, including but not limited to stucco, wood and powder-coated or painted metals (as for building gutters and downspouts). Standards of review for new construction (CMC sections 17.28.170 and 17.44.040) also include a determination that the new development would include complementary materials and colors to the City's existing structures, which generally incorporate non-reflective elements. Adherence and implementation of these requirements would mitigate any potential impacts with respect to light and glare.

В. AGRICULTURE AND FOREST RESOURCES

1. Farmland Conversion

Threshold: Would Alternative 3 convert Primate Farmland, Unique Farmland, or Farmland of Statewide significance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?

Less than significant. (Draft EIR) Finding:

Explanation: According to the State Department of Conservation's Important Farmland Finder, the Clayton Planning Area is designated as either: "Urban or Built-Up Land", which refers to land occupied by structures with a building density of at least 1 unit to 1.5 acres; "Grazing Land", which refers to land on which the existing vegetation is suited to the grazing of livestock; or "Other Land", which refers to land not included in any other mapping category but that could include wetland or strip mines. There is no land in the Planning Area considered Prime Farmlands, Farmlands of Statewide Importance, Unique Farmlands, nor Farmlands of Local Importance, Site I of the housing inventory sites in Alternative 3 is zoned (A) Agricultural; however. Site I is no longer used for farming or grazing activities and is not designated as Prime Farmlands, Farmlands of Statewide Importance, Unique Farmlands, or Farmlands of Local Importance. There are no other areas within the corporate City boundaries zoned for agricultural use and none of the other housing inventory sites in Alternative 3 are zoned for agricultural use. For these reasons, no conversion of Prime Farmland, Unique Farmland, or Farmland of Statewide Importance to non-agricultural use would occur as a result of Alternative 3. In addition, there are no goals or policies of Alternative 3 that deal with loss or conversion of traditional agriculture

2. **Agricultural Zoning**

Would Alternative 3 conflict with existing zoning for agricultural use, Threshold:

or a Williamson Act contract?

Finding: Less than significant. (Draft EIR)

Explanation: There are properties in the Clayton Planning Area that are subject to Williamson Act Contracts: the south of the Planning Area is considered Williamson Act Non-Renewal, or enrolled lands for which non-renewal has been filed pursuant to Government Code section 51245. Parts of the north, west, and southeast of the Planning Area are Williamson Act Mixed Enrollment Agricultural Land, or enrolled lands containing a combination of Prime, Non-Prime, Open Space Easement, or other contracted or enrolled lands not yet delineated by the county. However, none of the housing inventory sites in Alternative 3 have Williamson Act Contracts. Site I of the housing inventory sites in Alternative 3 is zoned (A) Agricultural; however, Site I is no longer used for farming or grazing activities. There are no other areas within the corporate City boundaries zoned for

agricultural use, and none of the other housing inventory sites in Alternative 3 are zoned for agricultural use. In addition, there are no goals or policies of Alternative 3 that deal with Williamson Act contracts or loss of agriculture. For these reasons, and because none of the 6th cycle Regional Housing Needs Allocation (RHNA) sites identified by the City in Alternative 3 are under a Williamson Act contract, no impact to an agricultural use or Williamson Act contract would occur

3. Forestland Zoning

Threshold: Would Alternative 3 conflict with existing zoning for, or cause

rezoning of, forest land (as defined in Public Resources Code section 12220(g)), timberland (as defined by Public Resources Code section 4526), or timberland zoned Timberland Production (as defined by

Government Code section 51104(g)?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: There are no existing portions of the Planning Area dedicated to the

conservation and protection of forestry resources, and none of the housing inventory sites in Alternative 3 are zoned as forest land. In addition, there are no goals or policies of Alternative 3 that deal with zoning for timber or forest land. Therefore, Alternative 3 would not conflict with existing zoning for forest land, timberland, or Timberland Production areas, or result in the loss or conversion of forest lands

to non-forest uses, as none exist in the City or Planning Area.

4. Loss of Forest Land

Threshold: Would Alternative 3 result in the loss of forest land or conversion of

forest land to non-forest use?

Finding: Less than significant. (Draft EIR)

Explanation: There are no existing portions of the Planning Area dedicated to the

conservation and protection of forestry resources, and none of the housing inventory sites in Alternative 3 are zoned for forest land. In addition, there are no goals or policies of the adopted or proposed Housing or Land Use Elements that deal with loss or conversion of forest land. Therefore, no conversion of forest land to non-forest use

would occur under Alternative 3.

5. Conversion of Farmland or Forestland

Threshold: Would Alternative 3 involve other changes in the existing

environment which, due to their location or nature, could result in

conversion of Farmland, to non-agricultural use or conversion of forest land to non-forest use?

<u>Finding</u>: Less than significant. (Draft EIR)

<u>Explanation</u>: There are no traditional large-scale or commercial agricultural uses

within the corporate City boundaries. Site I of the housing inventory sites in Alternative 3 is zoned (A) Agricultural; however, Site I is no longer used for farming or grazing activities. There are no other areas within the corporate City boundaries zoned for agricultural use, and none of the other housing inventory sites in Alternative 3 are zoned for agricultural use. Therefore, no conversion of Prime Farmland, Unique Farmland, or Farmland of Statewide Importance to non-agricultural use or conversion of forest land to non-forest use would occur as a result of implementation of Alternative 3.

C. AIR QUALITY

1. Air Quality Plans and Air Quality Standards

<u>Threshold</u>: Would Alternative 3 conflict with or obstruct implementation of the

applicable air quality plan; violate any air quality standard or contribute substantially to an existing or projected air quality

violation?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: Alternative 3 includes standards and guidelines that would be

consistent with the Bay Area Air Quality Management District (BAAQMD) 2017 Clean Air Plan and would not result in an increase in trip generation that exceeds the projected increase in service population. The 2017 Clean Air Plan contains 85 control strategies designed to reduce ozone precursors, protect public health, and serve as a regional climate protection strategy. There are 85 control strategies identified in the 2017 Clean Air Plan; many of the control strategies are not intended or designed to be achieved by local government. Table 4.3-7 of the Draft EIR identifies the 2017 Clean Air Plan control measures that are relevant to the Project and Alternative 3 and summarizes how the Project and Alternative 3 would incorporate standards and guidelines that are consistent with and similar to applicable 2017 Clean Air Plan control measures. Based on the analysis of the Project's consistency with applicable control measures, the Project and Alternative 3 would be consistent with the 2017 Clean Air Plan, and Alternative 3's impact is less than significant.

The BAAQMD CEQA Air Quality Guidelines recommend lead agencies evaluate the projected vehicle miles traveled (VMT) or

vehicle trips in relation to projected population increases when considering the adoption of a plan-level document, and specifically, that the projected VMT or vehicle trips are less than or equal to the projected population increase. The Draft EIR compares the potential increases in trip generation, VMT, and population of the amended Housing Element to the trip generation, VMT and population conditions under the existing 2020 conditions and under 2040 conditions without the Housing Element Update. The projected increase in VMT under Alternative 3 would not exceed the projected population increase that would occur under Alternative 3. In addition, the projected increase in trip generation under Alternative 3 would not exceed the projected population increase that would occur under Alternative 3. Thus, Alternative 3 would not result in a significant increase in emissions of criteria air pollutants, including ozone precursor pollutants, and the Project impact is less than significant.

The City is located within an area shown by CalEnviroScreen to have pollution burden percentiles ranging from the 5 to 26 percentile, which indicate relatively low health risks in the City as compared to other areas of the state. In addition, the City is not an impacted community identified under the BAAQMD's Community Air Risk Evaluation (CARE) Program and is not considered a disadvantaged community pursuant to Senate Bill 535. Therefore, although Alternative 3 could result in potentially significant health risk increases (see Draft EIR Impact AIR-2), it would not do so in an area that is currently disadvantaged or disproportionately affected by adverse air quality. The potential health risks posed implementation of Alternative 3 are solely related to those posed by construction activities, which are temporary in nature. Alternative 3 proposes residential and commercial land uses and would not include industrial or other land uses that have the potential to generate toxic air contaminant emissions from large stationary sources or industrial processes. The City is not located in or adjacent to a disadvantaged community, nor does it propose land uses that would generate long-term, stationary sources of emissions that could promote disparities in health risks. Alternative 3 would not increase health risk disparities in the Bay Area, and Alternative 3's impact is less than significant.

2. Other Adverse Emissions

Threshold: Would Alternative 3 result in other emissions (such as those leading

to odors) adversely affecting a substantial number of people?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: According to the BAAQMD's CEQA Air Quality Guidelines, land uses

associated with odor complaints include agricultural operations,

wastewater treatment plants, landfills, and certain industrial operations (such as manufacturing uses that produce chemicals, paper, etc.). Construction occurring within the City could produce odors from fuel combustion and/or the use of solvents and paints. These odors would be temporary, quickly disperse, and would not affect a substantial number of people. Alternative 3 would support an increase in the amount of residential and non-residential development in the City, including mixed-use development in Clayton's Town Center that may include residential uses above ground-floor commercial and office uses. Alternative 3 does not directly authorize any new, major land uses identified in the BAAQMD's CEQA Air Quality Guidelines as a source of potential odors (e.g., wastewater treatment plant). This impact would be less than significant.

D. <u>BIOLOGICAL RESOURCES</u>

1. Sensitive Species

<u>Threshold</u>: Would Alternative 3 have a substantial adverse effect, either directly

or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish

and Wildlife or U.S. Fish and Wildlife Service?

Finding: Less than significant. (Draft EIR)

Explanation: The Clayton Planning Area is within the area of coverage of the East

Contra Costa County Habitat Conservation Plan/Natural Community Conservation Plan (ECCC HCP/NCCP). Implementation of conservation measures described in Chapter 6.4 of the ECCC HCP/NCCP will be required as part of future development project approvals granted by the City pursuant to Alternative 3. The ECCC HCP/NCCP requires submission and approval of an HCP/NCCP application, including implementing planning and/or preconstruction biological surveys on a project-level basis and fee payment to offset potential development project impacts. Each housing inventory site in Alternative 3 would require individual applications and evaluations based on site plans that will be developed in the future. Further, compliance with the ECCC HCP/NCCP would require setbacks for sensitive habitats (e.g., wetlands) that may support sensitive species identified in this analysis. It is expected that no additional mitigation for each project would be needed, and potential impacts caused by zoning updates are less than significant, assuming appropriate implementation of the ECCC HCP/NCCP is conducted on a projectlevel basis.

2. Riparian Habitat

<u>Threshold</u>: Would Alternative 3 have a substantial adverse effect on any riparian

habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department

of Fish and Wildlife or U.S. Fish and Wildlife Service?

Finding: Less than significant. (Draft EIR)

Explanation: Since the Clayton Planning Area is covered by the ECCC

HCP/NCCP, implementation of conservation measures described in Chapter 6.4 of the ECCC HCP/NCCP will be required as part of future development project approvals granted by the City pursuant to the Project. No known new sensitive communities are expected to be found within the Planning Area or Sites, which is mostly urban and rural. Riparian/Wetland habitat is evaluated during the HCP/NCCP application process, including implementing jurisdictional delineations on a project-level basis. Each Housing Inventory Site identified in Draft EIR Exhibit 3-4 that potentially possesses jurisdictional areas would require individual applications and evaluations based on site plans that will be developed in the future. Further compliance with the ECCC HCP/NCCP would require setbacks for jurisdictional areas, including sensitive riparian habitats. It is expected that no additional mitigation for each project would be needed, and potential impacts caused by the proposed General Plan and zoning updates are less than significant, assuming appropriate implementation of the ECCC HCP/NCCP is conducted on a projectlevel basis for future entitlement requests, in accordance with CMC chapter 16.55 (Habitat Conservation Plan Implementation).

3. Wetlands

Threshold: Would Alternative 3 have a substantial adverse effect on federally

protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other

means?

Finding: Less than significant. (Draft EIR)

Explanation: Since the Planning Area is covered by the ECCC HCP/NCCP,

implementation of conservation measures described in Chapter 6.4 of the ECCC HCP/NCCP will be required as part of future development project approvals granted by the City pursuant to Alternative 3. The ECCC HCP/NCCP requires submission and approval of an HCP/NCCP application, including implementing jurisdictional delineations on a project-level basis. Each housing inventory site identified in Alternative 3 that potentially possesses

wetlands would require individual applications based on site plans which are not available for review. Further compliance with the ECCC HCP/NCCP and coverage under the U.S. Army Corps of Engineers Regional General Permit would require setbacks for jurisdictional areas. No other mitigation can be identified at the program level of review although, beyond compliance with HCP/NCCP requirement in CMC chapter 16.55, additional mitigation is not expected at the project-level, future site-specific development proposals.

4. Wildlife Movement

<u>Threshold</u>: Would Alternative 3 interfere substantially with the movement of any

native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of

native wildlife nursery sites?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: Alternative 3 does not directly entitle any development that would

interfere substantially with the movement of any native resident or migratory fish or wildlife species with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites. No documented wildlife corridors are known within the Planning Area. Requests for development on each housing inventory site identified in Alternative 3 would require individual applications and evaluations based on site plans that will be developed in the future to ensure compliance with the ECCC HCP/NCCP. It is expected that no additional mitigation for each development project would be needed, and potential impacts caused by the proposed General Plan and zoning amendments are less than significant, assuming appropriate implementation of the ECCC HCP/NCCP is conducted on a project-level basis for future entitlement requests, in

accordance with CMC Chapter 16.55.

5. Local Policies and Ordinances

Threshold: Would Alternative 3 conflict with any local policies or ordinances

protecting biological resources, such as a tree preservation policy or

ordinance?

<u>Finding</u>: No impact. (Draft EIR)

Explanation: Alternative 3 does not conflict with any local policies or ordinances

protecting biological resources. The City of Clayton has adopted the implementing ordinance (Ordinance No. 412) of the ECCC HCP/NCCP and added Chapter 16.55 to the Clayton Municipal Code, which details implementation of and compliance with the

ECCC HCP/NCCP for projects. The ECCC HCP/NCCP requires submission and approval of an HCP/NCCP application, including implementing planning and/or preconstruction biological surveys on a project-level basis and fee payment to offset potential project impacts. Further, Alternative 3 does not conflict with and would not repeal any measures included in the City's Municipal Code or General Plan with respect to biological resources protection. It is expected that no additional mitigation for each development project would be needed, and potential impacts caused by the proposed General Plan and zoning amendments are less than significant, assuming appropriate implementation of the ECCC HCP/NCCP is conducted on a project-level basis for future entitlement requests, in accordance with CMC Chapter 16.55.

6. Habitat Conservation Plans

<u>Threshold</u>: Would Alternative 3 conflict with the provisions of an adopted Habitat

Conservation Plan, Natural Community Conservation Plan, or other

approved local, regional, or state habitat conservation plan?

<u>Finding</u>: No impact. (Draft EIR)

Explanation: The City of Clayton has fully adopted the ECCC HCP/NCCP,

including enacting municipal codes, and permitting processes to promote and comply with the measures required of the ECCC HCP/NCCP. Alternative 3 would not conflict with nor repeal the requirements of the ECCC HCP/NCCP, and all evaluations for development proposals for each housing inventory site in Alternative 3 will be evaluated on an individual basis through the ECCC HCP/NCCP process to ensure compliance. It is expected that no additional mitigation for each future development project would be needed, and potential impacts caused by the General Plan amendments and zoning updates are less than significant, assuming appropriate implementation of the ECCC HCP/NCCP is conducted on a project-level basis for future entitlement requests, in accordance

with CMC chapter 16.55.

E. <u>CULTURAL RESOURCES</u>

1. Historical Resources

Threshold: Would Alternative 3 cause a substantial adverse change in the

significance of a historical resource pursuant to State CEQA

Guidelines, section 15064.5?

Finding: Less than significant. (Draft EIR)

Explanation: The Clayton Planning Area has a variety of local historic points of interest, landmarks and historic resources. Future development under Alternative 3 could result in adverse impacts or removal of historic buildings or resources, especially in the downtown portions of the City, if such development occurred on sites with historic resources. However, none of the housing inventory sites in Alternative 3 is identified in the Draft EIR as containing cultural resources. In addition, the General Plan Community Design Element contains goals, objectives and policies that encourage maintenance of the rural and historical character of Clayton's neighborhoods and protection of historical structures and sites of historical significance. These goals and their attendant objectives and policies help to protect existing historical resources within Clayton. They are also the bases for local ordinances in CMC chapter 17.34 (Resource Overlay District) and CMC section 15.10.060 (Repair Criteria for Historic Buildings or Structures) that require: 1) maintenance of development and use for historic sites and structures that preserve the character of historic sites and adjacent areas; and 2) historic buildings and structures be repaired pursuant to the California Historic Building Code. With implementation of the General Plan goals and policies, as well as the existing preservation guidelines in the Municipal Code, potential impacts to historic resources by future development within the Planning Area will be less than significant.

F. **ENERGY**

1. Wasteful Use of Energy

Threshold: Would Alternative 3 result in potentially significant impact due to

wasteful, inefficient, or unnecessary consumption of energy

resources, during project construction or operation?

Finding: Less than significant. (Draft EIR)

Explanation: Implementation of Alternative 3 would increase the demand for electricity and natural gas within the City and gasoline consumption in the region during construction and operation of new land use developments. During construction of individual developments pursuant to Alternative 3, electricity would be consumed by lighting and electronic equipment (e.g., computers) located in trailers used by construction crews, and by small, off-road equipment (e.g., compressors) used during development activities. The electricity used for such activities would be temporary and would have a negligible contribution to the overall energy consumption in the City. While substantial natural gas consumption is not anticipated to occur during construction activities that occurring pursuant to Alternative 3,

fuels used during construction would include diesel and gasoline consumed by heavy-duty construction equipment, delivery trucks and construction workers' trips to and from construction sites. State regulations such as Low Carbon Fuel Standards would reduce the carbon intensity of transportation-related fuels, and all construction projects would be required to comply with the California Air Resources Board's Airborne Toxic Control Measures, which restrict heavy-duty diesel vehicle idling to 5 minutes. Since petroleum use during construction would be temporary at each location and further would be regulated under State measures, it would not be unnecessary, wasteful, or inefficient.

Development facilitated under Alternative 3 would require electricity and natural gas consumption for multiple uses, including, but not limited to: building heating and cooling, lighting, appliance use (e.g., washer, dryer, microwave, etc.), and electronics (e.g., televisions). In addition, electricity use would also increase with greater adoption and reliance on electric vehicles. Year 2040 modeled electricity consumption with Alternative 3 would be several thousand gigawatthours more than the electricity consumption without the housing and land use amendments; however, on an efficiency basis, electricity consumption per resident per year would decrease. In addition, new development and land use turn over would be required to comply with statewide mandatory energy requirements outlined in Title 24, Part 6, of the California Code of Regulations (the CALGreen Code), which would decrease estimated electricity consumption in new and/or retrofitted structures from current modeled conditions, further increasing the efficient use of electricity resources. Similarly, the demand calculations shown in the Draft EIR indicate that modeled natural gas consumption in 2040 with Alternative 3 would be more than the natural gas consumption in 2040 without the housing and land use amendments; however, on an efficiency basis, natural gas consumption per resident per year is estimated to be lower with Alternative 3 than without the housing and land use amendments. This per capita decrease in natural gas consumption under Alternative 3 is primarily due to an increase in higher density residential units, which are smaller in size and generally use less natural gas for space heating and other purposes, as well as overall increases in efficiency in appliances and building systems installed in new development. The City would therefore achieve greater efficiency in natural gas consumption with the implementation of the Alternative 3 than without the housing and land use amendments. This indicates that new development approved under Alternative 3 would use and consume natural gas in an efficient manner. In addition, new development and land use turn over would be required to comply with statewide mandatory energy requirements outlined in Title 24, Part 6, of the California Code of Regulations (the CALGreen

Code), which would decrease estimated natural gas consumption in new and/or retrofitted structures from current modeled conditions. further increasing the efficient use of natural gas resources.

The development of housing sites pursuant to Alternative 3 would result in increased consumption of petroleum products (i.e., gasoline and diesel) over the next approximately 20 years. The trips that consume fuel would primarily be attributable to people traveling to or from Clayton for work, shopping, school, or other reasons. As shown in the Draft EIR, daily diesel and gasoline fuel consumption in 2040 with Alternative 3 would be higher than daily diesel and gasoline fuel consumption without the housing and land use amendments. However, overall petroleum consumption per resident in 2040 is expected to be lower under Alternative 3 as compared to overall petroleum consumption per resident in 2040 without the housing and land use amendments. Total VMT and vehicle fuel use in the City is generally anticipated to increase over the next approximately 20 years, while VMT per capita is anticipated to decrease. Petroleumfueled vehicles are necessary for transportation while the state enacts its long-term plans to shift to non-petroleum vehicles. In addition, petroleum-fueled vehicles will become more efficient over time, as shown by modeling in the Draft EIR. Alternative 3's petroleum consumption is therefore not wasteful or unnecessary.

2. **Energy Efficiency Plans**

Would Alternative 3 conflict with or obstruct a state of local plan for Threshold:

renewable energy or energy efficiency?

Less than significant. (Draft EIR) Finding:

Explanation: Alternative 3 would not conflict with nor obstruct a state or local plan adopted for the purposes of increasing renewable energy or energy efficiency. Title 24 Building Code contains energy efficiency standards for residential and non-residential buildings. These standards address electricity and natural gas efficiency in lighting, water, heating, and air conditioning, as well as the effects of the building envelope (e.g., windows, doors, walls and rooves, etc.) on energy consumption. The 2019 Title 24 Building Code required the installation of solar panels on new residential development under three stories. The latest update to these standards, codified in 2022, extends solar requirements and introduces battery storage requirements to additional building types, including high-rise multifamily buildings, office buildings, and retail buildings. The City would enforce the 2019 Title 24 Building Code, and subsequent amendments thereto, during building permit plan check. Other state plans, such as increasing the Renewables Portfolio Standard Program, increasing fuel efficiency and incentives to increase the

number of electric vehicles on the road, would be implemented at the state level. As shown in Section 4.6.2 of the Draft EIR, the draft Housing Element includes policies to ensure future development of housing sites does not conflict with renewable energy plans. For example, Policy 6.2 promotes the use of clean, energy-efficient appliances in new homes. Alternative 3 would comply with applicable state standards and would not impede any plan related to increasing renewable energy or energy efficiency, and in addition, Alternative 3 would implement mitigation measures that would support renewable energy and energy efficiency, and further reduce this less than significant impact.

G. **GEOLOGY AND SOILS**

1. **Fault Rupture**

Threshold:

Would Alternative 3 directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving rupture of a known earthquake fault, as delineated on the most recent Alguist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault; strong seismic ground shaking; seismic-related ground failure including liquefaction; or landslides?

Less than significant. (Draft EIR)

Finding:

Explanation: There are a number of geologic, seismic, soil constraints in and around the Planning Area. The Greenville Faultline intersects the northeastern portion of Clayton, and the Concord-Green Valley and Mt. Diablo fault lines neighbor the City to the west and southwest, respectively. Regional earthquakes in the Bay Area have and will continue to lead to moderate ground shaking in Clayton. Soil composition and seismic activity can induce slope failure and the occurrence of landslides in parts of the Planning Area, and more specifically, within the steeper south and southwest portions of Clayton located against Mt. Diablo and the quarry, and the neighborhoods around the hills in the north and east sections of the City. There is a large liquefaction zone diagonally located within Clayton. This liquefaction zone is associated with Mt. Diablo Creek, Mitchell Creek, and Donner Creek among other smaller bodies that flow down from Mt. Diablo State Park and the surrounding hills, eventually converging within the City. Clayton may experience liquefaction in the event of seismic activity due to local and regional faults, as well as sandy soil composition associated with local creek beds. Clayton's location and physical surroundings can present potential geological hazards. In addition, the Oakhurst Geological Hazard Abatement District (GHAD) is located in the northeastern portion of the City because of slope and soil erosion in the area.

The Safety Element of the current General Plan contains goals and policies that acknowledge these potential risks and require structures to provide adequate level of safety and mitigation for the community. Objective 6 and Policies 6a-6c provide for the adequate identification of potential seismic effects in relation to areas susceptible to liquefaction and subsidence. Objective 7 and Policies 7a-7d establish specific mitigation for seismic activity such as requiring fault setbacks and reinforcing structural externalities that may be susceptible to ground shaking. The City requires the identification of areas susceptible to ground shaking as well as liquefication. The City also restricts development of land with a slope of 26 percent or greater, and an evaluation of any development expansion on instable and/or 15 percent slopes. Any areas with severe geologic limitations are designated as Open Space.

In addition to the General Plan, the California Building Code (CBC) has standards for building design and construction based on seismic constraints and expected ground shaking throughout California. The Clayton Municipal Code includes the CBC, the California Residential Code, and the California Existing Building Code. Chapter 15.60 of CMC Title 15, Grading Rules and Regulations, has guidelines for soil and geology engineering reports for new developments in the City. Development projects are subject to slope guidelines and seismic design constraints in accordance with the state's building codes, if applicable. With implementation of the above General Plan objectives and policies, the CBC, and guidelines for development on slopes and fault-lines in the municipal code, potential impacts related to geologic and seismic constraints on future development within the Planning Area would be less than significant.

2. Soil Erosion

Threshold: Would Alternative 3 result in substantial soil erosion or the loss of

topsoil?

Finding: Less than significant. (Draft EIR)

Explanation: Much of the northeastern portions of the City are in landslide zones. These slopes in and around the City can be subject to erosion. Additionally, large liquefaction zones intersect the City from the southeastern corner to the northwestern. Soils in and surrounding Clayton's creek systems are susceptible to erosion by water. Local soil erosion can happen in the Planning Area as future developments occur under Alternative 3 on vacant and/or undeveloped land.

The Safety Element of the General Plan includes language on public safety with regards to possible soil erosion in the area. Objective 2, Policy 2d instructs the preparation of constraint maps identifying the

location of geologic constraints including slope instability, expansive soil and high erosion potential. These maps are part of the Oakhurst GHAD's mandate. Areas with severe geologic limitations are designated as Open Space.

CMC chapters 15.58, 15.60, and 15.70 establish measures and requirements to prevent soil erosion. CMC chapter 15.58 addresses flood hazards such as soil erosion in Clayton's floodways. CMC chapter 15.60 details planning and grading regulations regarding soil erosion, which includes that exposed banks and slopes of any fill/excavation need to be protected from erosion through planting, walls or terraces, or other approved method. All erosion control standards are subject to approval by the City Engineer. Additionally, an applicant that has ceased work before completion of a project for any reason must take all necessary measures to stabilize the site and leave the area in a condition protects adjoining properties from erosion and other instabilities. CMC chapter 15.70 outlines the necessity of trees to the aesthetic and physical characteristics of Clayton, including their importance in mitigating soil erosion. With implementation of the above objectives, policies and regulations for erosion control in the municipal code, potential impacts related to erosion from future development within the Planning Area would be less than significant.

3. **Unstable Soils**

Threshold:

Would Alternative 3 be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse?

Finding:

Less than significant. (Draft EIR)

Explanation: As indicated previously in section II.G.1, above, Clayton has a number of geologic, seismic, and soil constraints, including faultlines and liquefaction zones along creeks and creek tributaries. Other portions of the City are characterized by clay loam type soils and can be susceptible to subsidence. Areas vulnerable to subsidence are underlain by compressible clay-rich soils and excessive groundwater withdrawal; however, there are few wells within the City, and most neighborhoods and properties in the City are served by public water lines. Slopes in the northeastern and eastern parts of Clayton may be subject to landslides as a result of seismic activity. Due to the presence of local and regional faults, sandy soils, and shallow groundwater, portions of the City may experience subsidence, liquefaction, or landslides during strong seismic events. These seismic-related conditions could affect structures and their occupants of future development under the Project. The CBC has

standards for building design and construction based on seismic constraints and expected ground shaking throughout California. During the City's existing development review process, proposed private projects are evaluated against the seismic design constraints of the CBC. With implementation of the above General Plan objectives and policies and the CBC and CMC, potential impacts related to seismically-induced constraints on future development within the Planning Area would be less than significant.

4. Expansive Soils

Threshold: Would Alternative 3 be located on expansive soil, as defined in Table

18-1-B of the Uniform Building Code, creating substantial risks to life

or property?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: Land within Clayton is characterized by varieties of clay loam soils,

which are generally considered expansive soils. Clay-type soils that become saturated with water can become expansive and could affect structures and occupants of future developments in the City under the Project. The Safety Element of the current General Plan contains Objective 2, Policy 2d, which acknowledges the potential geologic risks of expansive soils, and requires the identification of areas were this risk can occur. In addition to the General Plan, the CBC has standards for building design and construction based on soil conditions and limitations in California. During the City's existing development review and building plan check process, proposed private projects are evaluated against the soil design constraints of the CBC. With implementation of the above General Plan objectives and policies and the California Building Code, potential impacts related to soil constraints, including expansive soils, would be less

than significant.

5. Septic Tanks

Threshold: Would Alternative 3 have soils incapable of adequately supporting

the use of septic tanks or alternative waste water disposal systems where sewers are not available for the disposal of waste water?

Finding: Less than significant. (Draft EIR)

Explanation: As previously indicated in section II.G.1, above, the Planning Area

contains a number of soil constraints. Land in and around Clayton's creeks is an alluvium sediment, while other areas are made up of clay-loam varieties. There may be portions of the City where local soils may constrain the placement of septic tanks or similar wastewater treatment facilities. Soil constraints like those previously

outlined could affect structures of future development pursuant to the Project. The CBC has general guidelines on infrastructure design and construction based on soil conditions and limitations in California. During the City's existing development review and plan check process, proposed private projects are evaluated against the soil design constraints of the CBC, including those requiring septic or alternative wastewater treatment systems. The CMC dictates in chapter 15.56 that all excavations and openings, such as septic tanks, need to be filled with dirt, sand, or small rocks after the removal of a building. With implementation of the above General Plan objectives and policies, the CBC and the CMC, potential impacts related to soil constraints, including soils not capable of accommodating septic systems where proposed for future development within the Planning Area, would be less than significant.

Н. HAZARDS AND HAZARDOUS MATERIALS

1. **Hazardous Materials**

Would Alternative 3 create a significant hazard to the public or the Threshold:

environment through the routine transport, use, or disposal of

hazardous materials?

Finding: Less than significant. (Draft EIR)

Explanation: Implementation of Alternative 3 would result in an increase in residential dwelling units and non-residential square footage within the Planning Area. Construction associated with implementation of Alternative 3 would likely involve the use and disposal of chemical agents, solvents, paints, and other hazardous materials associated with construction activities. The amount of these chemicals present during construction would be limited, would comply with existing government regulations, and would not be considered a significant hazard. Hazardous materials associated with new residential uses could include, for example, liquid chemical products (e.g., household cleaners, used motor oil, building maintenance supplies, paints and solvents, pesticides, or other similar materials). The limited quantity of such products would not generate significant hazardous emissions or involve the use of acutely hazardous materials that could pose a significant threat to the environment. Future non-residential development within the Planning Area could involve the storage, use and disposal of potentially hazardous materials, including building maintenance supplies, paints and solvents, pesticides and herbicides for landscaping and pest control, vehicle maintenance products, and similar substances. The City will require all new development to follow applicable local, state and federal regulations and guidelines regarding the storage, handling and disposal of hazardous waste. In addition, all hazardous materials are required to be stored and handled according to manufacturer's directions and local, state, and federal regulations. Given the existing federal, state, and local hazardous materials regulations already in place, Alternative 3's potential threat to public health and safety and the environment from hazardous materials transport, storage, use, and disposal would be less than significant.

2. **Accident or Upset**

Would Alternative 3 create a significant hazard to the public or the Threshold:

> environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the

environment?

Less than significant. (Draft EIR) Finding:

Explanation: As detailed in the Draft EIR, there are no hazmat facilities within the Planning Area, while there are eight former leaking underground storage tank sites (LUST) within the Planning Area and all are listed as "case closed." In addition, there are three permitted tank sites with active underground storage tank facilities (UST), and there is one open Cleanup Program Site, which is a dry cleaner. Cleanup Program Sites are non-federally owned facilities regulated under the State Regional Water Quality Control Board Site Cleanup Program and/or a Regional Control Board. A designation of "open" status indicates that there is an ongoing case that has been opened by a regulatory agency and the site is undergoing assessment, remediation or site monitoring. A "closed" status indicates that a regulatory agency has determined that no further remediation activities are required. The U.S. Environmental Protection Agency Superfund Enterprise Management System (SEMS) database shows no sites located within the Planning Area. Finally, based on available information, there are no active hazardous waste generators or disposal/remediation sites within the City of Clayton or in the Planning Area. None of the housing inventory sites in Alternative 3 are located on or adjacent to the hazardous materials sites identified above.

> It is possible that contaminants in soil or groundwater could expose future construction workers, residents, employees, or other members of the public to potential hazards. However, the potential for soil contamination would be addressed through the continued application of state and federal regulations that address and resolve underground contamination. In addition, the City Community Development Department Site Plan and Environmental Review processes and the Building Permit Issuance process require assessment of potential soil contamination on prospective

development sites where evidence, such as historical aerial photos, would suggest past uses or development may have caused ground contamination.

Demolition of existing structures in the Planning Area would involve removal and disposal of existing building materials. Some older buildings may contain hazardous materials, such as asbestos containing materials or lead based paint. If not properly abated, these materials could negatively impact construction workers or members of the public. The BAAQMD regulates the demolition and renovation of buildings and structures that may contain asbestos, and the manufacture of materials known to contain asbestos through its Rule 11. The BAAQMD is vested with authority to regulate airborne pollutants through both inspection and law enforcement and is to be notified 10 days in advance of any proposed demolition or abatement work. BAAQMD regulations must always be followed when removing asbestos or demolishing buildings. With continued compliance with established local, state and federal environmental site assessment procedures, potential risks to human health or the environment due to existing hazardous materials contamination as a result of Alternative 3 would be less than significant.

3. Hazards Near Schools

Threshold: Would Alternative 3 emit hazardous emissions or handle hazardous

or acutely hazardous materials, substances, or waste within one-

quarter mile of an existing or proposed school?

Finding: Less than significant. (Draft EIR)

Explanation: There are several schools within or proximate to the Planning Area, including one elementary school and one junior high school within the City's corporate boundaries. New development within the Planning Area is expected to be primarily residential and commercial uses; these uses are not expected to emit hazardous materials affecting school sites. Hazardous materials associated with new residential and commercial uses could include, for example, liquid chemical products (e.g., household cleaners, used motor oil, building maintenance supplies, paints and solvents, and pesticides). The limited quantity of such products would not generate significant hazardous air emissions or involve the use of acutely hazardous materials that could pose a significant threat to the environment or human health. New development within the Planning Area could use and dispose of chemical agents, solvents, paints, and other hazardous materials associated with construction activities. The amount of these chemicals present during construction would be limited, would comply with existing government regulations, and would not be considered a significant hazard. Therefore, impacts

would be less than significant. In addition, individual development applications would be required to undergo a project-specific CEQA review which would include an evaluation of a project's potential impacts on schools.

4. **Waste Sites**

Would Alternative 3 be located on a site which is included on a list of Threshold:

hazardous materials sites compiled pursuant to Government Code section 65962.5 and, as a result, would it create a significant hazard

to the public or the environment?

Finding: Less than significant. (Draft EIR)

Explanation: Sites included on the list required by Government Code Section 65962.5 include hazardous materials contamination that can be detrimental to human health and the environment. There are no hazardous materials sites within the Planning Area; there are eight former LUST sites within the Planning Area, and all are listed as "case closed." In addition, there are three Permitted Tank Sites with active UST facilities, and there is one open Cleanup Program Site which is a dry cleaner. Cleanup Program Sites are non-federally owned facilities regulated under the State Water Resource Control Board's (SWRCB) Site Cleanup Program and/or a Regional Control Board. A designation of "open" status indicates that there is an ongoing case that has been opened by a regulatory agency and the site is undergoing assessment, remediation or site monitoring. A "closed" status indicates that a regulatory agency has determined that no further remediation activities are required. The SEMS database shows no sites located within the Planning Area. Finally, based on available information, there are no active hazardous waste generators or disposal/remediation sites within the City of Clayton or in the Planning Area. None of the housing inventory sites in Alternative 3 is located on or adjacent to the hazardous materials sites identified above. If future redevelopment is proposed at any of these contamination sites pursuant to policy of the draft Housing Element, potential contamination (if not already remediated) would be addressed through the City's development review requirements in compliance with applicable state and federal regulations. For example, this information would be required during the preliminary assessment of historical, current, or proposed activities on the site involving the storage, handling, production, or transport of any hazardous materials. This information is specifically requested relative to the CEQA Checklist Questions IX.a through IX.d as well as the City's development application. CEQA Checklist Question IX.d specifically inquires if a site is on the Government Code section 65962.5 (Cortese) List. Any site-specific hazards must be addressed in the CEQA process, even if a Categorical Exemption for Infill

Development is requested, because there can be no unusual circumstances on a site that might cause a significant environmental impact under a Categorical Exemption. With implementation of the City's CEQA and development review processes, potential impacts related to sites that may be on the Government Code section 65962.5 list would be reduced to less than significant levels.

5. Public Airports

<u>Threshold</u>: For a project located within an airport land use plan or, where such

a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for

people residing or working in the project area?

<u>Finding</u>: No impact. (Draft EIR)

Explanation: The Contra Costa County/Buchanan Field Airport is located

approximately 5.6 miles northwest of the City boundary. The City does not fall within the Planning Boundary/Airport Influence Area for the airport. Since there are no aircraft influence areas in the City, the existing General Plan and Alternative 3 contain no goals, policies or regulations related to aircraft safety. Therefore, no impacts related to

an airport or private airstrip are anticipated.

6. Emergency Plans

Threshold: Would Alternative 3 impair implementation of or physically interfere

with an adopted emergency response plan or emergency evacuation

plan?

Finding: Less than significant. (Draft EIR)

Explanation: As described in the General Plan Safety Element, primary exit routes

out of Clayton to the north are Pine Hollow Road, Clayton Road, and Concord Boulevard. To the south, the primary route is Marsh Creek Road. These principal access ways are all well-maintained and can support an evacuation function. In any disaster warranting evacuation, the exact emergency routes used would depend on several variables, including the type, scope, and location of the incident. The Safety Element includes Objectives 10 through 13 and their attendant policies, which incorporate measures for fire protection into development proposals and City plans, reduce fire risk by promoting fire safe residences in high-risk areas, and evaluate the potential for disaster and to continue planning for mitigation and response to emergency. These objectives and policies will allow the City to maintain a high level of preparedness for emergency and disaster conditions, and to allow unhindered emergency access throughout the City. The City's CEQA and

development review processes would also assure that future development pursuant to Alternative 3 is consistent with these policies and not hinder emergency access within the City or for individual sites. The City's review process for new development specifically includes review by the applicable fire protection department (California Department of Forestry and Fire Protection or Contra Costa County Fire Protection District) review regarding fire protection, prevention, and emergency access. A similar level of review is provided by the City Police Department for emergency access related to police protective services. While it is possible that there may be temporary and limited circulation changes that may be required during discrete periods of time associated with specific construction projects, these changes would be temporary and would be of a nature that still allowed evacuation in the event of an emergency. Emergency access would be maintained to all properties within project limits and the surrounding vicinity during construction. Potential adverse impacts of Alternative 3 on emergency access would therefore be less than significant

I. **HYDROLOGY AND WATER QUALITY**

1. Water Quality Standards

Threshold: Would Alternative 3 violate any water quality standards or waste

discharge requirements?

Less than significant. (Draft EIR) Finding:

Explanation: All projects developed pursuant to Alternative 3 would be required to comply with relevant water quality standards and waste discharge requirements, including requirements of the State Water Resources Control Board and Regional Water Quality Control Board. Construction of development pursuant to Alternative 3 that would disturb more than 1 acre of land would be subject to the requirements of the State's General Construction Permit and preparation of a Stormwater Pollution Prevention Plan (SWPPP) that describes best management practices to control or minimize pollutants from entering stormwater and must address both grading/erosion impacts and non-point source pollution impacts of the development project. A SWPPP must be submitted to the City before permits for construction will be issued. Compliance with such requirements would protect water quality and minimize the potential for polluted runoff to leave the site during construction activities. Compliance with federal and state regulations and implementation of site-specific BMPs would ensure that water quality and waste discharge requirements would not be violated as a result of construction under the proposed future development. Post-construction, residential and non-residential development built pursuant to Alternative 3 would not

involve operations typically associated with the generation or discharge of polluted water because generation or discharge of polluted water is generally associated with industrial uses. Thus, typical operations of development under Alternative 3 would not violate any water quality standards or waste discharge requirements, nor degrade water quality, though the addition of impervious surfaces in the Planning Area could result in the generation of urban runoff, which could contain pollutants if the runoff comes into contact with vehicle fluids on parking surfaces and/or landscape fertilizers and herbicides. All jurisdictions within Contra Costa County are required to develop more restrictive surface water control standards for new development projects as part of the renewal of the Countywide National Pollution Discharge Elimination System (NPDES) permit. The City of Clayton has adopted County Provision C.3 (Stormwater Standards) of the Municipal Regional Permit, which requires site designs for new developments and redevelopments to minimize the area of new roofs and paving and reduce runoff. Under Provision C.3, new development and redevelopment projects built pursuant to Alternative 3 and that create or alter 5,000 or more square feet (SF) of impervious area are subject to requirements to prepare a Stormwater Control Plan (SCP) that conforms with the stormwater quality measures of the most recent Contra Costa Clean Water Program Stormwater C.3 Guidebook, including maximizing opportunities for impervious surfaces that allow water to percolate into soil, and incorporating into site design stormwater treatment measures such as landscaped swales and bioretention basins for filtration of pollutants prior to stormwater discharge to the storm drain system. In some developments, the rates and durations of site runoff must also be controlled. With compliance with State and local permit requirements, projects developed pursuant to Alternative 3 would not violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or ground water quality.

2. Groundwater Supplies

<u>Threshold</u>: Would Alternative 3 substantially deplete groundwater supplies or

interfere substantially with groundwater recharge such that Alternative 3 may impede sustainable groundwater management of

the basin?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: The Contra Costa Water District (CCWD) provides domestic water

service to Clayton. The Treated Water Service Area (TWSA) in 2020 had a water demand of 32,600 acre-feet per year (AFY), with that demand projected to increase to 37,400 AFY in 2030. Water in the service area is primarily drawn from the Sacramento-San Joaquin Delta, which originates in the Sierra Nevada mountains and flows

through the Sacramento and San Joaquin rivers into the delta. The additional residents, residences and non-residential floor area associated with Alternative 3 would result in a net increase in impervious surfaces and higher water demand in the Planning Area. Because the main source of CCWD water is the Sacramento River-Contra Costa Water District Canal, and not groundwater, the potential increase in population and water demand that could occur under Alternative 3 would not substantially deplete groundwater supplies. With respect to groundwater recharge, it is not anticipated that the additional impervious surfaces that could result from development pursuant to Alternative 3 would substantially interfere with groundwater recharge. First, many of the housing inventory sites in Alternative 3 are already developed with impervious surfaces, and increases in the number of units on those previously-developed sites would not result in increases in impervious surfaces. As none of the housing inventory sites in Alternative 3 is currently utilized for groundwater recharge, development of the vacant sites in the inventory would increase area of impervious surfaces but would not affect groundwater recharge. Further, projects developed pursuant to Alternative 3 that would create or alter 5,000 or more square feet of impervious area would be required by the City to prepare a Stormwater Control Plan that conforms with the most recent Contra Costa Clean Water Program Stormwater C.3 Guidebook and that identifies site design and other measures to minimize the area of new roofs and paving and optimize use of pervious surfaces instead of impervious surfaces so that runoff can infiltrate to underlying soil. For these reasons, the additional impervious surface area that could potentially occur as a result of development pursuant to Alternative 3 would not substantially interfere with groundwater recharge and would not impede sustainable groundwater management of the basin.

3. Erosion or Siltation

<u>Threshold</u>: Would Alternative 3 substantially alter the existing drainage pattern

of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion

or siltation on- or off-site?

Finding: Less than significant. (Draft EIR)

Explanation: Future development pursuant to Alternative 3 would result in grading of vacant land or the demolition and regrading of developed land. New development and redevelopment would be subject to sections 15.60.130 (General Grading Regulations), 16.20.053 (Improvements Required), and 13.12.090 (Best Management Practices and Standards) of Clayton Municipal Code, which require compliance with erosion control standards, best management practices for

protection of stormwater quality and pollution prevention, and City Engineer approval of grading plans and erosion control measures prior to issuance of grading permits. By continuing to implement the City's Municipal Code regulations and standards, projects developed pursuant to Alternative 3 would not result in substantial erosion or siltation on- or off-site.

4. Flooding

<u>Threshold</u>: Would Alternative 3 substantially alter the existing drainage pattern

of the site or area, including through the alteration of the course of a stream or river, in a manner which would substantially increase the rate or amount of surface runoff in a manner which would result in

flooding on- or off-site?

Finding: Less than significant. (Draft EIR)

Explanation: Development construction pursuant to Alternative 3 would be required to comply with CMC section 16.20.053 (Improvements Required), which requires all runoff from project sites to be collected and conveyed by an approved storm drain system. The storm drain systems would be required to be designed for ultimate development of the watershed. The storm systems would also be required to provide for the protection of abutting and offsite properties that would be adversely affected by any increase in runoff attributed to a section development. In addition, CMC 13.12.090 Management Practices and Standards) establishes controls on the rate, volume, and duration of stormwater runoff from new developments and redevelopment. Every development redevelopment project subject to the development runoff requirements is required to submit a stormwater control plan and implement conditions of approval that reduce stormwater pollutant discharges through the construction, operation and maintenance of treatment measures and other appropriate source control and site design measures. Similarly, increases in runoff volume, flows, and durations are required to be managed in accordance with the development runoff requirements. By continuing to implement the City's Municipal Code standards for runoff, future projects developed pursuant to Alternative 3 would not substantially increase the rate or amount of surface runoff in a manner which would result in on- or offsite flooding.

5. Runoff

<u>Threshold</u>: Would Alternative 3 substantially alter the existing drainage pattern

of the site or area, including through the alteration of the course of a stream or river, in a manner which would create or contribute runoff water which would exceed the capacity of existing or planned

stormwater drainage systems or provide substantially additional sources of polluted runoff or impede or redirect flood flows?

Less than significant. (Draft EIR) Finding:

Explanation: Future projects developed pursuant to Alternative 3 that would create or alter 5,000 or more square feet of impervious area would be subject to the requirements of the SWRCB and the Regional Water Quality Control Board (RWQCB), including the C.3 Standards, which are included in the City's NPDES General Permit. Developers of those projects would be required by the City to prepare a Stormwater Control Plan that conforms with the most recent Contra Costa Clean Water Program Stormwater C.3 Guidebook and verifies that the proposed project would comply with all City stormwater requirements. Where feasible, pervious surfaces would be required to be used instead of impervious pavement so that runoff can infiltrate to underlying soil. In some developments, the rates and durations of site runoff must also be controlled. In compliance with the C.3 Guidebook, remaining runoff from impervious areas would be required to be treated onsite using bioretention. In addition, future projects would be required to comply with CMC chapter 13.12 (Stormwater Management and Discharge Control) and section 17.80.100 (Stormwater Management. Implementation of Goal 1 and Policy 1.1 of the draft Housing Element would help accommodate growth and mitigate impacts of new housing on the stormwater drainage system. Where feasible, pervious surfaces would be required to be used instead of impervious pavement so that runoff can infiltrate to underlying soil. In some developments, the rates and durations of site runoff must also be controlled. In compliance with the C.3 Guidebook, remaining runoff from impervious areas would be required to be treated onsite using bioretention basins that remove pollutants primarily by filtering runoff slowly through an active layer of soil. In addition, any proposed bioretention areas would be designed accommodate runoff for treatment hydromodification as specified in the C.3 Guidebook. During operation, all projects developed pursuant to Alternative 3 would be required to comply with relevant water quality standards and waste discharge requirements, including requirements of the SWRCB and the RWQCB, and would be required to meet or exceed C.3 Standards.

> According to the Federal Emergency Management Agency (FEMA) 06013C0304G, 06013C0308F, Flood Panel FIRM Maps 06013C0316F, 06013C0312F, a majority of the Planning Area is designated Zone X, which are areas determined to be of minimal flood hazard. Areas of higher elevation, such as neighborhoods in the east and northeastern portions of the City, are not located near potential flood areas. The downtown Town Center is most

susceptible to flooding, with intersections at Marsh Creek Road and Morris Street along Center Street designated as Zone X (shaded). These are areas of 0.2% annual chance flood, areas of 1% annual chance flood with average depths of less than 1 foot or with drainage areas less than 1 square mile. Small pockets of these flood areas follow along Mt. Diablo Creek and its tributaries within the Planning Area. Areas along Mt. Diablo Creek and other waterways traversing the City are designated as Regulatory Floodways (Zones AE, AO, AH, VE, AR). Regulatory Floodways are channels and adjacent land that must be preserved to properly discharge floodwaters without increasing the water's surface above a designated height. Special Flood Hazard Areas without Base Flood Elevation (BFE) in the Planning Area are designated as Zones A, V, and A99. These areas are just outside of Regulatory Floodways, with the largest being in the Town Center on Clayton Road. Future development projects under Alternative 3 would occur on sites identified by the City as being appropriate for development, and while some parts of the Planning Area are susceptible to periodic flooding, there is little potential for new development under Alternative 3 to substantially alter flood flows. In addition, the General Plan Safety Element contains Objective 8 and Objective 9, and their attendant policies, which require the use of FEMA flood maps in approving new development and prevent encroachment into the floodplain, subject to federal, county and local standards and requirements.

6. Flood Hazard

<u>Threshold</u>: In flood hazard, tsunami, or seiche zones, would Alternative 3 risk

release of pollutants due to project inundation?

<u>Finding</u>: Less than significant. (Draft EIR)

Explanation: The City and Planning Area have a very low risk of pollutants being released during flooding, tsunami, or seiche (i.e., dam failure) within the region. Portions of Clayton are located within a 100-, 200-, or 500-year floodplain, while a majority of the Planning Area is designated Zone X, which are areas determined to be of minimal flood hazard. As described above, the Town Center is most susceptible to flooding, and there are small pockets of flood areas along Mt. Diablo Creek and its tributaries within the Planning Area. These areas are just outside of Regulatory Floodways, with the largest being in the Town Center on Clayton Road. There are no dams in the Planning Area, and the Planning Area is not located in any dam inundation zone. Future development projects pursuant to Alternative 3 would occur on sites identified by the City as being appropriate for development, including residential development. While some parts of the Planning Area are susceptible to periodic flooding, the type of residential and commercial development that would potentially occur as a result of Alternative 3 does not involve the use or storage of pollutants or toxic substances, and consequently, Alternative 3 would not result in the risk or release of pollutants into local waterways. The City and Planning Area are at elevations hundreds of feet above sea level (minimum 300 feet), and the City is located 35 miles inland of the Pacific Ocean and 21 miles from San Francisco Bay. Therefore, the City has minimal to no risk from tsunamis, and there is little potential for significant release of pollutants within the Planning Area from a tsunami. Likewise, because there are no lakes or reservoirs within a 6-mile radius of the Planning Area, there is little potential for significant release of pollutants within the Planning Area due to seiche. In addition, the existing General Plan Safety Element contains Objective 8 and Objective 9 and their attendant policies to ensure future development under Alternative 3 would be protected from flooding.

7. **Water Quality Control Plan**

Threshold: Would Alternative 3 conflict with or obstruct implementation of a

water quality control plan or sustainable groundwater management

plan?

Finding: Less than significant. (Draft EIR)

Explanation: Alternative 3 would not conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan. The Delta Region Drinking Water Quality Management Plan (Basin Plan) is the water quality control plan for the Contra Costa area, including the City of Clayton. The Basin Plan designates beneficial uses, establishes water quality objectives, and contains implementation programs and policies to achieve those objectives for all waters addressed through the Basin Plan. The Basin Plan is continually being updated to include amendments related to implementation of the total maximum daily load (TMDL, a plan for restoring impaired waters that identifies the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards) of specific potential pollutants or water quality stressors, revisions of programs and policies within the RWQCB region, and changes to beneficial use designations and associated water quality objectives. The General Plan requires the City and future development within the Planning Area to be consistent with the Basin Plan. The City uses its development review process to evaluate potential water quality impacts of new development to determine what short- or long-term measures must be implemented to protect the San Francisco Bay through the Basin Plan. New development pursuant to Alternative 3 would also meet these requirements.

In 2014, the governor signed the Sustainable Groundwater Management Act (SGMA) into law which requires governments and water agencies of high and medium priority basins to halt overdraft and bring groundwater basins into balanced levels of pumping and recharge. SGMA empowers local agencies to form Groundwater Sustainability Agencies (GSAs) to manage basins sustainably and requires those GSAs to adopt Groundwater Sustainability Plans (GSPs) for crucial groundwater basins in California. The Clayton Valley Groundwater Basin is not currently adjudicated and is not designated as a "critically overdrafted groundwater basin or subbasin" by the California Department of Water Resources (DWR) in their Bulletin 118 publication. The City and its future development activities must be consistent with the short- and long-term water quality requirements of the San Francisco Bay Regional Basin Plan to protect local groundwater supplies. Eventually, the local groundwater basin will be part of a GSP under a GSA. Once Alternative 3 is adopted, the City will inform the local water serving agency of its changes in land use and growth projections under Alternative 3. This information will then contribute to the planning process of the Delta Watermaster (relative to imported water) and any future GSPs for groundwater management in this region. In addition, implementation of Mitigation Measure UTL1 from the Utilities Section would help reduce future demand on local groundwater resources from new development.

J. LAND USE AND PLANNING

1. **Established Communities**

Threshold: Would Alternative 3 physically divide an established community?

Finding: Less than significant. (Draft EIR)

Explanation: The goals and policies of the draft Housing Element would help existing neighborhoods to remain cohesive and allow new development in the future to create additional cohesive neighborhoods for residents and businesses. These goals include Goal 1 and Policies 1.1 through 1.3, which encourage the City to "[m]aintain and enhance long-established housing neighborhoods while accommodating moderate growth" through preservation of architectural and design quality of established residential neighborhoods; consideration of and mitigation for impacts of new housing on the City's infrastructure, open space, natural resources and public services; and targeting new housing development to areas in Clayton near major travel corridors and commercial centers. With implementation of these policies proposed with Alternative 3, Alternative 3 would not physically divide established neighborhoods now or in the future.

2. **Conflicts With Plans**

Threshold: Would Alternative 3 cause a significant environmental impact due to

a conflict with any land use plan, policy, or regulation adopted for the

purpose of avoiding or mitigating an environmental effect?

Finding: Less than significant. (Draft EIR)

<u>Explanation</u>: Alternative 3 would result in changes in residential land use densities in the Planning Area to accommodate up to 966 additional dwelling units, 2,630 additional residents, 71 additional employees, and up to 13,000 square feet of additional non-residential building square footage within the Planning Area through 2031. These estimates of units, people and floor area are higher than the projections in the 2014 Housing Element. These changes in anticipated growth are a result of the City's RHNA. As discussed in Section 4.14-4 of the Draft EIR, the Project is inconsistent with the growth projections of the Association of Bay Area Governments (ABAG) and Plan Bay Area 2050 because those long-term projections do not take into account jurisdiction-specific short-term RHNA requirements. Once the City has adopted the Housing Element update and related amendments, the City will transmit its new growth numbers to ABAG, and those estimates will be incorporated into the next revisions to the Plan Bay Area. Any further action by the City would not resolve the regional impact of the RHNA conflicting with the Plan Bay Area projections, and in any case would be infeasible because only ABAG can resolve this policy and program conflict. Therefore, there is no feasible mitigation available to the City to reduce this potential impact. If growth occurs according to Alternative 3, substantial unplanned population and housing growth may be induced into the Planning Area. The City's Land Use Element and updated Housing Element demonstrate the City has exercised adequate local planning to accommodate growth based on the mandated RHNA. However, the inconsistency between the RNHA and Plan Bay Area 2050 is a potentially significant population impact. Unfortunately, the City cannot feasibly resolve this inconsistency in adopted plans at this time, but it can accommodate this future growth according to the RHNA at the local level with adherence to the goals and policies of the General Plan Land Use Element and Housing Element. Therefore, potential population, housing, and employment changes from future development pursuant to Alternative 3 are considered to have less than significant impacts under CEQA, and no mitigation is required.

K. MINERAL RESOURCES

1. Regional and Statewide Mineral Resources

Would Alternative 3 result in the loss of availability of a known Threshold:

mineral resource that would be of value to the region and the

residents of the state?

Finding: No impact. (Draft EIR)

Explanation: According to the Department of Conservation, a large portion of the

Clayton Planning Area is classified as MRZ-3, meaning there are minerals of an undetermined quantity. A western portion of the Planning Area is designated as MRZ-2, meaning there are significant mineral deposits, this portion is in line with where the CEMEX Clayton Quarry is located. The remainder of the City of Clayton is designated as MRZ-4, there being insufficient information on the presence of minerals. While there are significant mineral deposits located within the Planning Area, Alternative 3 would not impact any of the locations identified within the Planning Area boundaries as containing significant mineral deposits. All of the potential housing inventory sites in Alternative 3 are either currently developed or located in mostly developed areas that are designated in the City's General Plan Land Use Element for development. Alternative 3 would not result in the loss of availability of a known mineral resource

that is of value to the region and the residents of the State.

2. **Locally-Important Mineral Resource**

Would Alternative 3 result in the loss of availability of a locally-Threshold:

important mineral resource recovery site delineated on a local

general plan, specific plan or other land use plan?

Finding: No impact. (Draft EIR)

Explanation: As discussed in Section L.1, above, there are portions of the Clayton

Planning Area where significant mineral deposits have been identified. However, because all of the potential housing inventory sites in Alternative 3 are inside the corporate boundary and either developed or located in mostly developed areas that are designated in the City's General Plan Land Use Element for development, Alternative 3 would not result in the loss of availability of a locallyimportant mineral resource recovery site. Further, no impact to the

CEMEX Clayton Quarry would occur as a result of Alternative 3.

L. NOISE

1. **Noise Standards**

Threshold: Would Alternative 3 result in the generation of a substantial

permanent increase in ambient noise levels in the vicinity of the

project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?

Less than significant. (Draft EIR) Finding:

Explanation: These potential land use changes associated with Alternative 3 would increase the number of residents and employees in the City which, in turn, would lead to increased vehicle traffic on the local roadway system. This increase in vehicle traffic could result in trafficrelated noise levels that pose land use compatibility issues or result in a substantial permanent increase in traffic-related noise levels throughout the City. The results of the traffic noise modeling indicate that traffic noise levels within the City would continue to be highest along major travel corridors such as Clayton Road, Kirker Pass Road, Marsh Creek Road, and Oakhurst Drive: however, Alternative 3 would not substantially increase traffic volumes nor result in a perceptible increase in traffic noise levels above existing conditions along these roadways. The implementation of Alternative 3 could also involve increases in stationary noise and other sources of noise within the City.

> Pursuant to the State noise standards, California Building Code, Section 1207.4, new residential structures would be required to be constructed such that interior noise levels do not exceed 45 Aweighted decibel day/night average sound level (dBA DNL). Standard construction techniques and materials are commonly accepted to provide a minimum exterior to interior noise attenuation (i.e., reduction) of 22-25 dBA with all windows and doors closed (HUD 2009a and 2009b).ii These interior noise reductions would be adequate for some developments occurring pursuant to Alternative 3 to meet interior noise standards. New residential development along Clayton Road, Kirker Pass Road, and Marsh Creek Road could require additional noise attenuation design features since traffic noise levels along these roadways are estimated to exceed 70 DNL under conditions with and without Alternative 3. Adherence to the State's mandatory noise standards would ensure residential and mixed-use structures within the Planning Area meet or exceed the 45 dBA DNL standard.

> Stationary and other sources of noise in and near the City include, but are not limited to, landscape and building maintenance activities, stationary mechanical equipment (e.g., pumps, generators, HVAC units), garbage collection activities, commercial and industrial activities (e.g., CEMEX Clayton Quarry), and other stationary and area sources such as people's voices, amplified music (e.g., Concord Pavilion), and public address systems. Noise generated by residential or commercial uses is generally short-term and intermittent. The City's existing Noise Element policies would protect

residents from excessive stationary noise sources and ensure new land uses meet the Clayton Municipal Code noise standards through evaluation and design considerations. Thus, stationary and other sources of noise would be controlled by the General Plan Noise Element goals and policies (Policies 2a, 2d, 3c and 3d), and CMC chapter 9.30, which establish standards related to noise, including a 55 DNL residential noise limit from sound and power equipment and specific prohibitions on certain potentially loud, annoying, and unnecessary noises that may disturb the peace and quiet of a neighborhood or annoy a reasonable person of normal sensitivity. Therefore, stationary noise sources associated with the future development of housing sites would comply with City standards and would not expose people to a substantial permanent increase in noise levels.

2. Vibration

Would Alternative 3 result in the exposure of persons to or generation Threshold:

of excessive groundborne vibration or groundborne noise levels?

Finding: Less than significant. (Draft EIR)

Explanation: Alternative 3 would result in the development of new residential and mixed-use development projects on potential housing sites. Alternative 3 would not result in the development of new and permanent stationary or mobile vibration sources. No long-term impact would occur; however, temporary vibration from construction could occur with the Project. Construction activities have the potential to result in varying degrees of temporary ground vibration, depending on the specific construction equipment used and activities involved. Vibration generated by construction equipment spreads through the ground and diminishes with increases in distance. The effects of ground vibration may be imperceptible at the lowest levels, result in low rumbling sounds and detectable vibrations at moderate levels, and at high levels can cause sleep disturbance in places where people normally sleep or annoyance in buildings that are primarily used for daytime functions and sleeping (e.g., a hospital), or damage to foundations and exteriors of existing structures.

> Construction equipment and activities are categorized by the nature of the vibration they produce. Equipment or activities typical of continuous vibration include excavation equipment, compaction equipment, vibratory pile drivers, and pile-extraction equipment, while equipment or activities typical of single-impact or low-rate, repeated impact vibration include impact pile drivers, and crack-and-seat equipment. Since individual project-specific information is not available at this time, potential short-term construction-related vibration impacts that may result from

construction pursuant to Alternative 3 can only be evaluated based on the typical construction activities associated with residential, commercial, and industrial development. Potential construction source vibration levels were developed based on methodologies, reference noise levels, and typical equipment usage and other operating factors documented by State and federal transportation agencies (Federal Highway Administration, Federal Transit Administration, and the California Department of Transportation).

Vibration estimates represent potential vibration levels based on typical equipment operations and assume there is no change in elevation between work areas and receptor locations and no change in subsurface conditions that may affect vibration transmission through soil media and structures. Future development of potential housing sites is not anticipated to have the potential to result in structural damage to buildings. Construction-related groundborne vibrations have the potential to be perceptible at buildings within approximately 150 feet of typical construction work areas and 400 feet or more of construction work areas involving impact hammer equipment. With regards to annoyance, although typical construction activities may generate perceptible ground-borne vibration levels at structures within approximately 150 feet of work areas, these levels would not be excessive because they would be intermittent (not occur every day), limited in duration (equipment would move throughout work areas and not operate in the same location for a prolonged amount of time), and occur during the daytime only (when receptors would not be sleeping and, therefore, are considered less sensitive to vibration levels). In addition, as would be required by Mitigation Measure NOI-1, any pile driving activities occurring near residential and commercial buildings would require pre-drilling with an auger rig to reduce vibration levels and pie driver run times. For these reasons, the future development of potential housing sites would have a less than significant impact on human annoyance and responses.

3. Airport Noise

Threshold: For a project located within the vicinity of a private airstrip or an

airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project expose people residing or working in the project area to

excessive noise levels?

Finding: Less than significant. (Draft EIR)

Explanation: The closest airport to the City is Buchanan Field Airport, located

approximately 5.6 miles northwest of the City boundary. The City is not located in any noise contour zone associated with this airport.

There are no private airstrips located in the Planning Area, and the City is not located within the vicinity of a private air strip or in an airport land use plan area and would not expose people residing or working in the Planning Area to excessive airport-related noise levels.

M. POPULATION AND HOUSING

1. Population Growth

Threshold: Would Alternative 3 induce substantial unplanned population growth

in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of road or

other infrastructure?

<u>Finding</u>: Less than significant. (Draft EIR)

r mang. 2000 than olgimoant. (Brait Ent.)

Explanation: The updated Housing Element identifies how the City plans to accommodate its RHNA of at least 570 units. Alternative 3 has the potential to result in up to 966 additional dwelling units within the Planning Area. This increase in housing would result in a projected population increase of 2,630 additional persons. The 2000 General Plan had a maximum build-out of 3,399 units which would generate 11,217 persons at 3.3 persons per unit. This included the existing 1,540 units in the City but did not include the 555 units that could be developed outside of the City limits.

Table 4.14-1 of the Draft EIR shows that only 115 new units are projected by ABAG for the City from 2020 to 2040, while the current RHNA allocation for the City is 570 new units from only 2023 to 2031. It should be noted the RHNA is based on the state's encouragement of more housing throughout the state. Based on available evidence, Alternative 3 is inconsistent with the growth projections of ABAG and Plan Bay Area 2050 because those long-term projections do not take into account jurisdiction-specific, short-term RHNA requirements. Table 4.14-1 also indicates the City's population growth projected by ABAG is beyond what was anticipated when the City's General Plan and its EIR were adopted in 2000. Once the City has adopted Alternative 3, it will transmit its new growth numbers to ABAG, and those estimates will be incorporated into the next revisions to the Plan Bay Area. Any further action by the City would not resolve the regional impact of the RHNA conflicting with the Plan Bay Area projections, and in any case would be infeasible because only ABAG can resolve this policy and program conflict. Therefore, there is no feasible mitigation available to the City to reduce this potential impact. If growth occurs according to Alternative 3, substantial unplanned population and housing growth may be induced into the City. The City's Land Use Element and updated Housing Element demonstrate the City has exercised adequate local planning to accommodate growth based on the mandated RHNA. However, the inconsistency between the RNHA and Plan Bay Area 2050 is a potentially significant population impact. Unfortunately, the City cannot feasibly resolve this inconsistency in adopted plans at this time, but it can accommodate this future growth according to the RHNA at the local level with adherence to the proposed amended goals and policies of the General Plan Land Use Element and Housing Element. Therefore, potential population, housing, and employment changes from future development under Alternative 3 are considered to have less than significant impacts under CEQA, and no mitigation is required

2. Displacement of Housing

Threshold: Would Alternative 3 displace substantial numbers of existing

housing, necessitating the construction of replacement housing elsewhere; and displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?

Finding: Less than significant. (Draft EIR)

<u>Explanation</u>: The preliminary 6th cycle sites in Alternative 3 indicates development

of a total of 31 sites that could result in up to 966 new housing units spread across the City. This potential number of new units is 70 percent greater than the RHNA (570 units). The housing inventory sites in Alternative 3 are a mix of developed and undeveloped sites. Projects at undeveloped sites would not result in the removal of existing housing and, therefore, would not result in displacement of a substantial number of persons. The sites that are currently developed with residential uses—Sites E, H, I, M, N, T and O, with nine single-family houses among them—would be redeveloped with higher residential densities under Alternative 3 over a period of years. Persons inhabiting dwelling units on sites identified by the City under Alternative 3 would be given ample time under state law to find alternative housing accommodations should the owner of a given site decide to redevelop the site at a higher density. For these reasons, Alternative 3 would not displace substantial numbers of existing people or housing which could necessitate construction of replacement housing elsewhere in the City.

N. PUBLIC SERVICES

1. Fire Protection

<u>Threshold</u>: Would Alternative 3 result in substantial adverse physical impacts associated with the provision of new or physically altered

governmental facilities, need for new or physically altered

governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for fire protection?

Finding: Less than significant. (Draft EIR)

Explanation: Alternative 3 would increase the number of housing units and residents in Clayton, and these additional residents would generate an increased need for fire protection services. The existing General Plan contains a number of goals, objectives, and policies relative to fire protection services, including Safety Element has Goal 1 that deals with reducing risk in the City, and Objectives 10 and 11 that specifically address fire protection service and incorporating fire protection into development design to reduce risk, having the fire department review all new development, and using development impact fees to fund fire protection in the City. Objective 11 also aims to reduce fire risk by promoting fire safe residences in high-risk areas. Finally, Goal 1 of the Growth Management Element helps to ensure that new residential, business, and commercial growth pays for the facilities required to meet the demands resulting from that growth. These existing General Plan goals, objectives, and policies help the City ensure adequate fire protection services are provided to its residents now and in the future. In addition, the draft Housing Element contains Policy 1.2 that calls for mitigation of the impacts of new housing on public services. With continued payment of fees for fire protection services from the Contra Costa County Fire Protection District (CCCFPD), future housing projects developed mainly within the urbanized portion of the Planning Area would not extend Clayton's service area beyond its current municipal boundary and would not have a significant effect on fire service demands. In accordance with CMC section 3.18.040, development impact fees (DIF) are also paid by developers of new housing for fire protection services and facilities are based on staffing levels plus overhead cost shares. In the event that additional fire protection facilities and/or resources are needed in the Planning Area, property tax revenue from new development would also provide the CCCFPD with a funding source to meet new growth needs. Additionally, development within the Planning Area would be subject to current Building Code and CCCFPD requirements for fire sprinkler systems, fire alarm systems, fire flow, and equipment and firefighter access, as well as Fire Code requirements. Compliance with these standards would be ensured through the plan check process prior to the issuance of building permits and would reduce the potential for fire emergencies at future project sites. Finally, based on the location of the fire stations in and around the City and the location of housing inventory sites inside the current municipal boundary, it is expected that response times would be within the national standard of 5 minutes or less for fires and basic life support, and 8 minutes or less for advanced life support after implementation of Alternative 3. Construction or expansion of existing fire facilities would not be required as a result of adoption of Alternative 3. Therefore, Alternative 3 would not result in substantial adverse physical impacts associated with the provision of new or physically altered facilities.

2. **Police Protection**

Threshold:

Would Alternative 3 result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for Law Enforcement Services?

Less than significant. (Draft EIR) Finding:

Explanation: The increase in City residents and land use intensity in the Planning Area would result in an increased demand for Clayton Police Department services and resources within the City. Future housing would incrementally increase service ratios and needs as growth occurs, but it is not expected to require construction of new police facilities. Property tax growth would provide the City with at least a portion of the funding needed to meet additional staffing and equipment needs generated by new growth. Finally, based on the way police services are distributed in and around the City (i.e., via patrol cars), the small size of the City, and the location of the housing inventory sites within City limits such that no expansion beyond the current municipal boundary would occur, it is expected that response times within the urbanized portions of the City where most of the growth would occur under Alternative 3, would be within the national standard of 5 minutes or less for primary emergency calls. The existing General Plan also contains a number of goals, objectives, and policies relative to police protection. The Safety Element has Goal 1 that deals with reducing risk in the City, and Objective 12 and its policy 12a encourage community involvement to help reduce the risk of crime over the long-term. In addition, policy 12b requires the Planning Commission and Police Department to review proposed new development projects to assure they contain crime reduction design and planning. Community Facilities Element Goal 1 requires planning for future infrastructure and programs to serve the community, which is supported by Objective 5 and its policies 5a-c to maintain fees on new development for various municipal services and/or improvements based on actual cost experience of the City (including police service). Finally, the Growth Management Element contains Goal 1 under Public Facilities and Services that also requires crime prevention design for new development, as well as Objective 1 and its supporting policies 1a-c which require the City to maintain a mitigation program to ensure that new development pays its fair share of the costs associated with growth. These existing General Plan goals, objectives, and polices help the City ensure that adequate police protection facilities and services are provided to its residents now and in the future. In addition, the draft Housing Element contains Policy 1.2 that calls for mitigation of the impacts of new housing on public services. Therefore, Alternative 3 would not result in substantial adverse physical impacts associated with the provision of new or physically altered facilities.

3. **Schools**

Threshold:

Would Alternative 3 result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for schools?

Finding: Less than significant. (Draft EIR)

Explanation: The increase in City residents and land use intensity in the Planning Area would result in a population that would include some schoolaged children. These new resident children would require school facilities and services for approximately 13 years (ages 5-18 and Kindergarten through 12th grade). The 966 potential new housing units under the Project could generate up to 2,630 additional persons within the Planning Area which, according to the School Fee Justification Study (2020) student generation factors, would result in an estimated additional 310 kindergarten through grade 12 students. Staff of the Mt. Diablo Unified School District (MDUSD) that serves the Clayton area have indicated that MDUSD does not have future capacity for additional students at this time in its current school sites and that any changes that result in additional housing would create increased need for student housing in the form of new schools. New residential development in Clayton is required to pay the legally established School Impact Fees (SIFs) at the time any new development is proposed. Since the SIFs are based on building square footage, it is not possible at this time to know exactly how much SIFs funds would be generated by new development pursuant to the Project. As stated in California Government Code Section 65996, payment of school impact fees in accordance with California Government Code Section 65995 and/or Education Code Section 17620 is deemed to constitute full and complete mitigation for potential impacts to schools caused by development. MDUSD can

also enter directly into additional, voluntary mitigation agreements with residential developers in order to offset increased demand for school facilities from future residential development, and the City will continue to assist the MDUSD in this capacity by sending development applications to the MDUSD for future residential developments within the MDUSD's boundaries. For the reasons stated above, impacts related to the need for new school facilities as a result of Alternative 3 would be less than significant with adherence to existing regulations and statutory requirements for payment of SIFs

4. **Parks**

Threshold:

Would Alternative 3 result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for parks?

Finding: Less than significant. (Draft EIR)

Explanation: The residents, employees, and visitors of the Planning Area use nearby parks and recreation facilities. Alternative 3 has the potential to result in development of up to 966 additional dwelling units and up to 2,630 new residents within the Planning Area. These increases in housing and population would generate an increased need for new or expanded recreational facilities or programs. Both the National Recreation and Parks Association (NRPA) and the State Quimby Act (Government Code section 66477) recommend a city maintain 5 acres of parkland per 1,000 population. Based on this guideline and the City's 2020 population of 12.265 residents, the City should have 61.3 acres of parkland at present. Currently, the City has approximately 25.3 acres in 7 City parks to serve City residents; most of this acreage is in the 20-acre Clayton Community Park. The City therefore is currently deficient by 36 acres of dedicated parkland according to the NRPA and Quimby Act standards. However, the City does not currently have a locally-adopted parkland standard, and the General Plan does not identify a parkland deficiency within the City. At present, the City maintains approximately 2 acres of parkland per 1,000 residents, and there does not appear to be an identified parkland deficiency within the City based on local standards. The relevant parks and recreational facilities goals, objectives, and policies of the existing General Plan, including Community Facilities Element Policy 3a and Open Space/Recreation Element Objective 2, would remain operative with Alternative 3 and demonstrate the City's long-term commitment to providing sufficient parks and recreational facilities for its residents. In addition, the draft Housing

Element contains Policy 1.2 that calls for mitigation of the impacts of new housing on public services and open spaces. The additional 2,630 residents from implementation of Alternative 3 would generate a need for an additional 13.2 acres of parkland based on state and federal guidelines (5 acres per 1,000 population). Implementation of Alternative 3 would decrease the City's existing park ratio of 2.0 acres per thousand residents, without accounting for regional and state parks just outside City limits and if no additional parks are added as housing increases under Alternative 3. All new dwelling units developed under Alternative 3 would be subject to payment of the City's DIF for parkland dedication – the fee for single family residential is \$2,569 per unit and the fee for multi-family residential is \$1,666.00 per unit or \$2,180.00 per duplex unit. This parks and recreation funding mechanism would offset the incremental increase in demand for park facilities from implementation of Alternative 3 by providing funding for additional parks in the Planning Area as population increases. All future residential development within the City would be required to pay the parkland DIF. For the above reasons, impacts to existing recreational facilities would be less than significant.

5. Other Public Facilities

Threshold:

Would Alternative 3 result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for other public facilities?

Finding:

Less than significant. (Draft EIR)

Explanation: Other public facilities and services provided within the Planning Area include library services and City administrative services. The additional 2,630 residents that could result from implementation of Alternative 3 would generate an incremental need for additional library services and possibly City administrative services. Although many library and City services are now available online, it is possible this increased demand would result in an increased need for library or City administration facilities. The existing General Plan contains a number of goals, objectives, and policies relative to community facilities. The Community Facilities Element contains Goal 1 that emphasizes efficient infrastructure plans and Objective 1 strives to identify future community facility needs. Policy 1g specifically mentions City Hall, library, and other cultural facilities, while Objective 3 and Policy 3a focus on facilities desired by the community, such as soccer/playfields, swimming complexes, tennis courts, library, community playhouse and public meeting rooms. The

implementation measures for these various goals, objectives, and policies require the establishment and regular updating of impact fees for new development, which the City maintains as previously discussed. In addition, the Public Facilities and Services sub-section of the City's Growth Management Element contains Goal 6 which states that "new residential, business, and commercial growth needs to pay for the facilities required to meet the demands resulting from that growth." Objective 1 of that goal is to maintain a development mitigation program for that purpose (i.e., to pay for impacts of future growth). The draft Housing Element also contains Policy 1.2 that calls for mitigation of the impacts of new housing on public services. In accordance with CMC section 3.16.020, the City currently maintains a DIF for "Community Facilities Development" that could be used for new or expanded library or City administration facilities in the future. Specific community facilities, either new, expanded, or rehabilitated, are included in the City's Capital Improvement Program (CIP), which typically projects planned public improvements over 5year period so it is clear what facilities will be added in the future in the City as growth occurs. Based on available evidence, it is anticipated that existing library and City administrative services could accommodate the increase in demand due to implementation of Alternative 3 with creating new or expanded facilities. Therefore, impacts to other public facilities from growth in the area would be less than significant.

O. <u>RECREATION</u>

1. Increased Use

<u>Threshold</u>: Would Alternative 3 increase the use of existing neighborhood and

regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?

<u>Finding</u>: Less than significant. (Draft EIR)

Evalenation: The residents, ampleyees, and

Explanation: The residents, employees, and visitors of the Planning Area use nearby parks and recreation facilities. Alternative 3 has the potential to result in development of up to 966 additional dwelling units and up to 2,630 new residents within the Planning Area. These increases in housing and population would generate an increased need for new or expanded recreational facilities or programs. Both the NRPA and the State Quimby Act (Government Code section 66477) recommend a city maintain 5 acres of parkland per 1,000 population. Based on this guideline and the City's 2020 population of 12,265 residents, the City should have 61.3 acres of parkland at present. Currently, the City has approximately 25.3 acres in 7 City parks to serve City residents; most of this acreage is in the 20-acre Clayton Community Park. The City therefore is currently deficient by 36

acres of dedicated parkland according to the NRPA and Quimby Act standards. However, the City does not currently have a locallyadopted parkland standard, and the General Plan does not identify a parkland deficiency within the City. At present, the City maintains approximately 2 acres of parkland per 1,000 residents, and there does not appear to be an identified parkland deficiency within the City based on local standards. The relevant parks and recreational facilities goals, objectives, and policies of the existing General Plan, including Community Facilities Element Policy 3a and Open Space/Recreation Element Objective 2, would remain operative with the Project and demonstrate the City's long-term commitment to providing sufficient parks and recreational facilities for its residents. The additional 2,630 residents from implementation of Alternative 3 would generate a need for an additional 13.2 acres of parkland based on state and federal guidelines (5 acres per 1,000 population). Implementation of the Project would decrease the City's existing park ratio of 2.0 acres per thousand residents, without accounting for regional and state parks just outside City limits and if no additional parks are added as housing increases under Alternative 3. All new dwelling units developed under Alternative 3 would be subject to payment of the City's DIF for parkland dedication – the fee for single family residential is \$2,569 per unit and the fee for multi-family residential is \$1,666.00 per unit or \$2,180.00 per duplex unit. This parks and recreation funding mechanism would offset the demand for incremental increase in park facilities from implementation of Alternative 3 by providing funding for additional parks in the Planning Area as population increases. All future residential development within the City would be required to pay the parkland DIF. For the above reasons, impacts to existing recreational facilities would be less than significant.

2. Construction and Expansion

Threshold: Does Alternative 3 include recreational facilities or require the

construction or expansion of recreational facilities which might have

an adverse physical effect on the environment?

Finding: Less than significant. (Draft EIR)

Explanation: Alternative 3 does not propose the construction or expansion of any

specific recreational facilities. New housing pursuant to Alternative 3 would increase the City's population (by approximately 2,630 residents) which would increase the need for new or additional recreational facilities. New development would be required to provide onsite facilities or contribute in lieu fees for providing offsite recreational facilities per the City's General Plan (Community Facilities and Open Space/Recreation Elements). New developments built pursuant to Alternative 3 (including those that

propose new recreational facilities) would be required to prepare and process CEQA compliance documentation and mitigate impacts from construction of new recreational facilities related to those developments, if necessary. In addition, any new parks or recreational facilities proposed by the City would require CEQA documentation and mitigation if necessary. Therefore, any impacts from new recreational facilities associated with new development under Alternative 3 would be less than significant.

Ρ. TRANSPORTATION / TRAFFIC

1. Plans, Policies, and Ordinances

Threshold: Would Alternative 3 conflict with a program, plan, ordinance or policy

addressing the circulation system, including transit, roadway, bicycle

and pedestrian facilities?

Finding: Less than significant. (Draft EIR)

Explanation: Implementation of Alternative 3 would be subject to and implement General Plan policies applicable to transit, bicycle, and pedestrian facilities and service. Additionally, development projects built pursuant to Alternative 3 would be subject to all applicable City guidelines, standards, and specifications related to transit, bicycle, or pedestrian facilities. Specifically, any modifications or new transit, bicycle, and pedestrian facilities would be subject to and designed in accordance with all applicable General Plan policies. In particular, under General Plan Policy 2a, traffic shall be directed onto arterials with appropriate street and intersection design. Such appropriate street and intersection design may include but not be limited to: street widths; traffic control devices; street surface modifications (pavement scoring, surface markers or bumps, speed humps or undulations); traffic diverters or barriers. Policy 4d calls for the identification of acceptable traffic service levels at key interchanges as a base for development analysis. Policies 6a through 6c aim to provide alternative routes of circulation through the Town Center. Policy 7b aims to identify pedestrian routes to school from different neighborhoods to make sure a safe route exists. Policy 7d calls for the coordination of trails with other jurisdictions such as East Bay Regional Parks District, the State Department of Parks and Recreation, Contra Costa County and Concord. Policies 8a and 8b require cooperation with Concord and Contra Costa County in design of the Regional Traffic System. Policy 9a requires developers to construct all streets within a development and to contribute an equitable share of the improvements of other streets serving the development. Policy 9c aims to provide systematic upgrade of streets and roads to applicable standards. Because implementation of Alternative 3 would be subject to all applicable City guidelines,

standards, and specifications, Alternative 3 would not conflict with adopted policies, plans, or programs for transit, bicycle, or pedestrian facilities. Therefore, Alternative 3 would result in a less-than-significant impact to transit, bicycle, and pedestrian facilities.

2. Design Hazards

Threshold: Would Alternative 3 substantially increase hazards due to a

geometric design feature (e.g., sharp curves or dangerous

intersections) or incompatible uses (e.g., farm equipment)?

Finding: Less than significant. (Draft EIR)

Explanation: Subsequent development pursuant to Alternative 3, including any

new roadway, bicycle, pedestrian, and transit infrastructure improvements, would be subject to, and designed in accordance with City standards and specifications that address potential design hazards including sight distance, driveway placement, and signage and striping. Additionally, any new transportation facilities, or improvements to such facilities associated with subsequent projects would be constructed based on industry design standards and best practices consistent with the City's zoning code and building design and inspection requirements. The City's evaluation of projects' access and circulation will incorporate analysis with respect to City standards for vehicular level of service and queueing, as well as for service to pedestrians, bicyclists, and transit users. Therefore, Alternative 3 would result in a less-than-significant impact related to

design feature hazards.

3. Emergency Access

<u>Threshold</u>: Would Alternative 3 result in inadequate emergency access?

Finding: Less than significant. (Draft EIR)

Explanation: There are no specific development projects associated with

Alternative 3, and thus, specific housing sites developed pursuant to Alternative 3 cannot be analyzed for adequacy of emergency access at this time. However, the City maintains the roadway network that would provide access to new development sites in accordance with industry design standards, including the City of Clayton Standard Specifications (2015). Emergency access to new development sites proposed pursuant to Alternative 3 would be subject to review by the City of Clayton and responsible emergency service agencies, thus ensuring the projects would be designed to meet all emergency access and design standards. The City also requires that traffic control shall be in conformance with the latest State of California standards, and that adequate traffic control equipment or personnel

be provided during construction. Additional vehicles associated with new development sites could increase delays for emergency response vehicles during peak commute hours. However, emergency responders maintain response plans which include use of alternate routes, sirens and other methods to bypass congestion and minimize response times. In addition, California law requires drivers to yield the right-of-way to emergency vehicles and remain stopped until the emergency vehicle passes to ensure the safe and timely passage of emergency vehicles. Based on the above considerations, adequate emergency access would be provided to new development sites, and the impact would be less than significant

Q. **UTILITIES AND SERVICE SYSTEMS**

1. **Wastewater Treatment Capacity**

Threshold: Would Alternative 3 result in a determination by the wastewater

> treatment provider which serves or may serve Alternative 3 that it has adequate capacity to serve Alternative 3's projected demand in

addition to the provider's existing commitments?

Finding: Less than significant. (Draft EIR)

Explanation: Wastewater generated by land uses within Central Contra Costa County is conveyed by the City (under contract to the City of Concord) via existing infrastructure to the Central Contra Costa Sanitary District (CCCSD) Treatment Plant for treatment and then discharged to surface waters or reused as recycled water. The Project would result in an estimated population increase of up to 2,630 persons in the Planning Area. Assuming an average future generation of 100 gallons of wastewater per person per day (from the CCCSD Wastewater Management Plan [WMP]), the Project would generate an additional 263,000 gallons of wastewater per day, or 0.26 million gallons per day (mgd). This represents 0.5 percent of the estimated 54 mgd dry weather flow capacity of the CCCSD Treatment Plant. The projected population increase estimated in the CCCSD WMP is similar to those of ABAG in their 2020 Plan Bay Area. Although those projections do not specifically take into account the population increase of 2,630 persons estimated for Alternative 3 by 2022-2030, it is unlikely the sewage demands of future development under Alternative 3 would exceed the capacity of the CCCSD Treatment Plant. Therefore, Alternative 3 would not result in a determination by the wastewater treatment provider which serves or may serve the project that it has inadequate capacity to serve Alternative 3's projected demand in addition to the provider's existing commitments.

2. Solid Waste

Threshold: Would Alternative 3 generate solid waste in excess of State or local

> standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals?

Finding: Less than significant. (Draft EIR)

Explanation: Central Contra Costa County Solid Waste Authority (dba RecycleSmart) provides solid waste and residential recycling services for areas within Contra Costa County. RecycleSmart holds franchise agreements with waste franchises that provide solid waste collection and disposal of residential and commercial solid waste. According to CalRecycle, Contra Costa County generates 807,550 tons annually of solid waste. The County's Keller Canyon Landfill is active with a current maximum daily tonnage limit for disposal of 3,500 tons per day. The landfill has a maximum capacity of 75,018,280 tons and has a remaining capacity of 63,408,410 tons. Based on its maximum daily limit, the landfill currently has a remaining lifetime of approximately 50 years. Alternative 3 would result in a population increase of up to 2,630 additional persons who would generate solid waste and an increased need for solid waste disposal services in the future. Assuming 3.5 pounds of waste generated per person per day, the additional population added under the Project would generate a total of 9,205 pounds or 4.6 tons per day of additional solid waste. This represents 0.13 percent of the daily maximum total disposal limit for the landfill. The Community Facilities Element of the existing General Plan contains Goal 1 which requires the City to provide efficient plans to maintain and expand existing utility infrastructure as needed (which applies to solid waste services as well). In addition, Objective 1 in the Growth Management Element of the existing General Plan requires all new development to pay appropriate impact fees to assure adequate utility service (which includes solid waste). In these ways, the existing General Plan assures that new development would have adequate solid waste service in the future. As outlined above, Alternative 3 would not generate solid waste in excess of State or local standards, or in excess of the capacity of local (landfill) infrastructure, or otherwise impair the attainment of solid waste reduction goals.

3. Solid Waste Laws

Threshold: Will Alternative 3 comply with federal, state, and local statutes and

regulations related to solid waste?

Finding: Less than significant. (Draft EIR)

Explanation: The City currently complies with the waste reduction requirements of Assembly Bill 341, which established a goal of 75 percent waste diversion (through prevention, reuse and recycling of refuse materials) by 2020. The growth projections of Alternative 3 are different than those of the existing General Plan or ABAG 2020 Plan Bay Area which do not take into account recent and current RHNA allocations for additional housing to meet state goals. However, residents of the added housing units and employees of future nonresidential development would comply with established solid waste reduction programs. In addition, the City is required by comply with state laws regarding source reduction and recycling. Therefore, Alternative 3 would not interfere with the City's compliance with federal, state, and local management and reduction statutes and regulations related to solid waste

R. **WILDFIRE**

1. Response Plans

If located in or near state responsibility areas or lands classified as Threshold:

very high fire hazard severity zones, would Alternative 3 substantially impair an adopted emergency response plan or emergency

evacuation plan?

Finding: Less than significant. (Draft EIR)

Explanation: Fire services in the Planning Area are provided by the CCCFPD. Fire Station 11 is located at the intersection of Clayton Road and Center Street near Clayton's Town Center. Except for the City of Concord to the northwest, all areas surrounding the City of Clayton are designated State Responsibility Areas (SRAs), which are areas where the California Department of Fire and Forestry has responsibility for wildland fire protection. The large open spaces surrounding the Planning Area pose a potentially significant fire hazard. Slopes, high winds, and difficulty in access also increase the potential hazards. Wildfires in the hills are of continuous concern, and can be fueled by dry vegetation, occasional Diablo winds, and hot temperatures. Traffic congestion in the case of fire can hinder firefighting. Isolated homes set in wooded canyons or on ridge tops with only one narrow, winding, or steep road are subject to a high fire hazard. In any disaster warranting evacuation, the exact emergency routes used would depend on a number of variables, including the type, scope, and location of the incident. The Clayton General Plan Safety Element identifies primary exit routes out of Clayton to the north as Pine Hollow Road, Clayton Road, and Concord Boulevard (east of the Clayton municipal boundary, Concord Boulevard becomes Oakhurst Drive). To the south, the primary route is Marsh Creek Road. Clayton Road, Marsh Creek Road and Concord

Boulevard/Oakhurst Drive are arterial streets that carry traffic into, out of and through Clayton. Pine Hollow Road is one of the City's collector streets, which is a classification of roadways that provide connections to and from arterial streets to neighborhood streets and destination points. All of the arterial streets provide two travel lanes in each direction; Marsh Creek Road varies between one to two lanes in each direction, and Pine Hollow Road has one travel lane in each direction in Clayton and widens to two lanes in each direction in the City of Concord. According to the Clayton General Plan Safety Element, two-lane roads such as Pine Hollow Road can carry as many as 1,000 vehicles per hour, while wider four-lane roads such as Concord Boulevard can carry as many as 3,000 vehicles per hour. These principal access ways are all well-maintained and would function as evacuation routes under the Project.

Implementation of Alternative 3 could result in work off-site of future development areas and in public rights-of-way for purposes of installation of utility lines or connections to new residences, or to install circulation improvements such as sidewalks or bicycle lanes. Prior to conducting any work in a public right-of-way, developers of future development projects would be required to obtain an encroachment permit in accordance with CMC chapter 12.04. The request for encroachment permit is subject to approval by the City Engineer, who can impose limitations on work hours and/or require that work in a roadway maintain at least one unobstructed travel lane in each direction at all times during construction, as appropriate for the type of work being performed. Such limitations and requirements would be consistent with standard traffic engineering practice and the temporary traffic control plan measures and guidance in the California Department of Transportation's California Manual on Uniform Traffic Control Devices. The General Plan Safety Element contains goals, objectives, and policies to reduce potential risk to new development through planning, communication and community engagement, and to minimize existing risk through coordinated City-County actions. These include objectives and policies include Objective 12, Policy 12a, Policy 12c, Objective 13, and Policies 13b through 13d. Safety Element Policy 13a requires major arterials to be kept free for evacuation in case of a major emergency and is consistent with the requirement for an encroachment permit that is codified in CMC chapter 12.04. While it is possible that there may be limited circulation changes that may be required during discrete periods of time associated with specific construction projects, these changes would be temporary and would be subject to encroachment permit requirements that would facilitate unobstructed evacuation routes in the event of an emergency.

Additional General Plan goals, objectives, and policies ensure that adequate peak load water supply exists for firefighting, all-weather roads are constructed and maintained for firefighting equipment, and future development pursuant to Alternative 3 would be constructed according to proper code standards. In addition, since permanent closure of any existing public right-of-way would not be necessary for development on any of the housing inventory sites in Alternative 3, existing emergency access routes would be maintained to all properties within the Planning Area and the surrounding vicinity during construction activities and once potential residential development is occupied. Potential adverse impacts on emergency access would be less than significant.

2. Infrastructure Risks

Threshold:

Would Alternative 3 require the installation or maintenance of associated infrastructure (such a roads, fuel breaks, emergency water sources, power lines or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment?

Finding:

Less than significant. (Draft EIR)

Explanation: Except for the City of Concord to the northwest, all areas surrounding the City of Clayton are designated SRAs. The large open spaces surrounding the Planning Area pose a potentially significant fire hazard. Alternative 3 would not permit development of housing in any open space area. Moreover, the potential housing sites in Alternative 3 are all located in the developed portions of the City of Clayton, away from the urban-wildlife interface and the high fire hazard severity zones to the south and east. All new development that occurs pursuant to Alternative 3 would be required to be constructed compliance with the CCCFPD's requirements recommendations for new development pursuant to the California Fire Code 2019 and CCCFPD Ordinance No. 2019-37, Section 105.7. Future housing development would be located on existing roadways, would connect to existing utilities, and would not require such things as fire breaks or emergency water resources. Therefore, Alternative 3 would not require the installation or maintenance of associated infrastructure such as roads, fuel breaks, emergency water resources, powerlines, or other utilities that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment.

3. Runoff Risks

Threshold: Would Alternative 3 expose people or structures to significant risks,

including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?

Finding: Less than significant. (Draft EIR)

<u>Explanation</u>: None of the potential housing sites in Alternative 3 are located in any

of the hillside portions of the City or Planning Area. Future development that occurs pursuant to Alternative 3 would occur in the mostly developed, and relatively flat areas located within the City's corporate boundaries. Development within designated open spaces, hillsides, and foothills would not occur as a result of Alternative 3. Therefore, development would not occur within any high fire hazard severity zone. In addition, Safety Element goals and policies require existing and new development to be adequately protected from potential flooding or landslides and to not cause such hazards

through careful site planning and construction.

SECTION III. IMPACTS THAT ARE LESS THAN SIGNIFICANT WITH MITIGATION INCORPORATED

The City Council hereby finds that Mitigation Measures have been identified in the EIR and these Findings that will avoid or substantially lessen the following potentially significant environmental impacts to a less than significant level. The potentially significant impacts, and the Mitigation Measures that will reduce them to a less than significant level, are as follows:

A. AIR QUALITY

1. Cumulatively Considerable Pollutant Emissions

Threshold: Would the Alternative 3 result in cumulatively considerable net

increase of any criteria pollutant for which the project region is nonattainment under an applicable federal or state ambient air quality

standard?

<u>Finding</u>: Less than significant with mitigation. (Draft EIR)

Explanation: The San Francisco Bay Area Air Basin is designated nonattainment

for federal ozone, State ozone, State "inhalable coarse" particulate matter (PM_{10}), federal "fine" particulate matter ($PM_{2.5}$), and State $PM_{2.5}$ standards. The BAAQMD, in developing its CEQA significance thresholds, considered the emission levels at which a project's individual emissions would be cumulatively considerable. As stated

in p. 2-1 in the BAAQMD's CEQA Air Quality Guidelines:

"In developing thresholds of significance for air pollutants, BAAQMD considered the emission levels for which a project's individual emissions would be cumulatively considerable. If a project exceeds the identified significance thresholds, its emissions would be cumulatively considerable, resulting in significant adverse air quality impacts to the region's existing air quality conditions. Therefore, additional analysis to assess cumulative impacts is unnecessary. The analysis to assess project-level air quality impacts should be as comprehensive and rigorous as possible."

The analysis of potential air quality impacts described above indicates that Alternative 3 could result in potentially significant construction emissions impacts. All other impacts would be less than significant.

As described in the following paragraphs, each individual development constructed pursuant to Alternative 3 is anticipated to be below the construction screening size criterion determined by the BAAQMD to require a detailed construction air quality impact assessment; however, there are insufficient project-specific details at this point to determine if all projects would meet all BAAQMD construction screening criteria. In addition, individual construction projects would emit diesel particulate matter (DPM), a toxic air contaminant (TAC). The exposure of sensitive receptors near construction sites to DPM could have an adverse health risk impact if project construction activities were of sufficient intensity and duration to result in prolonged exposure to DPM emissions. Although unlikely, the potential for future development projects supported by the project to exceed BAAQMD project-level construction thresholds of significance is considered a potentially significant impact.

To ensure projects achieve consistency with the BAAQMD's construction screening criteria or, if consistency with the construction screening criteria cannot be demonstrated, the mitigation measures MM AIR-1 and AIR-2 (below) are recommended to be incorporated into future project development project approvals. MM AIR-1 would require future project development projects to implement the BAAQMD's Basic Construction Measures to control fugitive dust emissions generated during construction activities, and MM AIR-2 would require future projects that cannot meet BAAQMD construction screening criteria to prepare a detailed construction air quality impact assessment to ensure projects do not generate construction emissions that exceed BAAQMD construction thresholds or otherwise result in substantial pollutant concentrations that could pose adverse health risks to sensitive receptors. Therefore, this impact would be less than significant with mitigation.

2. **Sensitive Receptors**

Threshold: Would Alternative 3 expose sensitive receptors to substantial

pollutant concentrations?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: Although it is unlikely given the size of individual project sites (fewer than 114 single-family residences, 240 multifamily residences, or 277,000 square feet of noncommercial space), emissions associated with equipment used for construction of future project development activities could exceed project-level CEQA significance thresholds recommended by the Bay Area Air Quality Management District (BAAQMD). This is considered a potentially significant impact. Each individual development constructed pursuant to Alternative 3 is anticipated to be well below the operational screening size criterion determined by the BAAQMD (fewer than 325 single-family residences, 451 multifamily residences, or 42,000 square feet of noncommercial space) to require a detailed operational air quality impact assessment. This is considered a less than significant impact. Implementation of Alternative 3 would not cause or significantly contribute to carbon monoxide (CO) concentrations that exceed state or federal ambient air quality standards for CO, as the maximum number of vehicles moving through any study intersection (in this case, through the intersection of Kirker Pass Road and Clayton Boulevard during the PM peak hour) in a given hour in proximity of the Planning Area under the 2040 project conditions would be less than one fifth of the BAAQMD's threshold of 44,000 vehicles per hour that could result in a CO hotspot. This impact would be less than significant

> Although each individual development constructed pursuant to Alternative 3 is anticipated to be well below the construction screening size criterion determined by the to require a detailed construction air quality impact assessment, there are insufficient project-specific details at this point to determine if all projects would meet all BAAQMD construction screening criteria. To ensure projects achieve consistency with the BAAQMD's construction screening criteria or, if consistency with the construction screening criteria cannot be demonstrated, mitigation measures MM AIR-1 and MM AIR-2 are to be added as conditions of approval of future project development projects. MM AIR-1 would require future project development projects to implement the BAAQMD's Basic Construction Measures to control fugitive dust emissions generated during construction activities. MM AIR-2 would require future development projects that cannot meet construction screening criteria to prepare a detailed construction air quality impact assessment to: 1) estimate potential project construction emissions;

- 2) compare potential project construction emissions against BAAQMD project-level construction thresholds of significance; and 3) incorporate measures to reduce construction emission impacts to levels below the BAAQMD's construction thresholds of significance for criteria air pollutants and TACs. Therefore, this impact would be less than significant with the following mitigation:
 - MM AIR-1: Implement BAAQMD Basic Construction Mitigation Measures. The City shall require new project development projects to implement the BAAQMD's Basic Control Mitigation Measures to address fugitive dust emissions that would occur during earthmoving activities associated with project construction. These measures include:
 - All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.
 - 2. All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
 - 3. All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
 - 4. All vehicle speeds on unpaved roads shall be limited to 15 miles per hour.
 - 5. All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.
 - 6. Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.
 - 7. All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.
 - 8. Post a publicly visible sign with the telephone number and person to contact at the City regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Bay Area Air Quality Management District's phone number shall

also be visible to ensure compliance with applicable regulations.

MM AIR-2: Prepare Project-level Construction Emissions Assessment. The City shall require new projects requiring discretionary review to include a quantitative project-level construction criteria air pollutant and toxic air contaminant emissions analysis prior to the start of construction activities that shows project construction activities would not exceed BAAQMD project-level thresholds of significance. The analysis may rely on BAAQMD construction screening criteria to demonstrate that a detailed assessment of criteria air pollutant and toxic air contaminant construction emissions is not required for the project. If the project does not satisfy all BAAQMD construction screening criteria, the analysis shall estimate and compare construction criteria air pollutant and toxic air contaminant emissions against the project-level thresholds of significance maintained by the Bay Area Air Quality Management District (BAAQMD) and, if emissions are shown to be above BAAQMD thresholds, the implement measure to reduce emissions below BAAQMD thresholds. Mitigation measures to reduce emissions could include, but are not limited to:

- Watering exposes surfaces at a frequency adequate to maintain a minimum soil moisture content of 12 percent, as verified by moisture probe or lab sampling;
- Suspending excavation, grading, and/or demolition activities when average wind speeds exceed 20 miles per hour:
- Selection of specific construction equipment (e.g., specialized pieces of equipment with smaller engines or equipment that will be more efficient and reduce engine runtime);
- Installing wind breaks that have a maximum 50 percent air porosity;
- Restoring disturbed areas with vegetative ground cover as soon as possible;
- Limiting simultaneous ground-disturbing activities in the same area at any one time (e.g., excavation and grading);
- Scheduling/phasing activities to reduce the amount of disturbed surface area at any one time;
 Installing wheel washers to wash truck and equipment tires prior to leaving the site;
- Minimizing idling time of diesel-powered construction equipment to no more than 2 minutes or the shortest

- time interval permitted by manufacturer's specifications and specific working conditions;
- Requiring equipment to use alternative fuel sources (e.g., electric-powered and liquefied or compressed natural gas), meet cleaner emission standards (e.g., U.S. EPA Tier IV Final emissions standards for equipment greater than 50-horsepower), and/or utilizing added exhaust devices (e.g., Level 3 Diesel Particular Filter);
- Requiring that all construction equipment, diesel trucks, and generators be equipped with Best Available Control Technology for emission reductions of NOx and PM:
- Requiring all contractors use equipment that meets CARB's most recent certification standard for off-road heavy-duty diesel engines; and
- Applying coatings with a volatile organic compound (VOC) that exceeds the current regulatory requirements set forth in BAAQMD regulation 8, Rule 3 (Architectural Coatings).

It is noted that development pursuant to Alternative 3 could place new receptors in close proximity to stationary sources of emissions that pose an adverse health risks and hazards. These stationary sources of emissions include the existing Pacific Bell, CEMEX, and Hanson Aggregates facilities, which may generate carcinogenic and annual average particulate matter concentrations that could exceed BAAQMD individual project thresholds of significance. This placement of development near emissions sources would be inconsistent with draft Housing Element policies related to quality living environments (Goal 5, Policy 5.4) and sustainable housing practices (Goal 6, Policy 6.1 and Policy 6.4), and the Draft EIR suggests future development be subject to Condition of Approval COA Air-1 requiring evaluation of air quality risks to new development from existing permitted stationary sources within 1,000 feet of the project site.

B. <u>CULTURAL RESOURCES</u>

1. Archaeological Resources

Threshold: Would Alternative 3 cause a substantial adverse change in the

significance of an archaeological resource pursuant to State CEQA

Guidelines, section 15064.5?

<u>Finding</u>: Less than significant with mitigation. (Draft EIR)

Explanation: Prior to western settlement, areas within the Planning Area were occupied by Native Americans. The nearby Julpun saw what is now known as Mt. Diablo as the birthplace of the world, the Northern Miwok tribe saw it as a supernatural being, and the Central Miwok tribe included the mountain in their renewal ceremonies. According to Mission records, the Volvon tribe lived on the peak of Mt. Diablo. and held territory to the east along Marsh Creek, and in what is now the City of Clayton. The Chupcan tribe also held areas to the north of Mt. Diablo, where Clayton is today. Mt. Diablo and the surrounding area is also known to contain artifacts from the local Native American tribes, including mortar scars and obsidian arrows. The Planning Area is likely to contain artifacts from the Chupcan and Lisjan Tribes. and possibly other local tribes as well, particularly in the southern portion of the Planning Area closer to Mt. Diablo. Therefore, future development in the Planning Area, especially on vacant land, has a high probability of uncovering prehistoric (archaeological) resources. Neither the General Plan nor the Municipal Code contain any goals, objectives, or policies related to archaeological/Native American resources. For these reasons, Mitigation Measure CUL-1 is required to ensure that potential impacts to these resources are reduced to less than significant:

> **MM CUL-1:** Prior to the issuance of a grading permit, the grading plan shall include a requirement (via notation) indicating that if cultural resources, or human remains are encountered during site grading or other site work, all such work shall be halted immediately within 100 feet of the area of discovery and the contractor shall immediately notify the City of the discovery. In such case, the City, at the expense of the project applicant, shall retain the services of a qualified archaeologist and/or qualified tribal monitor for the purpose of recording, protecting, or curating the discovery as appropriate. The archaeologist and/or tribal monitor shall be required to submit to the City for review and approval a report of the findings and method of curation or protection of the resources. Further grading or site work within the vicinity of the discovery, as identified by the archaeologist and/or tribal monitor, shall not be allowed until the preceding steps have been taken.

2. **Human Remains**

Would Alternative 3 disturb any human remains, including those Threshold:

interred outside of dedicated cemeteries?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: There are no formal cemeteries within the Planning area. The nearest formal cemetery is Live Oak Cemetery in the City of Concord. However, Native Americans have occupied this region for thousands of years, and the Planning Area has been developed by European settlers since the mid 1800's. Therefore, it is possible that human remains could be discovered during excavation for development, especially on previously undisturbed sites, resulting in a potentially significant impact. State Health and Safety Code (HSC) section 7050.5 requires that, if human remains (or remains that may be human) are discovered on a project site during grading or earthmoving, the construction contractors, project archaeologist, and/or designated Native American Monitor shall immediately stop all activities within 100 feet of the find. The project proponent must then immediately inform the County Coroner and the City of the find. The coroner is permitted to examine the remains under HSC section 7050.5(b) to determine if the remains are those of a Native American. If human remains are determined as those of Native American origin, the applicant must comply with the state relating to the disposition of Native American burials that fall within the jurisdiction of the Native American Heritage Commission (NAHC) as outlined in PRC Section 5097. The coroner then contacts the NAHC to determine the Most Likely Descendant (MLD) who will conduct an inspection and make recommendations or preferences for treatment within 48 hours of being granted access to the site. The disposition of the remains is to be overseen by the MLD to determine the most appropriate means of treating the human remains and any associated grave artifacts, in consultation with the property owner and the lead agency (in this case, the City of Clayton). CEQA requires the City and any project developer, including the City if it is a public works project, to comply with the HSC Section 7050.5 and PRC 5097 if human remains are during excavation. These statutes require consideration of tribal resources, including Native American human remains, which may be present within the Planning Area. Mitigation Measure CUL-2 would ensure proper handling and removal of any potential buried human remains that could be uncovered as a result of development pursuant to Alternative 3. Compliance with state law regarding human remains, Native American consultation processes described above, as well as adherence to Mitigation Measures recommended herein, would ensure that potentially significant impacts related to buried human remains and tribal cultural resources would be less than significant.

> MM CUL-2: Pursuant to State Health and Safety Code Section 7050.5(c) and State Public Resources Code Section 5097.98, if human bone or bone of unknown origin is found during construction, all work shall stop within 100 feet of the vicinity of the find, and the Contra Costa County Coroner shall

be contacted immediately. If the remains are determined to be Native American, the Coroner shall notify the Native American Heritage Commission who shall notify the person believed to be the Most Likely Descendant (MLD). The MLD shall work with the contractor to develop a program for re-internment of the human remains and any associated artifacts. Additional work shall not take place in the immediate vicinity of the find. which shall be identified by the qualified archaeologist at the applicant's expense, until the preceding actions have been implemented.

C. **GEOLOGY AND SOILS**

1. Paleontological Resources

Would Alternative 3 directly or indirectly destroy a unique Threshold:

paleontological resource or site or unique geologic feature?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: The University of California Museum of Paleontology (UCMP) specimens database lists nearly 15,000 Middle Miocene to Late Pleistocene vertebrate records for Contra Costa County. The UCMP localities database includes 29 Miocene-Pleistocene sites within the Mt. Diablo Quadrangle map. In addition, there are over 2,000 known paleontological resources within Contra Costa County. According to soils maps, the Planning Area is underlain in some areas with soils of the Middle Miocene to Late Pleistocene type, which have the potential to yield significant paleontological resources and could be impacted by project-related excavations should they continue to depths beneath the Holocene deposits. Pleistocene vertebrate localities are also particularly abundant in the area. The Planning Area should therefore be considered moderately sensitive for undiscovered paleontological resources. As such, sub-surface construction activities in excess of 10 feet in depth such as grading and trenching could result in a significant impact to unknown paleontological resources, such as fossils from mammoths, sabertoothed cats, rodents, reptiles, and birds, if encountered. This would represent of potentially significant impact related to destruction of paleontological resources, and the following mitigation is required to reduce to less than significant the potential impacts to paleontological resources that may be discovered during project construction:

> **MM GEO-1:** In the event that fossils or fossil-bearing deposits are discovered during grading or construction of a development project, excavations within 50 feet of the find shall be temporarily halted until the discovery is examined by

a qualified paleontologist, in accordance with the applicable Society of Vertebrate Paleontology standards (Standard Procedures for the Assessment and Mitigation of adverse Impacts to Paleontological Resources, Society of Vertebrate Paleontology, 2010), and assessed for significance under CEQA. The applicant shall include a standard inadvertent discovery clause in every construction contract to inform contractors of this requirement. If the find is determined to be significant and if avoidance is not feasible, the paleontologist shall design and carry out a data recovery plan consistent with the Society of Vertebrate Paleontology standards.

D. HAZARDOUS AND HAZARDOUS MATERIALS

1. Wildland Fires

Threshold: Would Alternative 3 expose people or structures to a significant risk

of loss, injury or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are

intermixed with wildlands?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: Generally, the greatest potential for wildfire hazards occurs in areas adjacent to abundant natural vegetation. Except for the City of Concord to the northwest, all areas surrounding the City of Clayton are designated SRAs. Mt. Diablo and Black Diamonds Mine Regional Preserve are large open spaces that pose a potentially significant fire hazard. With an increase in the frequency and severity of wildfires and other hazards, the State has developed new requirements for evacuation planning as a result of passage of three recent laws: Senate Bill (SB) 99, Assembly Bill (AB) 747, and AB 1409. These bills focus on enhancing the ability for local jurisdictions to facilitate safe evacuation from outlying high fire risk areas. AB 747 and AB 1409 (Government Code Section 65302.15) require jurisdictions to identify evacuation routes and their capacity, safety, and viability under various emergency scenarios as well as identify evacuation locations in the jurisdiction's safety element. None of the housing inventory sites in Alternative 3 is located in a high fire hazard severity zone. However, Sites L and M are located in close proximity to high fire hazard severity areas. Housing that could be built in the City pursuant to Alternative 3 may be subject to significant wildfire risks, especially if those areas have inadequate evacuation routes. Mitigation Measure HAZ-1 is recommended to help reduce potential impacts to less than significant levels. Compliance with regulatory requirements, the recommended mitigation, and the Contra Costa County Fire Protection District's development review process for new development, would help minimize the potential for impacts related

to wildfire risks to people or structures. Therefore, with mitigation, Alternative 3 would not expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires.

MM HAZ-1: The City shall determine if it will prepare an update to its Local Hazard Mitigation Plan (LHMP) or cooperate with Contra Costa County in an update to its Emergency Operations Plan (EOP). This update must address the evacuation planning and coordination directives outlined in SB 99 and AB 747 as they apply to the City. The selected update shall address areas of the City or its Planning Area that have high fire risks and identify adequate evacuation routes with ongoing maintenance needs and operational and public education needs to support use of these routes during emergency conditions. The City shall decide which document update is most appropriate for the City within 90 days of adoption of the Housing Element Update.

E. NOISE

1. Noise Standards

Threshold: Would Alternative 3 result in the generation of a substantial

temporary increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: Implementation of Alternative 3 and the development of future housing sites would involve construction that would result in temporary noise generation, primarily from the use of heavy-duty construction equipment. Construction projects would be spread throughout the City; however, no two development projects would likely occur in close proximity contemporaneously. In addition, construction equipment would be spread throughout a work area and may not operate concurrently in the same area of the work site at the same time. Construction activities associated with potential development projects could include: staging, demolition, site preparation (e.g., land clearing), fine and mass grading, utility trenching, foundation work (e.g., excavation, pouring concrete pads, drilling for piers), material deliveries (requiring travel along City roads), building construction (e.g., framing, concrete pouring, welding), paving, coating application, and site finishing work. In general, these activities would involve the use of worker vehicles, delivery trucks, dump trucks, and heavy-duty construction equipment such as (but not limited to) backhoes, tractors, loaders, graders, excavators, rollers, cranes, material lifts, generators, and air compressors. Demolition, site preparation, and grading phases typically result in the highest temporary noise levels due to the use of heavy-duty equipment such as bulldozers, excavators, graders, loaders, scrapers, and trucks. As shown in Table 4.13-7 of the Draft EIR, the worst-case L_{eq} (equivalent) and L_{max} (maximum) noise levels associated with the operation of construction equipment are predicted to be approximately 82 and 85 dBA, respectively, at a distance of 50 feet from the equipment operating area. The concurrent operation of two or more pieces of construction equipment would result in noise levels of approximately 85 to 88 dBA at a distance of 50 feet from equipment operating areas. Typically, sustained construction noise levels of 80 to 85 dBA or higher would require the implementation of construction noise control practices such as staging area restrictions (e.g., siting staging areas away from sensitive receptors), equipment controls (e.g., covered engines and use of electrical hook-ups instead of generators), and/or the installation of temporary noise barriers of sufficient height, size (length or width), and density to achieve targeted noise reductions. Without mitigation, the future development of housing sites could result in construction activities that could temporarily increase ambient noise levels by 10 dB or more, which would be considered a doubling of loudness, or otherwise have the potential to annoy sensitive land uses. This is considered a potentially significant impact. Accordingly, Mitigation Measure NOI-1 is recommended to be incorporated into future development projects that could be supported by Alternative 3:

MM NOI-1: Reduce Potential Housing Site Development Construction Noise Levels. To reduce potential noise levels from construction activities pursuant to the HEU, the City shall require that future development projects subject to discretionary approval comply with the following:

- 1. Notify Residential and Commercial Land Uses of Planned Construction Activities. This notice shall be provided at least one week prior to the start of any construction activities, describe the noise control measures to be implemented by the Project, and include the name and phone number of the designated contact for the Applicant/project representative and the City of Clayton responsible for handling constructionrelated noise complaints (per Section 7). This notice shall be provided to:
 - a. The owner/occupants of residential dwelling units within 500 feet of construction work areas; and

- b. The owner/occupants of commercial buildings (including institutional buildings) within 100 feet of work areas or within 400 feet of construction work areas if pile driving equipment will be used.
- 2. Restrict Work Hours. Construction-related work activities, including material deliveries, shall be subject to the requirements of City Municipal Code Section 15.01.101. Construction activities, including deliveries, shall occur only during the hours of 7:00 a.m. to 5:00 p.m., Monday through Friday, unless otherwise authorized in writing by the City Engineer or designee or other project conditions of approval. If such authorization is granted, construction-related work activities shall still conform to the requirements of General Plan Policy 3b., which limits construction activities to the hours 7:00 a.m. to 5:30 p.m. on weekdays and 9:00 a.m. to 6:00 p.m. on weekends when adjacent neighbors are affected. applicant/project representative and/or its contractor shall post a sign at all entrances to the construction site informing contractors, subcontractors, construction workers, etc. of this requirement.
- 3. Control Construction Traffic and Site Access. Construction traffic, including soil and debris hauling, shall follow City-designated truck routes and shall avoid local roads in the City that contain residential dwelling units as much as possible unless an alternative route that provides access to the specific project location is not available.
- 4. Construction Equipment Selection, Use, and Noise Control Measures. The following measures shall apply to construction equipment used to develop housing sites:
 - a. Contractors shall use the smallest size equipment capable of safely completing work activities.
 - b. Construction staging shall occur as far away from residential and commercial land uses as possible.
 - c. All stationary noise-generating equipment such as pumps, compressors, and welding machines shall be shielded and located as far from sensitive receptor locations as practical. Shielding may consist of existing vacant structures or a three- or four-sided enclosure provide the structure/barrier breaks the line of sight between the equipment and the receptor and provides for proper ventilation and equipment operations.

- d. Heavy equipment engines shall be equipped with standard noise suppression devices such as mufflers, engine covers, and engine/mechanical isolators, mounts, etc. These devices shall be maintained in accordance with manufacturer's recommendations during active construction activities.
- e. Pneumatic tools shall include a noise suppression device on the compressed air exhaust.
- f. The applicant/project representative and/or their contractor shall connect to existing electrical service at the site to avoid the use of stationary power generators unless electrical service is not available or the electricity provider indicates service cannot be provided.
- g. No radios or other amplified sound devices shall be audible beyond the property line of the construction site.
- 5. Implement Construction Activity Noise Control Measures: The following measures shall apply to construction activities in the Plan Area:
 - a. Demolition: Activities shall be sequenced to take advantage of existing shielding/noise reduction provided by existing buildings or parts of buildings, and methods that minimize noise and vibration, such as sawing concrete blocks and prohibiting onsite hydraulic breakers, crushing, or other pulverization activities, shall be employed when activities occur adjacent to sensitive residential areas.
 - b. Demolition Site Preparation, Grading, and Foundation Work: During all demolition. preparation, grading, and structure foundation work activities within 500 feet of a residential dwelling unit or 400 feet of a commercial building (including institutional buildings), a 6-foot tall physical noise barrier shall be installed and maintained around the work site perimeter to the maximum extent feasible given site constraints and access requirements. Physical barriers shall consist of a solid material (i.e., free of openings or gaps other than weep holes) that has a minimum rated transmission loss value of 20 dB. The noise barrier may be removed following the completion of building foundation work (i.e., it is not necessary once framing and typical vertical building construction begins provided no

- other grading, foundation, etc. work is still occurring on-site).
- c. Pile Driving: If pile driving activities are required within 500 feet of a residential dwelling unit or 400 feet of a commercial building, the piles shall be predrilled with an auger to minimize pile driving equipment run times.
- 6. Prepare a Construction Noise Complaint Plan. The Construction Noise Complaint Plan shall: A) Identify the name and/or title and contact information (including phone number and email) for a designated project and City representative responsible for addressing construction-related noise issues: B) Includes procedures describing how the designated project representative will receive, respond, and resolve construction noise complaints; C) At a minimum, upon receipt of a noise complaint, the project representative shall notify the City contact, identify the noise source generating the complaint, determine the cause of the complaint, and take steps to resolve the complaint; D) The elements of the Construction Noise Complaint Plan may be included in the project-specific noise evaluation prepared to satisfy Section 7 or as a separate document.

F. TRIBAL CULTURAL RESOURCES

1. **Tribal Cultural Resources**

Threshold:

Would Alternative 3 cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is: (i) Listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources Code section 5020.1(k); or (ii) A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in Public Resources Code section 5024.1?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: Prior to European contact, the Planning Area was inhabited by

several Native American Tribes for many thousands of years. The nearby Julpun saw Mt. Diablo as the birthplace of the world, the

Northern Miwok tribe saw it as a supernatural being, and the Central Miwok tribe included the mountain in their renewal ceremonies. According to Mission records, the Volvon tribe lived on the peak of Mt. Diablo, and held territory to the east along Marsh Creek, and in what is now the City of Clayton. The Chupcan tribe also held areas to the north of Mt. Diablo, where Clayton is today. Mt. Diablo and the surrounding area is also known to contain artifacts from the local Native American tribes, including mortar scars and obsidian arrows. The Planning Area is likely to contain artifacts from the Chupcan Tribe, and possibly other local tribes as well, particularly in the southern portion of the Planning Area closer to Mt. Diablo. Therefore, future development in the Planning Area, especially on vacant land, has a high probability of uncovering prehistoric (archaeological) resources. Based on currently available information, there are no indications the Planning Area contains any specific identified tribal cultural resources and there is no landscape, sacred place, or object with cultural value to a California Native American tribe, and that is listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in PRC Section 5020.1(k). None of the housing inventory sites in Alternative 3 contains known resources of historic importance. However, given the long period of inhabitance of Native American Tribes in the area prior to European settlement, future development in the Planning Area, especially on vacant land, has a high probability of uncovering Native American historic and/or archaeological resources.

The General Plan Community Design Element contains goals, objectives and policies that support maintaining the rural and historical character of Clayton's neighborhoods and protecting historical structures and sites of historical significance. The City's existing Municipal Code also contains Historic Preservation Guidelines in CMC chapter 15.10 that facilitate implementation of these goals and policies. These goals and their attendant objectives and policies will help protect existing historical resources within Clayton as well as investigate potential new resources that should be classified as historical.

Neither the General Plan nor the Municipal Code contain any goals, objectives, policies or regulations specifically pertaining to archaeological/Native American resources. However, the City's established development review procedures require an assessment of archaeological resources for new development, especially in previously undisturbed areas. The development review process also often requires compliance with the established Native American consultation procedures of SB 18 and/or AB 52 prior to approval of a CEQA document. In addition, Section 7050.5 of the California

Health and Safety Code requires that, if human remains are discovered during grading or earthmoving, work must be halted and the coroner contacted to determine the MLD. If the MLD is Native American, tribal representatives will be contacted to consult on the appropriate disposition of the remains.

HSC Section 7050.5 requires that, if human remains are discovered during grading or earthmoving, work must be halted and the coroner contacted to determine the MLD. If the MLD is Native American, tribal representatives will be contacted to consult on the appropriate disposition of the remains. CEQA requires the City and any project developer, including the City if it is a public works project, to comply with state law if human remains are found during excavation. The presence of human remains of Native American origin on a particular development site may, but does not automatically, indicate the presence of important tribal resources. Mitigation Measures CUL-1 and CUL-2 (see section III.B, Cultural Resources, above) would impose requirements to halt work upon discovery of cultural resources or human remains and to retain a qualified archaeologist and/or qualified tribal monitor to evaluate the find. Compliance with state law regarding historic and archaeological resources, and implementation of Mitigation Measures, would ensure that Alternative 3 would not cause a substantial adverse change in the significance of a tribal cultural resource, as defined in Public Resources Code section 21074.

G. <u>UTILITIES AND SERVICE SYSTEMS</u>

1. Service System Facilities

<u>Threshold</u>: Would Alternative 3 require or result in the relocation or construction

of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause

significant environmental effects?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: Wastewater generated by land uses within Central Contra Costa

County is conveyed by the City (under contract to the City of Concord) via existing infrastructure to the CCCSD Treatment Plant for treatment and then discharged to surface waters or reused as recycled water. Alternative 3 would result in an estimated population increase of up to 2,630 persons in the Planning Area. Assuming an average future generation of 100 gallons of wastewater per person per day (from the CCCSD WMP), Alternative 3 would generate an additional 263,000 gallons of wastewater per day, or 0.26 mgd. This represents 0.5 percent of the estimated 54 mgd dry weather flow

capacity of the CCCSD Treatment Plant. The projected population increase estimated in the CCCSD WMP is similar to those of ABAG in their 2020 Plan Bay Area. Although those projections do not specifically take into account the population increase of 2,630 persons estimated by the Project for 2022-2030, it is unlikely the sewage demands of future development under Alternative 3 would exceed the capacity of the CCCSD Treatment Plant. Therefore, no significant short- or long-term impacts regarding wastewater service are expected that would result in the relocation or construction of new or expanded wastewater facilities, the construction or relocation of which could cause significant environmental effects.

The Contra Costa County Flood Control and Water Conservation District (CCCFCWCD or District) manages regional drainage plans throughout incorporated and unincorporated County areas. All stormwater drains into the San Francisco Bay via stormwater drainage systems and regional creeks and streams. The City is a co-permittee in Contra Costa County's NPDES MS4 Permit. The District's master planning for runoff management and storm drainage control is generally based on land use and growth projections for the areas within the County. The growth projections of Alternative 3 include development of currently vacant sites, which could incrementally increase the amount of impervious surfaces in the City. The County manages regional stormwater facilities, and its planning is based in part on regional population projections as well as the general plans of its served agencies including the City of Clayton. Based on the County's master planning and the City's proposed policies to reduce future offsite runoff, potential impacts related to stormwater conveyance would be less than significant. Therefore, Alternative 3 would not have significant short- or long-term impacts regarding stormwater collection and disposal service and with payment of fees to the local drainage district, and would not result in the relocation or construction of new or expanded drainage facilities, the construction or relocation of which could cause significant environmental effects.

Electrical and gas services to the Planning Area are provided by Pacific Gas and Electric (PG&E) while telecommunication services are provided by AT&T, Comcast, and cable service providers including DirectTV and Dish. Each of these companies has its own master planning process in terms of regional and local electrical lines, gas pipelines, and telecommunications cables or towers. The various companies that provide energy and telecommunication services to the City regularly review and update their service networks based on population and land use changes. The growth projections of the Project are similar to those of the adopted 2020 Plan Bay Area by ABAG so the City growth would have only

incremental impacts on electrical, natural gas, or telecommunications services in the Planning Area. The Community Facilities Element of the existing General Plan contains Goal 1 which requires the City to provide efficient plans to maintain and expand existing utility infrastructure as needed. Alternative 3 deals exclusively with housing but does contain Goal 6 to incorporate sustainability practices into housing, and Policy 6.3 (Energy Efficient Retrofits) promotes home retrofits that reduce consumption of energy resources. There are no other goals or policies that deal with energy or telecommunications systems. These various goals and policies would help maintain and enhance energy communications systems services to the City in the future. Therefore, Alternative 3 would have less than significant impacts in regard to those services.

CCWD provides treated water services to the majority of central and northeastern Contra Costa County, including the City of Clayton. Water in the service area is primarily drawn from the Sacramento-San Joaquin Delta, which originates in the Sierra Nevada mountains and flows through the Sacramento and San Joaquin rivers into the Sacramento Delta. With an estimated population increase of up to 2.630 persons in the Planning Area, and assuming an average future consumption of 150 gallons of water per person per day based on CCWD's Urban Water Master Plan (UWMP), the Project would generate a need for an additional 394,500 gallons of water per day or 441 AFY. Table 4.19-2 of the Draft EIR demonstrates that the projected water supplies of the CCWD under normal or average nondrought conditions, or even during one year of drought, will be sufficient to serve the City's projected population (i.e., surplus of water supply over demand). However, worst case conditions (i.e., multiple drought conditions for up to 5 years) would result in a cumulative deficit of water supplies to demand starting sometime after 2025 but definitely projected by 2030. According to ABAG, the City and Bay Area, along with the entire state, have already experienced 5 years of drought conditions (since 2017) which are expected to continue in the near future. The projected population increase estimated in the CCWD UWMP is only 530 persons from 2025 to 2045, so it does not account for the 2,630 persons estimated to be added to the population by Alternative 3 for the same period. In addition, the UWMP shows a cumulative deficit of water demand over supply after 2030 under the multi-dry year 5 conditions. Since the Bay Area is already experiencing that level of drought, the EIR conservatively concludes conclude that water supply impacts of Alternative 3 are potentially significant if "multiple dry year" conditions continue beyond 2030. Therefore, Mitigation Measure UTL-1 is recommended to help assure that potential impacts related to water service in the future (i.e., beyond 2030) are reduced to less

than significant levels.

While Alternative 3 impacts to wastewater, stormwater, and energy and telecommunications infrastructure would be less than significant, impacts to water supply and infrastructure would be potentially significant. However, with the following mitigation, no significant short- or long-term impacts regarding water service are expected that would result in the relocation or construction of new or expanded water facilities over the life of Alternative 3 (2031), the construction or relocation of which could cause significant environmental effects.

MM UTL-1: Water Demand Management. Prior to receiving entitlements for new residential development under the Housing Element Update, project applicants must contact the CCWD and obtain confirmation that adequate water service can be provided and adequate water supplies are available consistent with their latest Urban Water Management Plan. If the CCWD indicates it cannot guarantee water supplies for the new development, or the project involves an increase over planned development (i.e., General Plan Amendment or Rezoning) to a use or uses that would consume more water than under the current General Plan and zoning, then the development must implement one or more of the following water conservation measures to the degree necessary to achieve the level of water use that would have occurred under the current General Plan and/or zoning designation(s):

- Install appliances and plumbing that exceed current State Green Building Code water conservation requirements (i.e., those "current" at the time of application). Examples include but are not limited to low or dual flush toilets, composting toilets, high efficiency washing machines, shower timers, low-flow faucet and shower aerators, insulate water pipes, etc.;
- Prohibit installation of a swimming pool or allow only a spa:
- Prohibit installation of water-consuming landscape features (fountains, ponds, etc.);
- Prohibit installation of turf and promote individual gardens;
- Install all hardscape or all xeriscape (drought-tolerant) plants;
- Install only highly efficient drip irrigation systems do not allow installation of any overhead sprayers or aerial sprinkler systems;
- Install rain barrels or other rain storage systems to reduce demand on domestic water needed for landscaping;

- Evaluate feasibility of installing grey water collection and recycling system, and install the system if feasible; and
- For a General Plan Amendment or Rezoning, the project must demonstrate that it would exceed state and/or regional water conservation requirements sufficient to achieve water use that would have occurred under the existing land use and zoning designations.

Projects are not limited to this list but can recommend additional improvements or systems as appropriate to maximize water conservation. A project must identify the water conservation measures to be implemented with the project prior to entitlement and must demonstrate full compliance with this measure, including installation of specified improvements, prior to receiving a certificate of occupancy. This measure shall be implemented to the satisfaction of the City Planning Department.

2. Water Supplies

Threshold: Would Alternative 3 have sufficient water supplies available to serve

the project and reasonably foreseeable future development during

normal, dry and multiple dry years?

Finding: Less than significant. (Draft EIR)

Explanation: As described above, with an estimated population increase of up to 2,630 persons in the Planning Area, and assuming an average future consumption of 150 gallons of water per person per day based on CCWD's UWMP, the Project would generate a need for an additional 394,500 gallons of water per day or 441 AFY. Table 4.19-2 of the Draft EIR demonstrates that the projected water supplies of the CCWD under normal or average non-drought conditions, or even during one year of drought, will be sufficient to serve the City's projected population (i.e., surplus of water supply over demand). However, worst case conditions (i.e., multiple drought conditions for up to 5 years) would result in a cumulative deficit of water supplies to demand starting sometime after 2025 but definitely projected by 2030. According to ABAG, the City and Bay Area, along with the entire state, have already experienced 5 years of drought conditions (since 2017) which are expected to continue in the near future. The projected population increase estimated in the CCWD UWMP is only 530 persons from 2025 to 2045, so it does not account for the 2,630 persons estimated to be added to the population by Alternative 3 for the same period. In addition, the UWMP shows a cumulative deficit of water demand over supply after 2030 under the multi-dry year 5

conditions. Since the Bay Area is already experiencing that level of drought, the EIR conservatively concludes conclude that water supply impacts of the Project are potentially significant if "multiple dry year" conditions continue beyond 2030. Therefore, Mitigation Measure UTL-1 is recommended to help assure that potential impacts related to water service in the future (i.e., beyond 2030) are reduced to less than significant levels.

Н. **WILDFIRE**

1. **Pollutant Concentrations**

Threshold: Due to slope, prevailing winds, and other factors, would Alternative

> 3 exacerbate wildfire risks, and thereby expose project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of

wildfire?

Finding: Less than significant with mitigation. (Draft EIR)

Explanation: The greatest potential for wildfire hazards occurs in areas adjacent to abundant natural vegetation. As previously stated, Clayton is served by the CCCFPD. The City collects DIFs for fire protection services, and the CCCFPD has requirements and recommendations for new development, including installation and maintenance of water supply systems for fire protection with flows equal or greater than those require by Fire District standards and guidelines (California Fire Code 2019; CCCFPD Ordinance No. 2019-37, Section 105.7). Hydrant spacing is required in accordance with CCCFPD standards and guidelines. Every new building in Clayton must be accessible to fire apparatus by means of streets or roads meeting or exceeding CCCFPD standards and guidelines related to driving surface widths, curve radii, grade changes, load support, and turnarounds. Access gates and fire roads must be provided for fire apparatus to reach open space area at locations specified by the CCCFPD. A plan to be approved by the CCCFPD for the perpetual control and abatement of hazardous weeds, grass, and brush in all open space areas must be submitted by project applicants, and may include disked firebreaks, cattle grazing, and/or fire-resistant planting. Travel time and distance demands for responding fire companies cannot be completely resolved by station establishment or relocations. Accordingly, CCCFPD fire flow delivery capabilities are limited to less than standard. To compensate for these limitations, compliance with the following additional standards is required pursuant to the Fire Code: all buildings in an area requiring a minimum fire flow in excess of 1,000 gallons per minute (gpm), or located in an area requiring a minimum fire flow in excess of 1,000 gpm, shall have a fire retardant roof covering as specified by the

CCCFPD; and all buildings requiring a minimum fire flow in excess of 1,500 gpm shall have automatic fire extinguishing systems specified and approved by the Fire District. Finally, the CCCFPD requires plans showing compliance with all the above measures to be submitted and approved by the CCCFPD prior to the commencement of any construction.

Alternative 3 would not directly approve any development projects within any fire hazard severity zone. However, as shown in Exhibit 4.20-2 (Preliminary 6th Cycle Sites Wildfire Overlay) of the Draft EIR, housing sites L and M are located proximate to high fire hazard severity zones within State Responsibility Areas. Housing that could be built in the City pursuant to Alternative 3 may be subject to significant wildfire risks especially if those areas have inadequate evacuation routes. This is considered a potentially significant impact for which Mitigation Measure HAZ-1 is recommended to help reduce potential impacts to less than significant levels. Mitigation Measure HAZ-1 requires the City to determine whether it will prepare an update to its Local Hazard Mitigation Plan (LHMP) or cooperate with Contra Costa County in an update to its Emergency Operations Plan (EOP). HAZ-1 requires this update to address the evacuation planning and coordination directives outlined in SB 99 and AB 747 as they apply to the City. The selected update is required to address areas of the City or its Planning Area that have high fire risks and identify adequate evacuation routes with ongoing maintenance needs and operational and public education needs to support use of these routes during emergency conditions. HAZ-1 requires the City to decide which document update is most appropriate for the City within 90 days of adoption of the Housing Element update. Mitigation Measure HAZ-1, compliance with CCCFPD's development review process for new development, and continued implementation of General Plan goals, objectives, and policies would help minimize wildfire risks. Therefore, Alternative 3 would result in less than significant impacts related to exposure of persons to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire would be less than significant.

SECTION IV. IMPACTS THAN CANNOT BE FULLY MITIGATED TO A LESS THAN SIGNIFICANT LEVEL

The City Council hereby finds that, despite the incorporation of Mitigation Measures identified in the EIR and in these Findings, the following environmental impacts cannot be fully mitigated to a less than significant level and a Statement of Overriding Considerations is therefore included herein:

A. **GREENHOUSE GAS EMISSIONS**

1. **Emissions Generation**

Would Alternative 3 generate greenhouse gas emissions, either Threshold:

directly or indirectly, that may have a significant impact on the

environment?

Significant and Unavoidable. (Draft EIR) Finding:

Explanation: As described in section 4.8 and Chapter 5 of the Draft EIR, Alternative 3 would result in 2040 greenhouse gas (GHG) emissions that do not meet the State's 2030 GHG reduction or 2045 carbon neutrality goals. The implementation of Alternative 3 could also result in GHG emissions that interfere with the California Air Resources Board 2017 Scoping Plan and impede the ability to meet regional transportation GHG reduction goals established by ABAG/MTC (Metropolitan Transportation Commission) under Plan Bay Area 2050. This is considered a potentially significant impact. To reduce GHG emissions associated with implementation of Alternative 3, Measures GHG-1 to GHG-5 and VMT-1 Mitigation recommended to be incorporated into future housing site development projects.

> **MM GHG-1:** Prohibit Natural Gas Plumbing and Appliances in New Housing Sites. The City shall prohibit natural gas plumbing and the use of natural gas appliances such as cook tops, water heaters, and space heaters in all new housing site developments. Upon request by the project developer, exceptions to this prohibition may be allowed in the following instances:

- Accessory dwelling units constructed on a parcel with an existing residential building with gas infrastructure.
- Newly constructed buildings with a valid planning entitlement or other effective development agreement approved prior to the date of certification of this EIR.
- It can be demonstrated there is no commercially available technology capable of meeting the specific appliance or building system application.

Projects subject to the above exceptions shall provide the necessary infrastructure to support future electrification of appliances and building systems. This prohibition on natural gas plumbing and natural gas appliances shall cease if and when the City adopts a ZNE ordinance per Mitigation Measure GHG-2.

MM GHG-2: Consider Adoption of a Zero Net Energy Ordinance. Within one year of the adoption of the HEU, the

City shall complete an evaluation on the feasibility of adopting an ordinance that amends the City's Municipal Code to require all new residential and/or non-residential development subject to Title 24, Part 6 of the California Building Code to achieve Zero Net Energy (ZNE) standards. If the City finds ZNE technology, programs, and/or other strategies are feasible and cost-effective, the City shall adopt a ZNE ordinance as expeditiously as possible given City resources. As defined by the California Energy Commission (CEC), ZNE standards require the value of the net energy produced by project renewable energy resources to equal the value of the energy consumed annually by the project, using the CEC's Time Dependent Valuation.18 In the event the City adopts a ZNE ordinance, Mitigation Measure GHG-2 would no longer apply to housing site projects in the City.

MM GHG-3: Residential Electric Vehicle and Bicycle Parking Requirements. The City shall require new residential housing sites to comply with the Tier 2 electric vehicle charging and bicycle parking requirements in the latest edition of the California Green Building Standards Code (CalGreen) in effect at the time the building permit application is submitted to the City. Currently, the 2019 CalGreen code, Section A4.106.8, Electric Vehicle Charging for New Construction, and Section A4.106.9, Bicycle Parking, require the following measures to facilitate the future installation and use of electric vehicle chargers and bicycle travel:

- New one and two-family dwellings and townhouses with attached private garages include a dedicated 208/240-volt branch circuit rated at 40 amperes minimum.
- New multi-family dwellings provide 20 percent of the total number of parking spaces on a building site be electric vehicle charging spaces capable of supporting future electric vehicle supply equipment.
- New multi-family buildings provide on-site bicycle parking for at least one bicycle per every two dwelling units, with acceptable parking facilities conveniently reached from the street.

MM GHG-4: Non-Residential Electric Vehicle and Bicycle Parking Requirements. The City shall require new commercial development included as part of mixed-use housing sites to comply with the Tier 2 bicycle accommodations, clean air vehicle parking, and electric vehicle charging requirements in the latest edition of the California Green Building Standards

Code (CalGreen) in effect at the time the building permit application is submitted to the City. Currently, the 2019 CalGreen code, Section A5.106.4.3, Changing Rooms, Section A5.106.5.1, Designated Parking for Clean Air Vehicles, and Section A5.106.5.3, Electric Vehicle Charging, require the following measures to facilitate bicycle travel, clean air vehicles, and the future installation and use of electric vehicle chargers:

- Non-residential buildings with more than 10 tenantoccupants provide changing/shower facilities for tenant-occupants in accordance with Table A5.106.4.3 of the CalGreen code.
- Non-residential development involving the installation, addition, or alteration of 10 or more vehicular parking spaces provide designated parking for any combination of low-emitting, fuel-efficient, and carpool/van pool vehicles pursuant to Table A5.106.5.1.2 of the CalGreen code.
- Non-residential development shall provide electric vehicle charging spaces capable of supporting electric vehicle supply equipment pursuant to Table A5.106.5.3.2 of the CalGreen code.

MM GHG-5: Require a Project-level Greenhouse Gas Emissions Assessment for Housing Site Projects. The City shall require development projects that are determined not to be categorically exempt from CEQA, and that require the quantitative VMT assessment required by Mitigation Measure VMT-1, to submit a project-level greenhouse gas (GHG) emissions analysis. The GHG emissions analysis shall evaluate the project's consistency with adopted state-wide GHG emissions reduction goals using the latest guidance and recommendations from the Bay Area Air Quality Management District, or another accepted methodology. If the project's GHG emissions could interfere with state-wide GHG emission reduction goals, mitigation shall be identified and implemented to reduce emissions. Mitigation measures to reduce GHG emissions could include, but are not limited to:

- Increasing the energy efficiency of the proposed building(s) (e.g., identifying building practices that go beyond CalGreen Code standards, identifying specific energy efficient appliances, etc.);
- Incorporating on-site renewable energy generation into project-design;
- Reducing the quantity of parking provided by the

proposed development;

- Reducing indoor and outdoor potable water consumption; and
- Increasing solid waste diversion rates

It is not possible at this time to quantify the GHG emissions reductions that could be realized through the implementation of Mitigation Measures GHG-1 to GHG-5 and VMT-1 for several reasons. First, it is unknown how many projects would be actually subject to Mitigation Measures GHG-1 to GHG-5 and VMT-1. Second, it is uncertain at this time if the zero net energy provisions called out in Mitigation Measure GHG-2 would be adopted by the City. In addition, the specific GHG emissions reduction measures associated with Mitigation Measures GHG-1 through GHG-4 would be dependent on factors that are not known at this time, including the number of projects subject to review, building types/intensities, and each individual project's specific site and trip generation characteristics. Finally, although Mitigation Measure GHG-5 would require a project-level evaluation for future discretionary projects proposed under implementation of Alternative 3, it cannot be assured at this time that every single one of those projects would be able to mitigate their emissions in line with State-wide goals. Since the GHG emissions associated with the implementation of Alternative 3 would not meet State GHG reduction goals and could conflict with plans adopted for the purposes of reducing GHG emissions (e.g., 2017 Scoping Plan), and since the GHG reductions attributable to Mitigation Measures GHG-1 to GHG-5 cannot be definitively assessed at this time, this impact would be significant and unavoidable.

2. Emission Reduction Plans

Threshold: Would Alternative 3 conflict with an applicable plan, policy or

regulation adopted for the purpose of reducing the emission of

Measures GHG-1 to GHG-5 and VMT-1 are recommended to be

greenhouse gases?

Finding: Significant and Unavoidable. (Draft EIR)

Explanation: As described in section 4.8 of the Draft EIR, Alternative 3 would result in 2040 GHG emissions that do not meet the State's 2030 GHG reduction or 2045 carbon neutrality goals. The implementation of Alternative 3 could also result in GHG emissions that interfere with the California Air Resources Board 2017 Scoping Plan and impede the ability to meet regional transportation GHG reduction goals established by ABAG/MTC under Plan Bay Area 2050. This is considered a potentially significant impact. To reduce GHG emissions associated with implementation of Alternative 3. Mitigation

incorporated into future housing site development projects. However, since the GHG emissions associated with the implementation of Alternative 3 would not meet State GHG reduction goals and could conflict with plans adopted for the purposes of reducing GHG emissions (e.g., 2017 Scoping Plan), and since the GHG reductions attributable to Mitigation Measures GHG-1 to GHG-5 cannot be definitively assessed at this time, this impact would be significant and unavoidable.

B. TRANSPORTATION

1. Vehicle Miles Traveled (VMT)

<u>Threshold</u>: Would Alternative 3 conflict or be inconsistent with CEQA Guidelines

sections 15064.3, subdivision (b)?

<u>Finding</u>: Significant and Unavoidable. (Draft EIR)

Explanation: The Contra Costa Countywide Travel Demand Model (Contra Costa

Transportation Authority [CCTA] Model) was used to generate VMT estimates for the proposed land use amendments. The CCTA Model allows analysts to forecast regional travel behavior as a function of local land use development decisions, transportation network infrastructure planning, and land use and network policies. The CCTA Model reflects data included in Plan Bay Area 2040, the Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS) that was recently replaced with adoption of Plan Bay Area 2050 by the MTC and ABAG. CCTA has prepared a memorandum documenting the CCTA Model's consistency with Plan Bay Area 2040, and the model is currently the best available tool for analysis of VMT impacts. Residential projects are evaluated based on the home-based VMT per resident VMT metric, where homebased VMT is defined as all home-based automobile vehicle trips traced back to the residence of the trip-maker. Non-home-based trips are excluded. This VMT includes the entire length of the trip. This home-based VMT is then divided by the number of residents to calculate home-based VMT per resident. Based on the data output from the model:

- The City of Clayton VMT per resident of 24.0 miles-per-resident is higher than the Countywide VMT per resident of 17.3 milesper-resident in the 2020 baseline, and is projected to be so in the 2040 scenario as well.
- Home-based VMT per resident in the County as a whole, and in the City of Clayton, is projected to decline between 2020 and 2040.

 Home-based VMT per resident with the Project is projected to be higher than 85 percent of the baseline Citywide, in both 2020 and 2040.

These results suggest that Alternative 3's impact with respect to home-based VMT would be potentially significant. Additionally, individual development proposals under Alternative 3 that do not screen out of further analysis due to small size or location proximate to quality transit, may exceed the VMT criteria on a case-by-case basis. Therefore, projects that do not screen out will require a project-specific VMT analysis, and results of that analysis may exceed the VMT criteria. For these reasons, the impact is considered potentially significant, requiring mitigation.

VMT-1: Implement the following VMT Reduction Measures:

- Individual housing project development proposals that do not screen out from VMT impact analysis shall provide a quantitative VMT analysis using the methods applied in this EIR, with modifications if appropriate based on future changes to City of Clayton practices and CCTA VMT analysis methodology guidelines. Projects which result in a significant impact shall include travel demand management measures and physical measures to reduce VMT, including, but not limited to. the measures below, which have been identified as potentially VMT reducing in the California Air Pollution Control Officers Association (CAPCOA) Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity (December 2021). Project developers may substitute any of the measures listed below with one or more alternative measures; provided, that any substitute measures would reduce GHG from VMT in an amount that is equal to or greater than the reduction achieved by the measure being replaced, and the amount of the reduction is supported by evidence. Potential VMT reduction estimates are included below, but detailed requirements, calculation steps, and limitations are described in the CAPCOA Handbook. In addition, application of one or more of the measures below is generally expected to result in a net VMT reduction of 10 percent or less for development projects in suburban settings such as Clayton:
 - Unbundle parking costs (i.e., sell or lease parking separately from the housing unit). Effectiveness: up

- to 15.7 percent reduction in GHG from VMT per the CAPCOA Handbook.
- Provide car-sharing, bike sharing, or scooter sharing programs. Effectiveness: 0.15 – 0.18 percent reduction in GHG from VMT for car share, 0.02 – 0.06 percent for bike share, and 0.07 percent for scooter share, per the CAPCOA Handbook. The higher car share and bike share values are for electric car and bike share programs.
- Subsidize transit passes for residents of affordable housing. Effectiveness: up to 5.5 percent reduction in GHG from VMT per the CAPCOA Handbook.

Should a VMT mitigation fee program, bank or exchange program be implemented in the future, developers of individual development projects built pursuant to Alternative 3 could potentially pay into a fee program or purchase mitigation credits to achieve needed VMT mitigation instead of, or in addition to, onsite transportation demand management measures. However, because such a program does not exist at this time, and the effectiveness of the above measures in reducing an individual project's VMT impact to a less than significant level cannot be determined in this analysis, the impact for projects that do not screen out from VMT impact analysis would conservatively remain significant and unavoidable with mitigation.

SECTION V. CUMULATIVE IMPACTS

Regarding Alternative 3's potential to result in cumulative impacts, the City hereby finds as follows:

A. <u>AESTHETICS</u>

Alternative 3 would not contribute to significant adverse cumulative impacts on aesthetics. Construction and operation residential development on potential housing sites identified in the Housing Element Update would occur at locations inside the City of Clayton municipal boundary that are either already developed or are vacant properties in developed areas. Future projects would be subject to the City's zoning standards that include regulations pertaining to permitted uses, minimum lot dimensions, and maximum building height. Given the location of potential development and the regulations to which such development would be subject, Alternative 3 would not entail a significant visual change such that the existing visual character and surroundings would be substantially degraded, and therefore, Alternative 3 would not contribute to cumulative impacts with respect to scenic vistas or degradation of visual character. Since the Planning Area is not visible from an eligible or officially designated State scenic highway, development within the Planning Area would not contribute to a potentially significant cumulative aesthetic impact to a scenic highway. Future residential development pursuant to

Alternative 3 would not damage or alter locally-designated scenic routes including Clayton Road, Oakhurst Drive/Concord Boulevard, and Marsh Creek Road, as future residential development would be similar in design to existing residential development along these routes; would be subject to the City's development review process; and would be subject to General Plan goals and policies designed to protect these scenic routes. As such, potential cumulative impacts of Alternative 3 with regard to locally-designated scenic routes would be less than significant. Lighting and building materials associated with cumulative development would be subject to review and approval by the City of Clayton. If detailed information regarding proposed lighting and building materials is not known during preparation of necessary environmental documentation for cumulative projects, then the adoption of applicant-proposed measures or mitigation measures would be required by the City to ensure that lighting and glare impacts are less than significant. Therefore, cumulative light and glare impacts of Alternative 3 would be less than significant.

B. <u>AGRICULTURE AND FORESTRY RESOURCES</u>

Alternative 3 would have no impacts on agriculture and forestry resources and therefore, would contribute to a significant adverse cumulative impact. None of the housing inventory sites in Alternative 3 are subject to Williamson Act Contracts. Site I of the housing inventory sites is zoned (A) Agricultural; however, Site I is no longer used for farming or grazing activities. There are no other areas within the corporate City boundaries that are zoned for agricultural or forestry use, and none of the other housing inventory sites in Alternative 3 City are zoned for agricultural or forestry use. Alternative 3 would not result in impacts related to agricultural resources, Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, Williamson Act contracts, forest lands, timberland, or Timberland Production areas. Because Alternative 3 would not impact agricultural uses, Farmland, Williamson Act contracts, forest lands, timberland, or Timberland Production areas, Alternative 3 would not contribute to a cumulative significant impact related to agriculture and forestry resources.

C. AIR QUALITY

With mitigation, Alternative 3 would not contribute to a significant adverse cumulative air quality impact. As noted in sections II.C.1 and II.C 2, above, Alternative 3 would not occur in an area that is currently disadvantaged or disproportionately affected by adverse air quality. The City is not located in or adjacent to a disadvantaged community, nor does it propose land uses that would generate long-term, stationary sources of emissions that could promote disparities in health risks. Alternative 3 does not directly authorize any new, major land uses identified in the BAAQMD's CEQA Air Quality Guidelines as a source of potential odors (e.g., wastewater treatment plant). However, as described in section 4.3.1 of the Draft EIR and summarized in section III.A.1 above, the San Francisco Bay Area Air Basin is designated nonattainment for federal ozone, state ozone, state PM₁₀, federal PM_{2.5}, and state PM_{2.5} standards. The BAAQMD, in developing its CEQA significance thresholds, considered the emission levels at which a project's

individual emissions would be cumulatively considerable. As described under Impact AIR-2 of the Draft EIR and in section III.A.1 above, each individual development constructed pursuant to Alternative 3 is anticipated to be well below the construction screening size criterion determined by the BAAQMD to require a detailed construction air quality impact assessment; however, there are insufficient project-specific details at this point to determine if all projects would meet all BAAQMD construction screening criteria. In addition, individual construction projects would emit DPM, a TAC. The exposure of sensitive receptors near construction sites to DPM could have an adverse health risk impact if project construction activities were of sufficient intensity and duration to result in prolonged exposure to DPM emissions. Although unlikely, the potential for future development supported by Alternative 3 to exceed BAAQMD project-level construction thresholds of significance is a potentially significant impact.

To ensure projects achieve consistency with the BAAQMD's construction screening criteria or, if consistency with the construction screening criteria cannot be demonstrated, the mitigation measures MM AIR-1 and AIR-2 (above) are recommended to be incorporated into future project development project approvals. MM AIR-1 would require future development projects to implement the BAAQMD's Basic Construction Measures to control fugitive dust emissions generated during construction activities, and MM AIR-2 would require future projects that cannot meet BAAQMD construction screening criteria to prepare a detailed construction air quality impact assessment to ensure projects do not generate construction emissions that exceed BAAQMD construction thresholds or otherwise result in substantial pollutant concentrations that could pose adverse health risks to sensitive receptors. Therefore, while implementation of Alternative 3 would not result in individually or cumulatively considerable impacts pertaining to disparities in health risks or generation of bothersome odors. Alternative 3 would contribute to regional air emissions as a result of construction. However, with implementation of the mitigation measures identified (MM AIR-1 and MM AIR-2), Alternative 3's contribution to the cumulative regional impact would be de minimis.

D. <u>BIOLOGICAL RESOURCES</u>

Alternative 3 would not contribute to substantial adverse cumulative impacts to biological resources, as the housing inventory sites in Alternative 3 are primarily in developed areas of the City that are within and have biological resources permitting coverage under the ECCC HCP/NCP. The ECCC HCP/NCCP requires submission and approval of an HCP/NCCP application, including implementing planning and/or preconstruction biological surveys on a project-level basis and payment of Habitat Conservation Plan Implementation Fees (CMC section 15.55.060(c)) to offset potential project impacts, including potential cumulative impacts. It is expected that no additional mitigation for each future development project would be needed, and potential impacts caused by the proposed General Plan and zoning updates are less than significant, assuming appropriate implementation of the ECCC HCP/NCCP is conducted on a project-level basis for future entitlement requests, in accordance with CMC chapter 16.55.

E. <u>CULTURAL RESOURCES</u>

Alternative 3 would not contribute to substantial adverse cumulative impacts to cultural resources. The General Plan Community Design Element contains goals, objectives and policies intended to maintain the rural and historical character of Clayton's neighborhoods and protect historical structures and sites of historical significance. These goals and their attendant objectives and policies will help protect existing historical resources within Clayton as well as investigate potential new resources that should be classified as historical. The City's existing Municipal Code also contains Historic Preservation Guidelines that implement these goals and policies. Consistent with federal and state laws, the General Plans of the surrounding jurisdictions have similar goals and policies to protect cultural resources within their boundaries, as well. In addition, state law requires the City and surrounding jurisdictions to notify Native American representatives if tribal human remains are discovered. Finally, Mitigation Measures have been incorporated to ensure that impacts to archaeological and Native American resources are reduced to less than significant. For these reasons, potential cumulative impacts to cultural resources would be less than significant, and future development in the City of Clayton under Alternative 3 would not make a significant contribution to any cumulative regional impacts on cultural resources.

F. ENERGY

Alternative 3 would not contribute to substantial adverse cumulative impacts to energy resources. Implementation of Alternative 3 would increase the demand for electricity and natural gas within the City and gasoline consumption in the region during construction and operation of new land use developments. However, construction of individual developments pursuant to Alternative 3 would be temporary and would have a negligible contribution to the overall energy consumption in the City. Additionally, construction activity and operation of construction vehicles and equipment would be State regulations such as Low Carbon Fuel Standards would reduce the carbon intensity of transportation-related fuels, and all construction projects would be required to comply with the California Air Resources Board's Airborne Toxic Control Measures, which restrict heavy-duty diesel vehicle idling to 5 minutes. Development facilitated under Alternative 3 would increase consumption of electricity, natural gas and petroleum products multiple uses, including, but not limited to: building heating and cooling, lighting, appliance and electronics use, and transportation. However, while the overall consumption of electricity, natural gas and petroleum products would increase with Alternative 3, per capita consumption would decrease as development constructed pursuant to Alternative 3 would: 1) be increasingly energy-efficient due to overall increases in efficiency of vehicles mileage rates (including expansion of the nonpetroluem vehicle fleet), as well as, appliances and building systems installed in new development; 2) include an increase in higher density residential units, which are smaller in size and generally use less natural gas and electricity for space conditioning, lighting and other purposes; 3) be required to comply with statewide mandatory energy and electricity reduction requirements outlined CALGreen Code. The City would therefore achieve greater efficiency in energy

consumption with the implementation of Alternative 3 than without Alternative 3. Therefore, Alternative 3 would not result in the unnecessary, inefficient, or wasteful use of energy resources; would not conflict with or obstruct a state or local plan for increasing renewable energy or energy efficiency; and would not contribute to a potentially significant cumulative impact to energy resources.

G. **GEOLOGY AND SOILS**

Alternative 3 would not contribute to substantial adverse cumulative impacts pertaining to geology and soils. The City of Clayton and its Planning Area contain a variety of geologic, seismic, and soil constraints, including the Greenville and Concord-Green Valley faults; landslide zones in eastern and southern portions of the Planning Area; liquefaction potential along creeks and creek tributaries in the City; and expansive soils. In accordance with State law, the Safety Element of the current General Plan contains objectives and policies that acknowledge these potential geologic risks and require identification of geologic instabilities and soil constraints on development sites, as well as, requiring structures to provide adequate levels of safety for the community, restricting development on certain steep slopes, and establishing setbacks for developments adjacent to faults. The Safety Element of the current General Plan as well as the CMC contain objectives, policies, and requirements that will continue to identify and protect the community from geologic and seismic risks and protect any possible paleontological resources. Likewise, the general plans for the surrounding cities and unincorporated areas in Contra Costa County are all required to identify potential risks from geologic and seismic conditions and to contain objectives and policies to address these risks and protect the public. These objectives and policies are intended to be consistent with state law. In addition to local general plans, the CBC has regulations on building design and construction based on seismic constraints and expected ground shaking throughout California. Therefore, potential cumulative impacts to future development from geologic, seismic, and soil constraints would be minimized, and future development in the City of Clayton pursuant to Alternative 3 would not make a significant contribution to any cumulative regional impacts on geologic, seismic, soil, or paleontological resources

H. GREENHOUSE GAS EMISSIONS

Global climate change is the result of GHG emissions worldwide; individual projects do not generate enough GHG emissions to influence global climate change. Thus, the analysis of GHG emissions is by nature a cumulative analysis focused on whether an individual project's contribution to global climate change is cumulatively considerable. As described in the Draft EIR, Alternative 3 would result in GHG emissions that do not meet the State's 2030 GHG reduction or 2045 carbon neutrality goals. The implementation of Alternative 3 could also result in GHG emissions that conflict with plans adopted for the purposes of reducing GHG emission, including the 2017 Scoping Plan and Plan Bay Area 2050. GHG impacts from Alternative 3 would be significant and unavoidable even with recommended mitigation (see Mitigation Measures GHG-1 through GHG-5). Therefore,

Alternative 3 would also make an incremental but significant contribution to a cumulative GHG impact.

I. <u>HAZARDOUS AND HAZARDOUS MATERIALS</u>

Alternative 3 would not contribute to substantial adverse cumulative impacts pertaining to hazards and hazardous materials. Impacts related to hazards and hazardous materials are generally site-specific and not cumulative in nature because each project area has unique considerations that would be subject to uniform site development and construction standards. As such, the potential for cumulative impacts is limited. Impacts associated with potential fire hazards occur at individual building sites. These effects are site-specific, and impacts would not be compounded by additional development within the urban setting of the Planning Area. Continued application of existing General Plan Safety Element policies and compliance with existing federal, state, and local regulations would help protect residents, sensitive receptors, and structures from exposure to hazardous materials or accidents and spills involving hazardous materials. It is assumed other surrounding jurisdictions have similar General Plan goals and policies as they generally reflect compliance with State laws regarding various hazards and hazardous materials. Compliance with the requirements of the General Plan Public Safety Element and federal, State, and local regulations would result in impacts from hazardous materials and fire that would be less than significant. Therefore, implementation of Alternative 3 would not result in a cumulatively considerable impact.

J. HYDROLOGY AND WATER QUALITY

Alternative 3 would not contribute to substantial adverse cumulative impacts pertaining to hydrology and water quality. The Planning Area and surrounding communities contain water-related hazards as well as surface and groundwater resources that must be protected. State law requires that the Safety Elements of city General Plans, including Clayton, address potential flooding, erosion, changing drainage patterns, and other water-related hazards. The Safety Element of the current General Plan contains goals and policies that acknowledge these potential risks and require structures and infrastructure to provide adequate levels of safety for the community. In addition, the Growth Management Element requires the City to identify and coordinate with other agencies to protect surface and groundwater. The General Plan Safety Element and Growth Management Element contain goals and policies which will continue to identify and protect the community from flooding and other water-related hazards. General Plans for the surrounding cities and the County General Plan are all similarly required by State law to identify potential risks from flooding, geologic and seismic conditions and contain goals and policies to address these risks and protect the public. In addition to local general plans, various state laws including CEQA require the City as a lead agency to identify potential hazards related to new development as well as protect important water resources as development occurs in the future. Local water districts must prepare Urban Water Management Plans and Groundwater Sustainability Plans are required to provide long-term protection for both surface

and groundwater supplies for the region.

In these ways, potential cumulative impacts to future development from flooding and water-related hazards would be minimized, and the water quality of important regional water resources would be protected. In addition, Mitigation Measure UTL-1 (from Draft EIR Utilities section 4.19) would help reduce future demand on surface and groundwater resources from new development which would indirectly help protect water quality. Therefore, future development in the City of Clayton under Alternative 3 would not make a significant contribution to any cumulative regional impacts on flooding or other water-related hazards and help protect the quality of surface and groundwater resources in the future.

K. LAND USE AND PLANNING

Alternative 3 would not contribute to substantial adverse cumulative impacts pertaining to land use and planning. Alternative 3 would change land uses in the City over time by increasing the number of housing units over those projected in the 2015 Housing Element. Conversely, Alternative 3 represents a slight increase in non-residential uses (e.g., commercial, office, light industrial) and employment in the future compared to that projected in the 2015 Housing Element. These land use changes and their related housing and population increases result from the City's increased RHNA assigned from ABAG, which is in turn based on the State's goal of providing more housing throughout the State. However, the State housing goal conflicts with its desire to also reduce VMT in an effort to reduce vehicular air pollution and greenhouse gas emissions. The Land Use and Growth Management Elements of the existing General Plan and proposed Housing Element both contain a number of goals and policies for orderly growth consistent with local and regional plans, and surrounding jurisdictions have similar goals and policies to be consistent with state planning and housing laws. While Alternative 3 has cumulative implications for ABAG's regional plans, the City itself cannot solve the inherent conflict between the goals and directives of the RHNA and the regional growth projections provided in the Plan Bay Area 2040. Once the City has adopted the General Plan amendments, the City will transmit its new growth numbers to ABAG, and those estimates will be incorporated into the next revisions to the RHNA and regional transportation plan/sustainable communities strategy (RTP/SCS). Alternative 3 would change land uses that would induce substantial housing and population growth within the Planning Area. However, this level of growth can be accommodated at the local level by the City of Clayton, so Alternative 3 does not represent a substantial adverse cumulative impact with respect to land use and planning.

L. <u>MINERAL RESOURCES</u>

Alternative 3 would have no impacts on mineral resources and therefore, would not contribute to substantial adverse cumulative impacts to mineral resources. While there are significant mineral deposits located within the Planning Area, namely in the location of the CEMEX Clayton Quarry just south of City limits, Alternative 3 would not impact any of the locations identified within the Planning

Area boundaries as containing significant mineral deposits. All of the potential housing inventory sites in Alternative 3 are either currently developed or located in mostly developed areas that are designated in the City's General Plan Land Use Element for development, and none of the potential sites include the quarry. Alternative 3 would not result in any impacts related to mineral resources. Because of the developed nature of the Planning Area, and because Alternative 3 would not impact identified mineral resources within the Planning Area, there would also be no cumulative impacts with respect to mineral resources.

M. NOISE

The development of future housing sites would result in construction noise and vibration as individual development projects are constructed over time. Each individual development would be subject to City regulations and policies regarding construction noise and vibration. In addition, Mitigation Measure NOI-1 includes measures to reduce construction noise levels associated with future development of housing sites through a combination of notification/disclosure, permissible work times, equipment noise controls, and construction activity management measures designed to ensure construction noise would not result in a substantial temporary increase in ambient noise levels. Mitigation Measure NOI-1 would require equipment noise suppression devices (e.g., mufflers, engine covers, etc.), temporary shielding of stationary noise sources, and the use of temporary barriers during construction phases that usually involve the largest, loudest, and highest number of construction equipment (e.g., grading). In combination, these measures are expected to reduce potential construction noise levels by 5 to 15 dBA and result in less than significant individual construction noise levels. The measures would also reduce vibration associated with vibration-inducing equipment such as pile drivers. In general, when one source of noise is 10 dB higher than another, the perceived noise level will be the same as the louder source. In the unlikely event that two construction projects were occurring in the same area such that an individual receptor could be impacted by the combined noise level from both projects, Mitigation Measure NOI-1 would minimize Alternative 3's contribution to the combined effect. Therefore, potential noise generated by construction occurring pursuant to Alternative 3 would not make a cumulatively considerable contribution to a significant cumulative construction noise impact.

Once constructed, development projects would contribute to potential permanent increases in noise levels. Alternative 3 would not generate significant increases in traffic noise levels on a cumulative basis. The City's existing General Plan Noise Element sets forth the City's intent to establish clear and enforceable noise regulations for all land uses, to consider operational noise impacts during the development review process, and to limit new development in noise impacted areas unless the development includes mitigation measures to reduce noise levels to acceptable levels. These policies would protect residents from excessive stationary noise sources and ensure new land uses meet the Cayton Municipal Code noise standards through evaluation and design considerations. Therefore, future housing site operations would not make a cumulatively considerable contribution to a significant cumulative operational noise impact.

N. POPULATION AND HOUSING

Alternative 3 would not contribute to substantial adverse cumulative impacts pertaining to population and housing. Alternative 3 would substantially increase the number of housing units and the population projected in the City over those projected in the 2000 General Plan. One reason for this change in anticipated growth is the City's recent increased RHNA unit count from ABAG, which is in turn based on the State's desire to encourage more housing throughout California. However, the State's housing goal conflicts with its desire to reduce VMT in an effort to reduce vehicular air pollution and greenhouse gas emissions. The existing Housing Element of the General Plan and Alternative 3 both contain a number of goals and policies to accommodate anticipated population and housing growth and prevent displacement of residents while providing more housing opportunities in the future. The surrounding jurisdictions in the region have similar goals and policies to be compliant with State planning and housing laws. While Alternative 3 has cumulative implications for ABAG's regional plans, the City itself cannot solve the inherent conflict between the goals and directives of the RHNA and the growth projections of the Plan Bay Area 2050. Once the City has adopted the updated Housing Element, the City will transmit its new growth projections to ABAG, and those estimates will be incorporated into the next revisions to the RHNA and Plan Bay Area. Any further action by the City will not resolve the regional impact of conflicting RHNA and Plan Bay Area forecasts and is infeasible because only ABAG can resolve this policy and program conflict. Alternative 3 would change land uses that would result in housing and population growth within the Planning Area. However, this level of growth can be accommodated at the local level by assignment of zoning and land use designations on properties within the City of Clayton, so Alternative 3 does not represent a substantial adverse cumulative impact with respect to population and housing

O. PUBLIC SERVICES

Alternative 3 would not contribute to substantial adverse cumulative impacts to public services. Alternative 3 does not include specific housing development projects on specific sites at this time. Future development in the Planning Area would generally increase land use intensities and add approximately 2,630 residents into the Planning Area. Though neither the Clayton Police nor CCCFPD identified need for new facilities as a result of these development projects, the increase in population as a result of Alternative 3 could then cause incremental and cumulative increases in the number of calls for fire and/or police protection services. These population increases could also incremental and cumulative increase in the need for park facilities, or expanded or new schools. Development of residential projects within the boundaries of the MDUSD that serves the Planning Area would lead to incremental increases in the number of students that need to be housed and educated. Development of residential projects in the Planning Area would also lead to increases in the number of people who use the City's parks and library facilities and City services.

The CCCFPD reviews fire station placement and fire services through its annual budget process, and resources are expanded or reassigned as necessary to meet increases in service demands. The increase in demand for public services in the City attributable to Alternative 3 would be incremental as growth occurred over time and would be offset to a large degree by development impact fee payments and other development fees and increased property tax revenues to the City. These fees and taxes would help offset the costs of increased service needs as necessary and would ensure that performance objectives for fire and police services are not substantially affected by incremental increases in land use intensity within service areas. Projects constructed within the Planning Area over the life of Alternative 3 would also be required to be developed in accordance with applicable fire and building codes and emergency access requirements. Compliance with these requirements would help prevent and/or ameliorate fire emergencies (automatic sprinkler systems and fire alarms) and would help facilitate more expedient emergency response (adequate fire flows, turning radii, width of emergency accesses). These design practices and operational practices would also help lessen the demand for police protection services within the Planning Area by creating "defensible space" as encouraged by the Police Department and other public safety organizations. Regarding school services, the contribution of future housing projects within the Planning Area to increased demand for such educational facilities and services could be substantial. However, MDUSD can accommodate increases in students resulting from specific development projects on specific sites in the future through the collection of School Impact Fees as prescribed by State Education Code and which is defined as providing "full and complete" for potential impacts to school facilities. With payment of fees and taxes and compliance fire and building code and emergency access requirements, Alternative 3 does not represent a substantial adverse cumulative impact with respect to public services.

P. RECREATION

Alternative 3 would not contribute to substantial adverse cumulative impacts to recreation. Development of residential projects within the City or its Sphere of Influence would incrementally increase the usage of parks and recreational facilities in the City and surrounding area. This additional use could potentially result in the need for additional parks and recreational facilities. However, such new development would be subject to the City's development impact fee for parkland. Other cities in the surrounding area, as well as Contra Costa County and the East Bay Regional Park District, have similar park funding mechanisms that would help offset the incremental and cumulative increase in demand for park facilities from implementation of Alternative 3 and other residential developments in the vicinity of the Planning Area. Therefore, implementation of Alternative 3 would not result in a cumulatively considerable impact.

Q. TRANSPORTATION

Alternative 3 would not contribute to substantial adverse cumulative impacts pertaining to transportation system policy or ordinances, design feature hazards,

or emergency vehicle access. However, VMT impacts from Alternative 3 would be significant and unavoidable even with recommended mitigation (see Draft EIR Mitigation Measure VMT-1). Alternative 3 would result in new development that would result in increased transportation demand in the City. For individual development built pursuant to Alternative 3, the City's evaluation of projects' access and circulation will incorporate analysis with respect to City transportation goals in its General Plan, as well as standards for vehicular level of service vehicle queueing, service to pedestrians, bicyclists, and transit users. Additional vehicles associated with new development sites could increase delays for emergency response vehicles during peak commute hours. However, emergency responders maintain response plans which include use of alternate routes, sirens and other methods to bypass congestion and minimize response times. In addition, California law requires drivers to yield the right-of-way to emergency vehicles and remain stopped until the emergency vehicle passes to ensure the safe and timely passage of emergency vehicles. Therefore, while implementation of Alternative 3 would not result in a cumulatively considerable impact pertaining to transportation system policy or ordinances, design feature hazards, or emergency vehicle access, Alternative 3 would make an incremental but significant contribution to a regional (cumulative) VMT impact and would also make an incremental but significant contribution to a regional (cumulative) VMT impact.

R. TRIBAL CULTURAL RESOURCES

With mitigation, Alternative 3 would not contribute to substantial adverse cumulative impacts to tribal cultural resources. The Planning Area and surrounding areas have been occupied by Native Americans for thousands of years, and the region has been inhabited by European settlers since the mid 1800's. Therefore, it is possible that earthwork within the City or surrounding jurisdictions may disturb Native American tribal cultural or archaeological resources. State law requires local jurisdictions, including the City, to consult with local Native American tribal representatives when development or public works projects may affect tribal cultural resources (e.g., Government Code section 65352.3 and Public Resources Code section 21080.3.1). This consultation process is critical to identifying actions that could have significant impacts on tribal cultural resources before any ground disturbance occurs in the surrounding region. While the General Plan does not contain any goals or policies directly related to tribal cultural resources, compliance with State law regarding human remains, the Native American consultation processes described above, and adherence to recommended Mitigation Measures CUL-1 and CUL-2, would ensure that potentially significant cumulative impacts related to buried human remains and tribal cultural resources would be less than significant.

S. UTILITIES AND SERVICE SYSTEMS

Alternative 3 would not contribute to substantial adverse cumulative impacts to wastewater treatment, stormwater, energy or telecommunications facilities and systems. With mitigation, Alternative 3 would not contribute to substantial adverse cumulative impacts to water supplies. With mitigation, Alternative 3 would not in

and of itself require or result in the relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects. Future development projects implemented under Alternative 3 would have to assess potential impacts of specific developments proposed on specific sites through future analyses under CEQA. Alternative 3 deals exclusively with housing and not other environmental issues, so it has no goals or policies that deal specifically with cumulative utility-related impacts.

Regional water, sewer, wastewater, and storm drain system operators maintain their own long-range master plans for these services. Energy services in this region are provided by both public agencies and private companies, while telecommunications services are provided by a large number of private companies of various sizes. Solid waste disposal is managed on a regional scale by the County and collection services from dozens of material recycling facilities spread throughout the region. Most utility master plans are based on the general plans of the cities within their particular service area like the City of Clayton. The growth projections of Alternative 3 are different than those of the existing General Plan but are generally consistent with the ABAG 2020 Plan Bay Area estimates except they do not take into account the City's current RHNA allocation. The Community Facilities and Growth Management Elements of the Clayton General Plan address potential impacts to utility systems that could result as growth occurs in the City. All of the local jurisdictions within the surrounding region have policies, similar to the City of Clayton's, that require the capacity of existing infrastructure and the potential demand for public services be considered in future planning and review of new development. The City maintains its own Development Impact Fees similar to those of surrounding jurisdictions, as well. Once Alternative 3 is adopted, its growth projections would be incorporated as appropriate into the various master plans of the agencies and companies providing utility services to the City. In addition, Mitigation Measure UTL-1 is identified to help limit future water demand. Therefore, Alternative 3 is not expected to have cumulative impacts on regional utility services.

T. WILDFIRE

Alternative 3 would not contribute to substantial adverse cumulative impacts pertaining to wildfire. Alternative 3 along with other projects in the region represent an incremental increase in potential fire service demand or subsequent impacts after wildfires. The potential cumulative impacts from multiple projects in a specific area can also cause fire response service decline. Despite the low expected increase in number of calls per year anticipated from Alternative 3, Alternative 3 could contribute to cumulative impacts on fire services, when considered with other anticipated projects in the study area. The cumulative impact could result in a situation where response capabilities erode, and service levels may slowly decline over time without adequate funding. To ensure adequate funding for firefighting and emergency medical resources for new development, new development projects are required to contribute fair-share funding toward fire services. Funding

provided by projects results in capital that can be used toward firefighting and emergency response improvements so that the County's firefighting agencies are able to perform their mission into the future at levels consistent with the General Plan. In addition, the General Plan Safety Element contains Objectives 10, 11, 12, and 13 and attendant policies that would help protect residents and structures from wildfires. These goals and policies promote public education and awareness prior to fires; require safe design and construction of buildings within high fire zones; encourage cooperation and coordination with regional and other local agencies to monitor the City before, and protect/defend hillside areas during wildfires; and help protect downstream or downhill properties from potential landslides, runoff, or pollution associated with wildfires. It is assumed other surrounding jurisdictions have similar General Plan goals and policies, as they generally reflect compliance with State laws regarding wildfires and hazards related to wildfires. This would help minimize the incremental decline of fire response services. Finally, Mitigation Measure HAZ-1 requires the City to update its Local Hazard Mitigation Plan or cooperate with Contra Costa County in an update to its Emergency Operations Plan in order to address the evacuation planning and coordination directives outlined in State Senate Bill SB (2019) and Assembly Bill 747 (2019) as they apply to the City. HAZ-1 requires the City to decide which document update is most appropriate for the City within 90 days of adoption of Alternative 3. With continued adherence to General Plan goals, objectives, and policies, implementation of Mitigation Measure HAZ-1, and continued payment of fair-share funding towards fire services, cumulative wildfire impacts of Alternative 3 in combination with other projects in the area would be less than significant.

SECTION VI. FINDINGS REGARDING SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

Sections 15126(c) and 15126.2(c) of the CEQA Guidelines, require that an EIR address any significant irreversible environmental changes that would occur should the project be implemented. Generally, a project would result in significant irreversible environmental changes if any of the following would occur:

- The project would involve a large commitment of non-renewable resources;
- The primary and secondary impacts of the project would generally commit future generations to similar uses;
- The project involves uses in which irreversible damage could result from any potential environmental accidents; or
- The proposed consumption of resources is not justified.

Because nearly all of the preliminary 6th cycle housing inventory sites identified in Alternative 3 are either developed or are designated for development in the City's Zoning Code, and because Alternative 3 would not significantly change the circulation pattern nor make other major changes to backbone infrastructure facilities, there would not be

any significant irreversible physical changes caused by Alternative 3. Alternative 3 would result in an irreversible commitment of energy resources, primarily in the form of fossil fuels, including fuel oil, natural gas, and gasoline or diesel fuel for construction equipment and vehicles, as well as the use of these same resources during long-term operation of individual projects facilitated by Alternative 3. However, because development facilitated by Alternative 3 would be required by law to comply with California Code of Regulations Title 24 (including updates over time) and adopted City energy conservation ordinances and regulations, implementation of Alternative 3 would not be expected to use energy in a wasteful, inefficient, or unnecessary manner.

The consumption or destruction of other non-renewable or slowly renewable resources would also result during construction, occupancy, and use of individual development sites under Alternative 3. These resources would include, but would not be limited to, lumber, concrete, sand, gravel, asphalt, masonry, metals, and water. Alternative 3 implementation would also irreversibly use water and solid waste landfill resources. However, development under Alternative 3 would not involve a large commitment of those resources relative to supply, nor would it consume any of those resources wastefully, inefficiently, or unnecessarily, especially considering ongoing City conservation and recycling programs.

SECTION VII. GROWTH-INDUCING IMPACTS

Section 15126.2(e) of the State CEQA Guidelines requires a Draft EIR to discuss the ways a project could foster economic or population growth or the construction of additional housing, directly or indirectly, in the surrounding environment. In accordance with State CEQA Guidelines Section 15126.2(e), aProject would be considered to have a growth-inducing effect if it would:

- Directly or indirectly foster economic or population growth, or the construction of additional housing in the surrounding environment;
- Remove obstacles to population growth (e.g., construction of an infrastructure expansion to allow for more construction in service areas);
- Tax existing community service facilities, requiring the construction of new facilities that could cause significant environmental effects; or
- Encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively.

In addition, CEQA Guidelines provide that that growth inducement must not be assumed.

Alternative 3 would result in an allowable increase of up to 966 additional dwelling units, 13,000 square feet of non-residential space, 2,630 residents, and 71 jobs for the 2040 horizon year. However, no substantial, detrimental, growth-inducing effect is expected.

The goals, polices and implementing actions, contained in the existing General Plan and in Alternative 3 address the potentially negative aspects of growth, and have been designed to facilitate development efficiently and effectively in an area where roads and infrastructure already exist. The more compact urban form with increased residential densities envisioned by Alternative 3 is expected to improve the livability of Clayton by enhancing housing opportunities in the City, improving walking and bicycling opportunities, increasing economic vitality and job opportunities, and reducing VMT. The potential growth-related impacts associated with Alternative 3 have also been evaluated in the topical chapters of the EIR (Aesthetics, Biological Resources, etc.) and in Chapter 5 (Alternatives), as appropriate, and mitigation measures have been applied to address such impacts. In addition, implementation of Alternative 3 would not involve the extension of roads, major sewer or water lines, or the construction of other major infrastructure facilities beyond City limits so as to induce growth in areas adjoining Clayton.

SECTION VIII. ALTERNATIVES

A. BACKGROUND

The Draft EIR analyzed three alternatives to the Project as proposed and evaluated these alternatives for their ability to avoid or reduce the Project's significant environmental effects while also meeting the majority of the Project's objectives. The City finds that it has considered and rejected as infeasible the alternatives identified in the EIR and described below. This section sets forth the potential alternatives to the Project analyzed in the EIR and evaluates them in light of the Project objectives, as required by CEQA.

Where significant impacts are identified, section 15126.6 of the State CEQA Guidelines requires EIRs to consider and discuss alternatives to the proposed actions. Subsection (a) states:

(a) An EIR shall describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives. An EIR need not consider every conceivable alternative to a project. Rather it must consider a reasonable range of potentially feasible alternatives that will foster informed decision-making and public participation. An EIR is not required to consider alternatives which are infeasible. The lead agency is responsible for selecting a range of project alternatives for examination and must publicly disclose its reasoning for selecting those alternatives. There is no ironclad rule governing the nature or scope of the alternatives to be discussed other than the rule of reason.

Subsection 15126.6(b) states the purpose of the alternatives analysis:

(b) Because an EIR must identify ways to mitigate or avoid the significant effects that a project may have on the environment (Public Resources Code

Section 21002.1), the discussion of alternatives shall focus on alternatives to the project or its location which are capable of avoiding or substantially lessening any significant effects of the project, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly.

In subsection 15126.6(c), the State CEQA Guidelines describe the selection process for a range of reasonable alternatives:

(c) The range of potential alternatives to the proposed project shall include those that could feasibly accomplish most of the basic objectives of the Project and could avoid or substantially lessen one or more of the significant effects. The EIR should briefly describe the rationale for selecting the alternatives to be discussed. The EIR should also identify any alternatives that were considered by the lead agency but were rejected as infeasible during the scoping process and briefly explain the reasons underlying the lead agency's determination. Additional information explaining the choice of alternatives may be included in the administrative record. Among the factors that may be used to eliminate alternatives from detailed consideration in an EIR are: (i) failure to meet most of the basic project objectives, (ii) infeasibility, or (iii) inability to avoid significant environmental impacts.

The range of alternatives required is governed by a "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice. The EIR shall include sufficient information about each alternative to allow meaningful evaluation, analysis, and comparison with the proposed Project. Alternatives are limited to ones that would avoid or substantially lessen any of the significant effects of the Project. Of those alternatives, the EIR need examine in detail only the ones that the lead agency determines could feasibly attain most of the basic objectives of the Project.

B. **PROJECT OBJECTIVES**

The following objectives have been established for the Project (Draft EIR):

- Maintain and enhance existing housing and neighborhoods.
- Ensure adequate sites are available to accommodate moderate housing and population growth and achievement of the City's regional housing needs allocation.
- Update City policies and regulations to allow for a greater number and diversity of housing units.
- Diversify the housing stock to increase housing opportunities at all income ranges and for both renters and homeowners.
- Minimize governmental constraints to housing production.

- Ensure fair housing practices.
- Preserve and improve existing affordable housing stock.

C. <u>ALTERNATIVES CONSIDERED BUT REJECTED FROM DETAILED</u> ANALYSIS

Section 15126.6(c) of the State CEQA Guidelines specifies that an EIR should (1) identify alternatives that were considered by the lead agency but were eliminated from detailed consideration because they were determined to be infeasible during the scoping process; and (2) briefly explain the reasons underlying the lead agency's determination. Among the factors that may be used to eliminate alternatives from detailed consideration in an EIR are: (i) failure to meet most of the basic project objectives; (ii) infeasibility; and/or (iii) inability to avoid significant environmental impacts.

The following alternatives were considered but rejected as part of the environmental analysis for the Project:

- Reduced Non-Residential Development Capacity
- Reduced (>40%) Residential Development Capacity
- Alternative Location

Finding: The City Council rejects the three alternatives, on the following grounds, each of which individually provides sufficient justification for rejection of this alternative: (1) the alternatives do not avoid any significant and unavoidable impacts, (2) the alternatives would likely not further reduce any of the proposed project's significant impacts; (3) the alternatives do not meet the primary objectives of the Project; and (4) the alternatives are technically, financially, and legally infeasible given that reduced residential development capacity or implementation of the Project in another City would not address Clayton's statutory requirement to meet its RHNA. Therefore, these alternatives are eliminated from further consideration.

D. **EVALUATION OF ALTERNATIVES SELECTED FOR ANALYSIS**

The alternatives selected for further detailed review within the EIR focus on alternatives that could the Project's significant environmental impacts, while still meeting most of the basic Project objectives. Those alternatives include:

- Alternative 1: No Project/Existing Housing Element (Draft EIR)
- Alternative 2: Reduced Residential Development Capacity at Site M (3 du/ac) and Town Center Sites (20 du/ac) (Draft EIR)
- Alternative 3: Reduced Residential Development at Site M and Town Center and Addition of Sites T, U and V to the Housing Site Inventory (Draft EIR)

1. Alternative 1: No Project/Existing Housing Element

<u>Description:</u> The No Project/Existing Housing Element Alternative (No Project Alternative) assumes that development would occur within the Planning Area, but only in the locations and at the densities allowed or anticipated under the 2014 Housing Element. The No Project Alternative assumes a continuation of the existing 2014 Housing Element, wherein sites identified for housing have a realistic development capacity of 278 units as summarized in Table 45 of that document.

Impacts: Compared to the Project, Alternative 1 would have reduced impacts to Aesthetics, Air Quality, Energy, Greenhouse Gas Emissions, Population and Housing, Public Services, Recreation, Transportation and Utilities and Service Systems. Impacts to Agriculture and Forestry Resources, Biological Resources, Cultural Resources, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use, Noise, Tribal and Cultural Resources and Wildfire would be similar to the Project. Both the Project and Alternative 1 would have no impacts to Agriculture and Forestry Resources and Mineral Resources. Alternative 1 would not have any impacts with a greater level of significance than the Project.

<u>Attainment of Project Objectives:</u> As this alternative would not update City policies and regulations to allow for greater number and diversity of housing units and would not provide the densities needed to allow the City to accommodate its RHNA of 570 or more housing units, it would not meet all of the Project objectives.

<u>Finding</u>: The City Council rejects Alternative 1: No Project/Existing Housing Element Alternative, on the grounds that Alternative 1 does not provide the densities needed for the City to achieve its RHNA and therefore, does not meet the objective of the Project to ensure that adequate sites are available to accommodate moderate housing and population growth and achievement of the City's regional housing needs allocation. Alternative 1 also does not meet the objectives of the Project to update City policies and regulations pertaining to housing and to remove existing governmental constraints to housing production.

2. Alternative 2: Reduced Residential Development Capacity at Site M (3 du/ac) and Town Center Sites (20 du/ac)

<u>Description:</u> Alternative 2 would reduce residential development capacity on housing inventory Site M from 30 dwelling units per acre (du/ac) to 3 du/ac and at the Town Center Sites from 30 du/ac to 20 du/ac, resulting in a decrease in potential residential development capacity from 868 dwelling units to 704 dwelling units, a 19 percent reduction in overall development within the Planning Area when compared to the project. This alternative assumes that policies and goals associated with the Housing Element Update would be applicable to development under this alternative.

<u>Impacts</u>: Compared to the Project, Alternative 2 would have reduced impacts to Aesthetics, Energy, Population and Housing, Public Services, Recreation, and

Utilities and Service Systems. Impacts to Agriculture and Forestry Resources, Biological Resources, Cultural Resources, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use, Noise, Tribal and Cultural Resources and Wildfire would be similar to the Project. Both the Project and Alternative 2 would have no impacts to Agriculture and Forestry Resources and Mineral Resources. Impacts to Greenhouse Gases and Transportation would be reduced compared to the Project but would remain significant and unavoidable. Alternative 2 would not have any impacts with a greater level of significance than the Project.

Attainment of Project Objectives: This alternative would allow the City to accommodate its RHNA of 570 units similar to the project. However, the City must demonstrate that realistic development capacity on its potential housing sites would meet or exceed its RHNA for the duration of the eight-year housing cycle, and the City must continue to find that its housing plan could accommodate its RHNA, in the event that an individual development project is constructed under the Housing Element's projected unit count for the subject site. This alternative would include the same policy and program language of the Project to reduce governmental constraints to housing and diversify the City's existing housing stock, but it would not meet the primary objectives of the Project to the extent as the Project and a smaller buffer to the RHNA.

<u>Finding</u>: The City Council finds that Alternative 2: Reduced Residential Development Capacity at Site M (3 du/ac) and Town Center Sites (20 du/ac): (1) meets most of the Project objectives; (2) reduces the Project's significant and unavoidable impacts relating to greenhouse gases and transportation; and (3) would not result in increased impacts relating to any other environmental resource. However, the City Council further finds that Alternative 2 does not to the same extent meet the objective of the Project to provide opportunities for a greater number of housing units to ensure ongoing compliance with the City's RHNA for the duration of the 6th housing cycle, and therefore, the City Council rejects this alternative.

3. Alternative 3: Reduced Residential Development at Site M and Town Center and Addition of Sites T, U and V to the Housing Site Inventory

<u>Description:</u> Alternative 3 would include the reduced densities encompassed in Alternative 2, with addition of new Sites T, U, and V to the housing inventory. Additional Site T is located at 6500/6530 Marsh Creek Road, additional Site U is located on a portion of the existing driving range at the Oakhurst Golf Club at 1001 Peacock Creek Drive, and additional Site V is located at 1970 Eagle Peak Avenue. The respective owners of Sites T, U, and V have expressed interest in developing their properties with townhouses at an estimated density of 20 du/ac. The reduction of densities on Site M and the Town Center, with inclusion of Sites T, U, and V into the housing inventory would result in an increase in potential residential development capacity from 868 dwelling units to 966 dwelling units, an 11 percent increase in development potential compared to the Project. This alternative

assumes that policies and goals associated with the Housing Element Update would be applicable to development under this alternative.

Impacts: Compared to the Project, Alternative 3 would have similar, less than significant impacts to Aesthetics, Air Quality, Biological Resources, Cultural Resources, Energy, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use, Noise, Population and Housing, Public Services, Recreation, Tribal Cultural Resources, Utilities and Service Systems, and Wildfire. Impacts to Agriculture and Forestry Resources, Biological Resources, Cultural Resources, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use, Noise, Tribal and Cultural Resources and Wildfire would be similar to the Project. Both the Project and Alternative 3 would have no impacts to Agriculture and Forestry Resources and Mineral Resources. Impacts to Greenhouse Gases and Transportation would be reduced compared to the Project but would remain significant and unavoidable. Alternative 3 would have similar impacts with a similar level of significance to the Project.

Attainment of Project Objectives: This alternative would allow the City to accommodate its RHNA of 570 units similar to the project and generally meet the project objectives as does the Project. Alternative 3 provides a larger buffer to the RHNA than the Project and provides greater residential development capacity than the Project to ensure ongoing compliance with the City's RHNA for the duration of the 8-year housing cycle.

<u>Finding</u>: The City Council finds that Alternative 3: Reduced Residential Development at Site M and Town Center and Addition of Sites T, U and V to the Housing Site Inventory, is feasible on the following grounds: (1) the alternative meets all of the Project objectives; (2) the alternative would have similar impacts with a similar level of significance compared to the Project, including the Project's significant and unavoidable impacts relating to Greenhouse Gas Emissions and Transportation. The City Council further finds that with the increased unit count of this alternative, Alternative 3 would meet the objectives of the Project to provide opportunities for a greater number of housing units to ensure ongoing compliance with the City's RHNA for the duration of the 6th housing cycle. Alternative 3 reduces assumed densities on Town Center sites and on one low-density residential parcel but includes additional potential housing sites for which property owners have expressed an interest in residential development and for which residential development during the 6th housing cycle is therefore reasonably foreseeable.

E. <u>ENVIRONMENTALLY SUPERIOR ALTERNATIVE</u>

Section 15126.6(e)(2) of the State CEQA Guidelines indicates that an analysis of alternatives to a proposed Project shall identify an environmentally superior alternative among the alternatives evaluated in an EIR. Based on the alternatives analysis contained within the Draft EIR) the Alternative 2: Reduced Residential Development Capacity at Site M (3 du/ac) and Town Center Sites (20 du/ac) alternative is identified as the Environmentally Superior Alternative.

F. <u>SELECTION OF PREFERRED ALTERNATIVE</u>

The City Council finds that Alternative 3: Reduced Residential Development at Site M and Town Center and Addition of Sites T, U and V to the Housing Site Inventory, is the preferred alternative among the alternatives and is the preferred alternative to the Project. Alternative 3 includes three sites in addition to the sites in the housing inventory for the Project; however, each of these three sites is within current City limits, adjacent to existing residential development and public roadways, and would not result in expansion of the City's footprint into existing biologically-sensitive lands or high-fire-severity zones. While Alternative 3 would result in greater levels of significance in environmental impacts compared to Alternative 2, its impacts would be similar to the impacts of the Project. Further, although Alternative 3 would result in greater significance of impacts compared to Alternative 2, Alternative 3 would meet the objectives of the Project to a greater extent than Alternative 2, as Alternative 3 includes the highest development potential for new housing in the City, including on properties for which property owners have expressed interest in residential development at medium to high densities, and for which residential development during the 6th housing cycle is therefore reasonably foreseeable. Alternative 3 therefore goes further than Alternative 2 in meeting the objectives of the Project, as well as the goals of the State, to provide opportunities for a greater number of housing units, an expanded range of densities for new housing in Clayton, greater equity in housing opportunity in the City, and ongoing compliance with the City's RHNA for the duration of the 6th housing cycle.

SECTION IX. ADOPTION OF STATEMENT OF OVERRIDING CONSIDERATIONS

Pursuant to State CEQA Guidelines Section 15093(a), the City Council must balance, as applicable, the economic, legal, social, technological, or other benefits of Alternative 3: Reduced Residential Development at Site M and Town Center and Addition of Sites T, U and V to the Housing Site Inventory against its unavoidable environmental risks in determining whether to approve Alternative 3. If the specific benefits of Alternative 3 outweigh the unavoidable adverse environmental effects, those environmental effects may be considered acceptable.

Having reduced the adverse significant environmental effects of the Alternative 3 to the extent feasible by adopting the mitigation measures; having considered the entire administrative record on the project; the City Council has weighed the benefits of the Alternative 3 against its unavoidable adverse impacts after mitigation in regards to greenhouse gases and transportation – vehicle miles traveled. While recognizing that the unavoidable adverse impacts are significant under CEQA thresholds, the City Council nonetheless finds that the unavoidable adverse impacts that will result from Alternative 3 are acceptable and outweighed by specific social, economic and other benefits of Alternative 3.

In making this determination, the factors and public benefits specified below were considered. Any one of these reasons is sufficient to justify approval of Alternative 3. Thus, even if a court were to conclude that not every reason is supported by substantial evidence, the City Council would be able to stand by its determination that each individual

reason is sufficient. The substantial evidence supporting the various benefits can be found in the preceding findings, which are incorporated by reference into this section, and in the documents found in the Records of Proceeding.

The City Council therefore finds that for each of the significant impacts which are subject to a finding under CEQA Section 21081(a)(3), that each of the following social, economic, and environmental benefits of the Alternative 3, independent of the other benefits, outweigh the potential significant unavoidable adverse impacts and render acceptable each and every one of these unavoidable adverse environmental impacts:

- 1. Alternative 3 is necessary for the City to comply with State law in Government Code section 65583, which requires every city and county in California to adopt a Housing Element that assesses the existing and projected needs for providing housing for persons of all income levels; provides a housing plan including identification of adequate sites for accommodating the jurisdiction's RHNA, including identification of and adequate zoning for sites for construction of the housing; and establishes goals, policies and programs to which the jurisdiction will commit to remove constraints to meeting its housing needs through construction, preservation, maintenance and improvement of housing, and affirmatively furthering fair housing of all persons regardless of any protected status.
- Implementation of the policies, programs and zoning amendments of Alternative 3 would streamline existing zoning approval processes for the construction and improvement of housing, reducing the number of discretionary decisions that are currently required while maintaining objective standards that would help to preserve aesthetic characteristics of the City. Implementation of these policies and programs would also reduce costs of planning, permitting and construction for new home developers, as well as, for current homeowners who want to invest in improvement of their properties through expansions of their existing home or construction of accessory and second dwelling units. In this way, Alternative 3 would help the City and State to achieve goals of providing and preserving housing for current and future residents.
- 3. The goals, policies and programs in the Housing Element amendment and the related Land Use Element and Zoning Code amendments in Alternative 3 would foster a broader range of housing densities than City land use policy currently provides, allowing opportunities for increased diversity in housing types (single-family and multifamily) and tenures (rental and ownership). Greater diversity in the City's housing stock would facilitate greater equity and fair access to housing choices for future residents, while also providing smaller unit sizes that are more affordable, more energy efficient and more accessible for recent graduates, young adult children and aging parents who currently live in Clayton and want to remain in the community. Expanded housing choices also facilitate more opportunities for special needs households as well as employees of the local service-based and public sector workforce to reside in the community, thereby reducing

workers' and their customers' transportation costs, traffic congestion and automobile pollution emissions generated by vehicle trips to work from outside the City.

<u>EXHIBIT B</u> <u>MITIGATION MONITORING AND REPORTING PROGRAM</u>

5 – MITIGATION MONITORING AND REPORTING PROGRAM

This Mitigation Monitoring and Reporting Program (MMRP) identifies Mitigation Measures incorporated into the Clayton Housing Element Update Draft EIR. For each Mitigation Measure, the MMRP identifies the significant impact, the related mitigation measure, the implementation entity, the monitoring and verification entity, and timing requirements.

5 – Mitigation Monitoring and Reporting Program

This Page Intentionally Left Blank

	RELATED MITIGATION MEASURE	MONITORING			VERIFICATION	
IDENTIFIED IMPACT		Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
AIR QUALITY						
Exposure of Sensitive Receptors to Substantial Pollutant Concentrations.	MM AIR-1: Implement BAAQMD Basic Construction Mitigation Measures. The City shall require new project development projects to implement the BAAQMD's Basic Control Mitigation Measures to address fugitive dust emissions that would occur during earthmoving activities associated with project construction. These measures include:	Project Proponent/Applicant	City of Clayton Community Development and Engineering Departments.	Prior to issuance of grading permits and throughout construction.		
	 All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day. All haul trucks transporting soil, sand, or other loose material offsite shall be covered. All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited. All vehicle speeds on unpaved roads shall be limited to 15 miles per hour. All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon 					

			MONITORING			TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	as possible after grading unless seeding or soil binders are used. 6. Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points. 7. All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation. 8. Post a publicly visible sign with the telephone number and person to contact at the City regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Bay Area Air Quality Management District's phone number shall also be visible to ensure compliance with applicable regulations.					

	I				I	
Exposure of Sensitive Receptors to Substantial Pollutant Concentrations.	MM AIR-2: Prepare Construction Emissions Assessment. The City shall require new projects requiring discretionary review to include a quantitative project-level construction criteria air pollutant and toxic air contaminant emissions analysis prior to the start of construction activities that shows project construction activities would not exceed BAAQMD project-level thresholds of significance. The analysis may rely on BAAQMD construction screening criteria to demonstrate that a detailed assessment of criteria air pollutant and toxic air contaminant construction emissions is not required for the project. If the project does not satisfy all BAAQMD construction screening criteria, the analysis shall estimate and compare construction criteria air pollutant and toxic air contaminant emissions against the project-level thresholds of significance maintained by the Bay Area Air Quality Management District (BAAQMD) and, if emissions are shown to be above BAAQMD thresholds, the implement measure to reduce emissions below BAAQMD thresholds. Mitigation measures to reduce emissions could include, but are not limited to: • Watering exposes surfaces at a frequency adequate to maintain a minimum soil moisture content of 12 percent, as verified by moisture probe or lab sampling;	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior to discretionary project approval.		
	minimum soil moisture content of 12 percent, as verified by moisture probe					

 Selection of specific construction equipment (e.g., specialized pieces of equipment with smaller engines or equipment that will be more efficient and reduce engine runtime); Installing wind breaks that have a maximum 50 percent air porosity; Restoring disturbed areas with vegetative ground cover as soon as possible; Limiting simultaneous ground-disturbing activities in the same area at any one time (e.g., excavation and grading); Scheduling/phasing activities to reduce the amount of disturbed surface area at any one time; Installing wheel washers to wash truck and equipment tires prior to leaving the site; Minimizing idling time of diesel-powered construction equipment to no more than 2 minutes or the shortest time interval permitted by manufacturer's specifications and specific working conditions. Requiring equipment to use alternative fuel sources (e.g., electric-powered and liquefied or compressed natural gas), meet cleaner emission standards (e.g., U.S. EPA Tier IV Final emissions standards for againment greater than 50- 			
natural gas), meet cleaner emission standards (e.g., U.S. EPA Tier IV			
equipment greater than 50- horsepower), and/or utilizing added exhaust devices (e.g., Level 3 Diesel Particular Filter);			
Requiring that all construction equipment, diesel trucks, and generators be equipped with Best			

			MONITORING		VERIFICA	TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	Available Control Technology for emission reductions of NOx and PM; Requiring all contractors use equipment that meets CARB's most recent certification standard for offroad heavy-duty diesel engines; and Applying coatings with a volatile organic compound (VOC) that exceeds the current regulatory requirements set forth in BAAQMD regulation 8, Rule 3 (Architectural Coatings).					
Cause Substantial Adverse Cumulative Air Quality Impacts.	See Mitigation Measures AIR-1 and AIR-2, above.	Project Proponent/Applicant	City of Clayton Community Development and Engineering Departments.	Prior to issuance of grading or building permits and throughout construction. Prior to discretionary project approval.		

		MONITORING			VERIFICATION		
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date	
CULTURAL RESOURCES							
Cause Substantial Adverse Change in the Significance of an Archaeological Resource	MM CUL-1: Prior to the issuance of a grading permit, the grading plan shall include a requirement (via notation) indicating that if cultural resources, or human remains are encountered during site grading or other site work, all such work shall be halted immediately within 100 feet of the area of discovery and the contractor shall immediately notify the City of the discovery. In such case, the City, at the expense of the project applicant, shall retain the services of a qualified archaeologist and/or qualified tribal monitor for the purpose of recording, protecting, or curating the discovery as appropriate. The archaeologist and/or tribal monitor shall be required to submit to the City for review and approval a report of the findings and method of curation or protection of the resources. Further grading or site work within the vicinity of the discovery, as identified by the archaeologist and/or tribal monitor, shall not be allowed until the preceding steps have been taken.	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior to issuance of grading permits and throughout grading or other land disturbing activities.			
Disturbance of Human Remains	MM CUL-2: Pursuant to State Health and Safety Code Section 7050.5(c) and State Public Resources Code Section 5097.98, if human bone or bone of unknown origin is found during construction, all work shall stop within 100 feet of the vicinity of the find, and the Contra Costa County	Project Proponent/Applicant	City of Clayton Community Development and Engineering Departments.	During grading and construction.			

		MONITORING			VERIFICATION	
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	Coroner shall be contacted immediately. If the remains are determined to be Native American, the Coroner shall notify the Native American Heritage Commission who shall notify the person believed to be the Most Likely Descendant (MLD). The MLD shall work with the contractor to develop a program for re-internment of the human remains and any associated artifacts. Additional work shall not take place in the immediate vicinity of the find, which shall be identified by the qualified archaeologist at the applicant's expense, until the preceding actions have been implemented.					
GEOLOGY AND S	OILS					
Directly or Indirectly Destroy a Unique Paleontological Resources.	MM GEO-1: In the event that fossils or fossil-bearing deposits are discovered during grading or construction of the Project, excavations within 50 feet of the find shall be temporarily halted until the discovery is examined by a qualified paleontologist, in accordance with the applicable Society of Vertebrate Paleontology standards (Standard Procedures for the Assessment and Mitigation of adverse Impacts to Paleontological Resources, Society of Vertebrate Paleontology, 2010), and assessed for significance under CEQA. The applicant shall include a standard inadvertent discovery clause in every construction contract to inform contractors of this requirement. If the find	Project Proponent/Applicant	City of Clayton Community Development and Engineering Departments.	During grading and construction.		

	RELATED MITIGATION MEASURE	MONITORING			VERIFICATION			
IDENTIFIED IMPACT		Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date		
	is determined to be significant and if avoidance is not feasible, the paleontologist shall design and carry out a data recovery plan consistent with the Society of Vertebrate Paleontology standards.							
GREENHOUSE GA	GREENHOUSE GAS EMISSIONS							
Generation of Greenhouse Gases that May Have a Significant Impact on the Environment.	MM GHG-1: Prohibit Natural Gas Plumbing and Appliances in New Housing Sites. The City shall prohibit natural gas plumbing and the use of natural gas appliances such as cook tops, water heaters, and space heaters in all new housing site developments. Upon request by the project developer, exceptions to this prohibition may be allowed in the following instances: • Accessory dwelling units constructed on a parcel with an existing residential building with gas infrastructure. • Newly constructed buildings with a valid planning entitlement or other effective development agreement approved prior to the date of certification of this EIR. • It can be demonstrated there is no commercially available technology capable of meeting the specific appliance or building system application.	City of Clayton	City of Clayton Community Development Department.	Prior discretionary project approval.				
	shall provide the necessary infrastructure							

			MONITORING		VERIFICA	TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	to support future electrification of appliances and building systems. This prohibition on natural gas plumbing and natural gas appliances shall cease if and when the City adopts a ZNE ordinance per Mitigation Measure GHG-2.					
Generation of Greenhouse Gases that May Have a Significant Impact on the Environment.	MM GHG-2: Consider Adoption of a Zero Net Energy Ordinance. Within one year of the adoption of the HEU, the City shall complete an evaluation on the feasibility of adopting an ordinance that amends the City's Municipal Code to require all new residential and/or non-residential development subject to Title 24, Part 6 of the California Building Code to achieve Zero Net Energy (ZNE) standards. If the City finds ZNE technology, programs, and/or other strategies are feasible and cost-effective, the City shall adopt a ZNE ordinance as expeditiously as possible given City resources. As defined by the California Energy Commission (CEC), ZNE standards require the value of the net energy produced by project renewable energy resources to equal the value of the energy consumed annually by the project, using the CEC's Time Dependent Valuation. In the event the City adopts a ZNE ordinance, Mitigation Measure GHG-2 would no longer apply to housing site projects in the City.	City of Clayton	City of Clayton Community Development Department.	Within one year of adoption of the Housing Element Update.		

			MONITORING		VERIFICATION	
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
Generation of Greenhouse Gases that May Have a Significant Impact on the Environment.	MM GHG-3: Residential Electric Vehicle and Bicycle Parking Requirements. The City shall require new residential housing sites to comply with the Tier 2 electric vehicle charging and bicycle parking requirements in the latest edition of the California Green Building Standards Code (CalGreen) in effect at the time the building permit application is submitted to the City. Currently, the 2019 CalGreen code, Section A4.106.8, Electric Vehicle Charging for New Construction, and Section A4.106.9, Bicycle Parking, require the following measures to facilitate the future installation and use of electric vehicle chargers and bicycle travel: • New one and two-family dwellings and townhouses with attached private garages include a dedicated 208/240-volt branch circuit rated at 40 amperes minimum. • New multi-family dwellings provide 20 percent of the total number of parking spaces on a building site be electric vehicle charging spaces capable of supporting future electric vehicle supply equipment. • New multi-family buildings provide on-site bicycle parking for at least one bicycle per every two dwelling	City of Clayton	City of Clayton Community Development Department.	Prior discretionary project approval.		

	RELATED MITIGATION MEASURE	MONITORING			VERIFICATION	
IDENTIFIED IMPACT		Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	units, with acceptable parking facilities conveniently reached from the street.					
Generation of Greenhouse Gases that May Have a Significant Impact on the Environment.	MM GHG-4: Non-Residential Electric Vehicle and Bicycle Parking Requirements. The City shall require new commercial development included as part of mixed-use housing sites to comply with the Tier 2 bicycle accommodations, clean air vehicle parking, and electric vehicle charging requirements in the latest edition of the California Green Building Standards Code (CalGreen) in effect at the time the building permit application is submitted to the City. Currently, the 2019 CalGreen code, Section A5.106.4.3, Changing Rooms, Section A5.106.5.1, Designated Parking for Clean Air Vehicles, and Section A5.106.5.3, Electric Vehicle Charging, require the following measures to facilitate bicycle travel, clean air vehicles, and the future installation and use of electric vehicle chargers: • Non-residential buildings with more than 10 tenant-occupants provide changing/shower facilities for tenant-occupants in accordance with Table A5.106.4.3 of the CalGreen code. • Non-residential development involving the installation, addition,	City of Clayton	City of Clayton Community Development Department.	Prior to discretionary project approval.		

		MONITORING			VERIFICATION	
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	or alteration of 10 or more vehicular parking spaces provide designated parking for any combination of lowemitting, fuel-efficient, and carpool/van pool vehicles pursuant to Table A5.106.5.1.2 of the CalGreen code. Non-residential development shall provide electric vehicle charging spaces capable of supporting electric vehicle supply equipment pursuant to Table A5.106.5.3.2 of the CalGreen code.					
Generation of Greenhouse Gases that May Have a Significant Impact on the Environment.	MM GHG-5: Require a Project-level Greenhouse Gas Emissions Assessment for Housing Site Projects. The City shall require development projects that are determined not to be categorically exempt from CEQA, and that require the quantitative VMT assessment required by Mitigation Measure VMT-1, to submit a project-level greenhouse gas (GHG) emissions analysis. The GHG emissions analysis shall evaluate the project's consistency with adopted state-wide GHG emissions reduction goals using the latest guidance and recommendations from the Bay Area Air Quality Management District, or another accepted methodology. If the project's GHG emissions could interfere with state-wide GHG emission reduction goals, mitigation shall be identified and implemented to reduce emissions.	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior to discretionary project approval.		

		MONITORING			VERIFICATION	
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	Mitigation measures to reduce GHG emissions could include, but are not limited to: • Increasing the energy efficiency of the proposed building(s) (e.g., identifying building practices that go beyond CalGreen Code standards, identifying specific energy efficient appliances, etc.); • Incorporating on-site renewable energy generation into project-design; • Reducing the quantity of parking provided by the proposed development; • Reducing indoor and outdoor potable water consumption; and • Increasing solid waste diversion rates.					
Conflict with an Applicable Plan, Policy or Regulation Adopted for the Purpose of Reducing the Emissions of Greenhouse Gases	See Mitigation Measures GHG-1 through GHG-5, above.	City of Clayton Project Proponent/Applicant	City of Clayton Community Development Department.	Prior to issuance of construction permits. Prior discretionary project approval.		
Cause Substantial Adverse Impacts	See Mitigation Measures GHG-1 through GHG-5, above.	City of Clayton	City of Clayton Community	Prior to issuance of construction permits.		

	RELATED MITIGATION MEASURE	MONITORING			VERIFICATION	
IDENTIFIED IMPACT		Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
with Respect to Greenhouse Gas Emissions		Project Proponent/Applicant	Development Department.	Prior discretionary project approval.		
HAZARDS AND H	AZARDOUS MATERIALS					
Exposure of People or Structures to Wildfire.	MM HAZ-1: The City shall determine if it will prepare an update to its Local Hazard Mitigation Plan (LHMP) or cooperate with Contra Costa County in an update to its Emergency Operations Plan (EOP). This update must address the evacuation planning and coordination directives outlined in SB 99 and AB 747 as they apply to the City. The selected update shall address areas of the City or its Planning Area that have high fire risks and identify adequate evacuation routes with ongoing maintenance needs and operational and public education needs to support use of these routes during emergency conditions. The City shall decide which document update is most appropriate for the City within 90 days of adoption of the HEU.	City of Clayton Project Proponent/Applicant	City of Clayton Community Development Department.	Within 90 days of the adoption of the Housing Element Update.		

	RELATED MITIGATION MEASURE	MONITORING			VERIFICATION	
IDENTIFIED IMPACT		Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
NOISE						
Exposure to Noise Levels in Excess of Standards.	Site Development Construction Noise Levels. To reduce potential noise levels from construction activities pursuant to the HEU, the City shall require that future development projects subject to discretionary approval comply with the following: 1) Notify Residential and Commercial Land Uses of Planned Construction Activities. This notice shall be provided at least one week prior to the start of any construction activities, describe the noise control measures to be implemented by the Project, and include the name and phone number of the designated contact for the Applicant/project representative and the City of Clayton responsible for handling construction-related noise complaints (per Section 7). This notice shall be provided to: A) The owner/occupants of residential dwelling units within 500 feet of construction work areas; and B) The owner/occupants of commercial buildings (including institutional buildings) within 100 feet of work areas or within 400 feet of construction work areas if pile driving equipment will be used. 2) Restrict Work Hours. Construction-related work activities, including material	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior to discretionary project approval (Include as project conditions of approval). Preparation and City signoff on Construction Noise Plan prior to issuance of grading permits.		

			MONITORING		VERIFICA	TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	deliveries, shall be subject to the requirements of City Municipal Code Section 15.01.101. Construction activities, including deliveries, shall occur only during the hours of 7:00 a.m. to 5:00 p.m., Monday through Friday, unless otherwise authorized in writing by the City Engineer or designee or other project conditions of approval. If such authorization is granted, construction-related work activities shall still conform to the requirements of General Plan Policy 3b., which limits construction activities to the hours 7:00 a.m. to 5:30 p.m. on weekdays and 9:00 a.m. to 6:00 p.m. on weekends when adjacent neighbors are affected. The applicant/project representative and/or its contractor shall post a sign at all entrances to the construction site informing contractors, subcontractors, construction workers, etc. of this requirement. 3) Control Construction Traffic and Site Access. Construction traffic, including soil and debris hauling, shall follow Citydesignated truck routes and shall avoid local roads in the City that contain residential dwelling units as much as possible unless an alternative route that provides access to the specific project location is not available. 4) Construction Equipment Selection, Use, and Noise Control Measures. The following measures shall apply to construction equipment used to develop					

			MONITORING		VERIFICATION		
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date	
	housing sites: A)Contractors shall use the smallest size equipment capable of safely completing work activities. B)Construction staging shall occur as far away from residential and commercial land uses as possible. C) All stationary noise-generating equipment such as pumps, compressors, and welding machines shall be shielded and located as far from sensitive receptor locations as practical. Shielding may consist of existing vacant structures or a three- or four-sided enclosure provide the structure/barrier breaks the line of sight between the equipment and the receptor and provides for proper ventilation and equipment operations. D) Heavy equipment engines shall be equipped with standard noise suppression devices such as mufflers, engine covers, and engine/mechanical isolators, mounts, etc. These devices shall be maintained in accordance with manufacturer's recommendations during active construction activities. E) Pneumatic tools shall include a noise suppression device on the compressed air exhaust. F) The applicant/project representative and/or their contractor shall connect to existing electrical service at the site to avoid the use of stationary power generators unless electrical service is						

	MONITORING				VERIFICA	TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	not available or the electricity provider indicates service cannot be provided. G)No radios or other amplified sound devices shall be audible beyond the property line of the construction site. 6)Implement Construction Activity Noise Control Measures: The following measures shall apply to construction activities in the Plan Area: A) Demolition: Activities shall be sequenced to take advantage of existing shielding/noise reduction provided by existing buildings or parts of buildings, and methods that minimize noise and vibration, such as sawing concrete blocks and prohibiting on-site hydraulic breakers, crushing, or other pulverization activities, shall be employed when activities occur adjacent to sensitive residential areas. B) Demolition Site Preparation, Grading, and Foundation Work: During all demolition, site preparation, grading, and structure foundation work activities within 500 feet of a residential dwelling unit or 400 feet of a commercial building (including institutional buildings), a 6-foot tall physical noise barrier shall be installed and maintained around the work site perimeter to the maximum extent feasible given site constraints and access requirements. Physical barriers shall consist of a solid material (i.e., free of openings or gaps other than weep holes) that has a minimum rated					

			MONITORING			
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	transmission loss value of 20 dB. The noise barrier may be removed following the completion of building foundation work (i.e., it is not necessary once framing and typical vertical building construction begins provided no other grading, foundation, etc. work is still occurring on-site). C) Pile Driving: If pile driving activities are required within 500 feet of a residential dwelling unit or 400 feet of a commercial building, the piles shall be pre-drilled with an auger to minimize pile driving equipment run times. 7) Prepare a Construction Noise Complaint Plan. The Construction Noise Complaint Plan shall: A) Identify the name and/or title and contact information (including phone number and email) for a designated project and City representative responsible for addressing construction-related noise issues; B) Includes procedures describing how the designated project representative will receive, respond, and resolve construction noise complaints; C) At a minimum, upon receipt of a noise complaint, the project representative shall notify the City contact, identify the noise source generating the complaint, and take steps to resolve the complaint, and take steps to resolve the complaint, and take steps to resolve the complaint, on the project-specific noise evaluation prepared					

			MONITORING			
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	to satisfy Section 7 or as a separate document.					
Cause a Substantial Adverse Cumulative Impact with Respect to Noise.	See Mitigation Measure NOI-1, above.	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior to discretionary project approval (Include as project conditions of approval). Preparation and City signoff on Construction Noise Plan prior to issuance of grading permits.		
TRANSPORTATIO	N				•	
Conflict or Be Inconsistent with CEQA Guidelines section 15064.3, Subdivision (b) Cause a Substantial Adverse Cumulative Impact with	VMT-1: The Project shall implement the following VMT Reduction Measures: • Individual housing project development proposals that do not screen out from VMT impact analysis shall provide a quantitative VMT analysis using the methods applied in this EIR, with modifications if appropriate based on future changes to City of Clayton practices and CCTA	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior discretionary project approval.		

			MONITORING		VERIFICATION	
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
Respect to Transportation.	VMT analysis methodology guidelines. Projects which result in a significant impact shall include travel demand management measures and physical measures to reduce VMT, including, but not limited to, the measures below, which have been identified as potentially VMT reducing in the California Air Pollution Control Officers Association (CAPCOA) Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity (December 2021). Project developers may substitute any of the measures listed below with one or more alternative measures; provided, that any substitute measures would reduce GHG from VMT in an amount that is equal to or greater than the reduction achieved by the measure being replaced, and the amount of the reduction is supported by evidence. Potential VMT reduction estimates are included below, but detailed requirements, calculation steps, and limitations are described in the CAPCOA Handbook. In addition, application of one or more of the measures below is generally expected to result in a net VMT reduction of 10 percent or less for development projects in suburban settings such as Clayton:					

			MONITORING		VERIFICA	TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	 Unbundle parking costs (i.e., sell or lease parking separately from the housing unit). Effectiveness: up to 15.7 percent reduction in GHG from VMT per the CAPCOA Handbook. Provide car-sharing, bike sharing, or scooter sharing programs. Effectiveness: 0.15 – 0.18 percent reduction in GHG from VMT for car share, 0.02 – 0.06 percent for bike share, and 0.07 percent for scooter share, per the CAPCOA Handbook. The higher car share and bike share values are for electric car and bike share programs. Subsidize transit passes for residents of affordable housing. Effectiveness: up to 5.5 percent reduction in GHG from VMT per the CAPCOA Handbook. 					
Cause a Substantial Adverse Cumulative Impact with Respect to Transportation.	See Mitigation Measure VMT-1, above.	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior discretionary project approval.		

		MONITORING			VERIFICATION	
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
UTILITIES AND SE	RVICE SYSTEMS					
Relocation or Construction of New or Expanded Water, Wastewater Treatment, Stormwater Drainage, Electric Power, Natural Gas, or Communications Facilities.	MM UTL-1: Water Demand Management. Prior to receiving entitlements for new residential development under the Housing Element Update, project applicants must contact the CCCWD and obtain confirmation that adequate water service can be provided and adequate water supplies are available consistent with their latest Urban Water Management Plan. If the CCCWD indicates it cannot guarantee water supplies for the new development, or the project involves an increase over planned development (i.e., General Plan Amendment or Rezoning) to a use or uses that would consume more water than under the current General Plan and zoning, then the development must implement one or more of the following water conservation measures to the degree necessary to achieve the level of water use that would have occurred under the current General Plan and/or zoning designation(s): • Install appliances and plumbing that exceed current State Green Building Code water conservation requirements (i.e., those "current" at the time of application). Examples include but are not limited to low or dual flush toilets, composting toilets, high efficiency washing machines,	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior discretionary project approval.		

			MONITORING		VERIFICATION	
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
	shower timers, low-flow faucet and shower aerators, insulate water pipes, etc.; Prohibit installation of a swimming pool or allow only a spa; Prohibit installation of water-consuming landscape features (fountains, ponds, etc.); Prohibit installation of turf and promote individual gardens; Install all hardscape or all xeriscape (drought-tolerant) plants; Install only highly efficient drip irrigation systems - do not allow installation of any overhead sprayers or aerial sprinkler systems; Install rain barrels or other rain storage systems to reduce demand on domestic water needed for landscaping; Evaluate feasibility of installing grey water collection and recycling system, and install the system if feasible; and For a General Plan Amendment or Rezoning, the project must demonstrate that it would exceed state and/or regional water conservation requirements sufficient to achieve water use that would have occurred under the existing land use and zoning designations.					

		MONITORING VERIFIC				TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
Have Sufficient Water Supplies Available to Serve the Project	Projects are not limited to this list but can recommend additional improvements or systems as appropriate to maximize water conservation. A project must identify the water conservation measures to be implemented with the project prior to entitlement and must demonstrate full compliance with this measure, including installation of specified improvements, prior to receiving a certificate of occupancy. This measure shall be implemented to the satisfaction of the City Planning Department. See Mitigation Measure UTL-1, above.	Project Proponent/Applicant	City of Clayton Community Development	Prior discretionary project approval.		
and Reasonably Foreseeable Future Development.			Department.			
Cause a Substantial Adverse Cumulative Impact with Respect to Utilities and Service Systems.	See Mitigation Measure UTL-1, above.	Project Proponent/Applicant	City of Clayton Community Development Department.	Prior discretionary project approval.		

		MONITORING			VERIFICA	TION
IDENTIFIED IMPACT	RELATED MITIGATION MEASURE	Implementation Entity	Monitoring and Verification Entity	Timing Requirements	Signature	Date
WILDFIRE						
Exposure of Project Occupants to Pollutant Concentrations from a Wildfire.	MM HAZ-1: The City shall determine if it will prepare an update to its Local Hazard Mitigation Plan (LHMP) or cooperate with Contra Costa County in an update to its Emergency Operations Plan (EOP). This update must address the evacuation planning and coordination directives outlined in SB 99 and AB 747 as they apply to the City. The selected update shall address areas of the City or its Planning Area that have high fire risks and identify adequate evacuation routes with ongoing maintenance needs and operational and public education needs to support use of these routes during emergency conditions. The City shall decide which document update is most appropriate for the City within 90 days of adoption of the HEU.	City of Clayton	City of Clayton Community Development Department.	Within 90 days of adoption of the HEU.		

EXHIBIT C FINDINGS FOR AMENDMENT OF THE CLAYTON GENERAL PLAN

- A. The amendment to the City of Clayton Housing Element for the 6th Housing Cycle is in the public interest.
 - 1. The Housing Element amendment identifies constraints to the construction and improvement of housing in the City, and it identifies programs and policies to remove those constraints. Implementation of these policies and programs would streamline existing zoning approval processes, reducing the number of discretionary decisions that are currently required while maintaining objective standards that would help to preserve aesthetic characteristics of the City. Implementation of these policies and programs would also reduce costs of planning, permitting and construction for new home developers as well as for current homeowners who want to invest in improvement of their properties through expansions of their existing home or construction of accessory and second dwelling units. (Goal 1 and Goal 4 and attendant programs and policies)
 - 2. The goals, policies and programs in the Housing Element amendment would foster a broader range of housing densities than City land use policy currently provides, allowing opportunities for increased diversity in housing types (single-family and multifamily) and tenures (rental and ownership). Greater diversity in the City's housing stock would facilitate greater equity and fair access to housing choices for future residents, while also providing smaller unit sizes that are more affordable, more energy efficient and more accessible for recent graduates, young adult children and aging parents who currently live in Clayton and want to remain in the community. Expanded housing choices also facilitate more opportunities for special needs households as well as employees of the local service-based and public sector workforce to reside in the community, thereby reducing workers' and their customers' transportation costs, traffic congestion and automobile pollution emissions generated by vehicle trips to work from outside the City. (Goals 2, 3, 5 and 6 and attendant programs and policies)
- B. The amendment to the City of Clayton Housing Element for the 6th Housing Cycle is compliant with State law and contains all statutorily required components as prescribed in Government Code section 65583.
 - 1. Chapter 3 (Housing Needs Assessment), Chapter 5 (Housing Resources) and Chapter 4 (Constraints Analysis) of the Housing Element amendment contain an assessment of (respectively) housing needs, housing resources and constraints to meeting the City's projected housing needs. Population and employment trends in the City, description of the City's existing housing stock, and assessment of existing household characteristics (including ability to pay for housing) are identified in Chapter 3. This analysis in Chapter 3 precedes discussion of the City's projected housing need for all income levels as

- encompassed within its regional housing needs allocation (RHNA). (Government Code section 65583, subdivision (a)(1) and (a)(2))
- 2. Chapter 5 (Housing Resources) contains an inventory of land suitable and with potential for residential development that is vacant and zoned for residences; vacant and zoned for nonresidential use with residential development; and residentially zoned sites capable of being redeveloped with higher residential densities. Table 5-12 in Chapter 5 lists each potential housing opportunity site, each site's maximum and realistic development potential, potential infrastructure constraints and existing development, and a brief explanation of rationale, such as land value or property owner interest, for including the site in the inventory. On page 5-15 of the Adoption Draft Housing Element Update for the 6th Housing Cycle (December 2022), the relationship between the sites inventory and affirmatively furthering fair housing is described as positive, due to the distribution of all of the sites in high resource areas of the City, as the entirety of the City is considered to be high resource. (Government Code section 65583, subdivision (a)(3), and section 65583.2)
- 3. The selection of sites included in the inventory of 22 potential housing opportunities includes 14 sites that are currently developed with religious institutions, parking lots, private recreation (golf course driving range), lowintensity commercial buildings, or existing very low-density residential land use. Over 50 percent of the City's RHNA of low and very-low income units is identified on nonvacant sites. The analysis in Chapter 5 of the draft Housing Element includes discussion of the viability of these sites for redevelopment as housing, including building to land value ratios of 0.56 or lower; recent approval of multifamily and single-family housing on similarly-sized and located properties in the City; and interest expressed by property owners in the redevelopment of portions of their properties for housing. The analysis in the draft Housing Element provides adequate justification that nonvacant sites could reasonably be redeveloped with housing during the 6th housing cycle, and the Planning Commission finds that the existing land uses on these nonvacant sites do not constitute an impediment to the addition of housing on the nonvacant sites or redevelopment of the nonvacant sites with housing during the period covered by the Housing Element Update. (Government Code section 65583.2(g)).
- 4. Chapter 4 (Constraints Analysis), page 4-7 of the Adoption Draft Housing Element Update for the 6th Housing Cycle (December 2022), identifies that existing zoning regulations adopted in 2013 allow emergency shelters as a permitted use the PF (Public Facility) District, and describes the existing objective development and management standards applicable to this type of land use. (Government Code section 65583, subdivision (a)(4))
- 5. Chapter 4 (Constraints Analysis) includes an assessment of existing governmental constraints upon the maintenance, improvement, or

development of housing for various physical abilities and for all income levels as projected in the City's RHNA. The text describes existing development regulations that are adopted in the City's Zoning Ordinance and two Specific Plans and that are applicable to various residential development types. Residential permitting processes, infrastructure needs, building and nuisance codes, and fees are also described. Where a regulation, process, standard, code requirement or fee is identified as constraining residential development, the text in Chapter 4 identifies the necessary code amendment or process improvement that would remove the constraint. Text in Chapter 2 (Housing Plan) formalizes the necessary code amendment or process improvement in a program in the Housing Element. (Government Code section 65583, subdivision (a)(6))

- 6. Chapter 4 (Constraints Analysis) also includes an assessment of nongovernmental constraints on the construction of housing, recognizing that while the City's ability to provide direct financial support for construction of affordable housing was drastically reduced after State legislation eliminated redevelopment agencies, the City can continue to offer other incentives, including density bonuses, priority permit processing, fee waivers or deferrals and modifications to development standards to support construction of a variety of housing types. (Government Code section 65583, subdivision (a)(6))
- 7. Chapter 3 (Housing Needs Assessment) describes those members of the community with special housing needs, including persons with physical or developmental challenges, over 65 years in age, living in large households of five or more residents, employed as farmworkers, residing in female-headed households, or experiencing homelessness. Chapter 3 also describes energy conservation opportunities for residential development in the City (Government Code section 65583, subdivisions (a)(7) and (a)(8)).
- 8. Chapter 3 (Housing Needs Assessment) lists the current housing units in the City that are eligible for conversion from deed-restricted affordable to market rate during the 6th housing cycle, as well as potential options, including possible State and federal funding sources, for preservation or replacement of the affordable units that could convert to market rate. (Government Code section 65583, subdivision (a)(9))
- 9. Chapter 7 (Affirmatively Furthering Fair Housing) describes the fair housing issues in the City and region, historic patterns of integration and segregation, racially or ethnically concentrated areas of affluence, demographic trends, and disparities in housing needs and housing opportunities, in Clayton and in Clayton as compared to proximate jurisdictions in central and eastern Contra Costa County as well as the County as a whole. With a basis in the analysis in Chapter 7, Chapter 2 (Housing Plan) lists all of the goals, policies and programs that describe the actions that the City commits to taking to affirmatively further fair housing for all persons regardless of

household income level or any protected status; to ensure maintenance, preservation, improvement and development of housing in the City; to assist in development of housing opportunities for all income levels; to remove government and nongovernmental constraints to housing development; and to foster construction of accessory dwelling units (ADUs) under the City's developing pre-approved ADU plan program and other site-specific plan permit requests. Where a program has a specific and discreet timeline for performance (such as rezoning to accommodate the City's RHNA), the timeline is specified with the program, while programs (such as code enforcement or priority permit processing for applicable development applications) that are to be implemented as needed throughout the housing cycle are indicated as ongoing. A summary of the City's quantified objectives with respect to its RHNA is provided at the end of the chapter in Table 2-1. (Government Code section 65583, subdivisions (b) and (c))

C. The amendments to the City of Clayton General Plan Land Use Element and its Land Use Diagram are in the public interest. The amendments to the Land Use Element ensure internal consistency with the City's General Plan and constitute the first step in implementation of the overall objectives of the Housing Element to increase the diversity in the housing stock and expand opportunities for housing for existing and future residents.

Exhibit D

List of Revisions to the *Adoption Draft Housing Element for the 6th Housing Cycle, 2023-2031 (December 2022)*

January 17, 2023

Program D1 (pages 2-9 and 2-10)

Amend the allowed uses in the Town Center designation to accommodate ground-floor residential under prescribed circumstances, such as along on side streets or behind street-facing commercial uses on Center and Main Streets and to allow for densities of up to 30 25 units per acre. Revisit the lot coverage standards to provide conditions that can accommodate higher densities.

Program G1 (page 2-13)

Inclusionary housing requirements provide a solid means of producing affordable units. State law allows inclusionary requirements to be applied to rental units as well. During the planning period, the City will consider modifying the Affordable Housing Plan ordinance to expand application to all residential developments, whether ownership or rental. Also, the City may consider revisiting the Affordable Housing Plan to lower the threshold for providing affordable units to fewer than 10 units.

Program H-1 (page 2-14)

The City will proactively seek out continue to work with developers who cater to disabled and other special needs populations to develop a housing project in Clayton.

Program J3 – Proactive Actions (Page 2-16)

The City relies upon Contra Costa County agencies and their contractors to provide fair housing services. The County's 2020 Analysis of Impediments to Fair Housing Choice did not report any findings for Clayton regarding fair housing testing, meaning that no instances of housing discrimination, unlawful evictions, discriminatory lending practices, or similar actions are known. Local fair housing issues largely relate to historic patterns of segregation that prevented people of color from buying or renting a home in Clayton and today, housing prices and rents that are prohibitive to lower income households. Today, the abundance of single-family housing and marginal inventory of rental units have increased the cost of a home and have made it prohibitive for lower-income households to purchase or rent in Clayton.

Chapter 5, Housing Resources (page 5-9)

Site V consists of two areas on a property known locally as Seeno Hill on Eagle Peak Avenue. As part of the Housing Element process, the property owner has come forward with interest to process a General Plan amendment and zone change to allow development consistent with the Multifamily High Density designation (20 units per acre). A buildout assumption of 80 percent has been applied, yielding 120 total units. Twenty units have been assigned to the Low Income RHNA category and 100 to Moderate

Chapter 7, AFFH (pages 7-2 and 7-3)

Pressures to meet housing allocations have continued, but opposition to new development and the construction of denser, more affordable housing units has remained consistent for many residents. As recently as 2020, a group of Clayton residents filed several a lawsuits against the City over the approval of The Olivia at Marsh Creek, a three-story, 81-unit housing development for individuals over 55, stating that the project could have significant impacts on parking, traffic, noise, and air and water quality for residents surrounding the development. (East Bay Times, 2020)

Clayton's zoning code has additionally worked against may have constrained the development of multifamily and lower-income housing. Historically, Clayton's land use and zoning regulations have capped residential densities at 20 units per acre, a density which does may not provide much sufficient incentive to multi-family housing developers. Clayton's Limited financial resources have also hindered partnerships with affordable housing developers to bring these homes into the community.

These factors have all created an environment in which there is very limited affordable, rental and higher-density housing available in Clayton. Compared to nearby communities, Clayton has fallen behind on meeting housing obligations. While Clayton has met its housing zoning obligations, production of housing units in Clayton has not occurred at the same rate as compared to nearby communities. An East Bay Times article from 2019 graded cities and jurisdictions in California based on their progress towards meeting housing development goals for very low-income, low-income, moderate-income, and above moderate-income units. While Contra Costa County overall received an A, the City of Clayton received an F. Nearby Antioch received a C, Pittsburg received a B+, Martinez received a D-, Concord received a D, Pleasant Hill received a D-, and Walnut Creek received a C-. Clayton is therefore not alone in its struggles to provide adequate affordable housing to residents. The progress of the provide adequate affordable housing to residents.

cCommunity and City Council opposition, geographic constraints, zoning limitations, and community priorities have all contributed to the current patterns of segregation seen in the City today land use that consists almost exclusively of single-family housing, the vast majority of which is owner occupied.



2023-2031 HOUSING ELEMENT

ADOPTION DRAFT

DECEMBER 2022



Chapter 1: Introduction	
About Clayton	1-3
Regulatory Framework:	1-3
Scope and Content	1-2
Relationship to Other General Plan Elements	1-5
Acronyms	1-3
Public Participation Overview	1-4
Chapter 2: Housing Plan	
Introduction	2-2
Framing the Challenging and Finding Solutions	2-2
Sites Inventory Summary	2-2
Goals and Policies	2-5
Programs	2-6
Summary of Quantified Objectives	2-19
Chapter 3: Housing Needs Assessment	
Population and Employment Trends	3-1
Baseline Population and Population Growth	3-2
Household Characteristics	3-5
Housing Stock Characteristics	3-7
Special Housing Needs	3-9
Energy Conservation Opportunities	3-12
At Dick Housing Analysis	2.12

Projected Housing Need (RHNA)	3-14
Chapter 4: Constraints Analysis	
Introduction	4-1
Government Constraints	4-2
Construction and Housing Codes	4-19
Non-Governmental Constraints	4-26
Chapter 5: Housing Resources	
Availability of Sites for Housing	5-1
Administrative and Financial Resources	5-16
Chapter 6: Housing Element Program Accomplishments	
Introduction	6-1
Quantified Objectives	6-14
Chapter 7: Affirmatively Furthering Fair Housing	
Introduction and Overview of AB 686	7 -1
Analysis Requirements	7-1
Sources of Information	7-1
History of Housing in Clayton	7-2
Assessment of Fair Housing Issues	7-3
Integration and Segregation	7-10
Racially and Ethnically Concentrated Areas of Poverty (R/ECAP)	7-31
Racially Concentrated Areas of Affluence (RCAAS)	7-34
Access to Opportunities	7-37
TCAC Opportunity Maps	7-37
Disproportionate Needs	7-56

Chapter 8: Community Engagement and Outreach

	Public Participation	3-1
LI	ST OF TABLES	
	Table 2-1: 2023-2031 of Quantified Objectives	2-19
	Table 3-1: Population Growth Trends	3-1
	Table 3-2: Age	3-2
	Table 3-3: Race and Ethnicity	3-3
	Table 3-4: Employment by Industry	3-4
	Table 3-5: Principal Employers, 2021	3-5
	Table 3-6: Household Characteristics by Tenure	3-5
	Table 3-7: Housing Stock by Type - 2021	3-8
	Table 3-8: Housing Stock Characteristics by Tenure	3-8
	Table 3-9: Fair Market Rents in Contra Costa County	3-9
	Table 3-10: Special Needs Groups	3-9
	Table 3-11: Regional Homelessness Services	3-11
	Table 3-12: Affordable Units at Risk of Conversion to Market Rate in Clayton	3-12
	Table 3-13: Regional Housing Needs Allocation 2023-2031	3-14
	Table 4-1: General Plan Residential Land Use Categories	4-2
	Table 4-2: Town Center Specific Plan Regulations	4-2
	Table 4-3: Residential Use Permit Requirements	4-4
	Table 4-4: Second Unit Development Standards	4-5
	Table 4-5: Residential Development Standards	4-13
	Table 4-6: Residential Parking Requirements	4-13
	Table 4-7: Typical Permit Processing Times	4-17
	Table 4-8: Construction and Housing Codes	4-21

Table 4-9: Community Development Department Feed	4-22
Table 4-10: Clayton Development Fees	4-24
Table 4-11: Development Fees in Contra Costa County Cities	4-25
Table 4-12: Vacant Land Costs	4-27
Table 4-13: Construction Cost by Building Type – National Data	4-28
Table 5-1: Clayton 2023-2031 RHNA	5-2
Table 5-2: Approved Projects	5-3
Table 5-3: ADU Projections to Meet the RHNA	5-5
Table 5-4: of Projects with Build-out at 80% or Higher of Maximum Densities	5-6
Table 5-5: Vacant Residential Land Inventory	5-9
Table 5-6: Underutilized Residential Land Inventory	5-10
Table 5-7: Vacant Town Center Land Inventory	5-11
Table 5-8: Underutilized Town Center Land Inventory	5-11
Table 5-9: Underutilized Non-Residential Land Inventory	5-12
Table 5-10: Comparison of Credit, Sites, and RHNA	5-14
Table 5-11: Residential Vacant and Underutilized Sites	5-19
Table 5-12: Town Center Vacant and Underutilized Sites	5-20
Table 5-13: Non-Residential Underutilized Sites	5-21
Table 6-1: 2015-2023 Housing Element Program Accomplishments	6-2
Table 6-2: 2015-2023 Housing Element Quantified Objectives	6-14
Table 7-1: Number of DFEH Housing Complaints in Contra Costa County (2020)	7-4
Table 7-2: Number FHEO Filed Cases by Protected Class in Costa County (2015-2020)	7-4
Table 7-3: Action(s) Taken/Services Provided	7-5
Table 7-4: Outcomes	7-6
Table 7-5: Racial/Ethnic Dissimilarity Trends (1990-2020)	7-11
Table 7-6: Racial Composition Contra Costa County and Clayton (2019)	7-14
Table 7-7: Populations of Persons with Disabilities – Contra Costa County and Clayton	7-15
Table 7-8: Households with Children in Contra Costa County and Incorporated Cities	7-18

	Table 7-9: Contra Costa County and Clayton Households by Income Category and Tenure	7-23
	Table 7-10: Domains and List of Indicators for Opportunity Maps	7-37
	Table 7-11: Opportunity Indices by Race/Ethnicity – Contra Costa County	7-41
	Table 7-12: Demographics of Households with Housing Problems in Contra Costa County	7-57
	Table 7-13: Household Type and Size in Contra Costa County	7-57
	Table 7-14: Households that Experience Cost Burden by Tenure in Contra Costa County and Clayton	7-59
	Table 7-15: Overcrowded Households – Contra Costa County and Clayton	7-61
	Table 7-16: Substandard Housing Conditions – Contra Costa County and Clayton	7-63
	Table 7-17: Fair Housing Summary	7-66
	Table 7-18: AFFH Meaningful Actions Matrix	7-67
	IST OF FIGURES	
L	IST OF FIGURES	
	Figure 5-1: Housing Sites Inventory	5-8
	Figure 5-2: TCAC Opportunity Areas – Composite Score – Clayton (2021)	5-16
	Figure 7-1: Regional Racial Demographics (2021)	7-12
	Figure 7-2: Racial Demographics of Clayton (2021)	7-13
	Figure 7-3: Regional Populations of Persons with Disabilities by Tract (2019)	7-16
	Figure 7-4: Percent of Population with a Disability – Clayton (2021)	7-17
	Figure 7-5: Regional Percentage of Children in Married-Couple Households by Tracts (2019)	7-19
	Figure 7-6: Percent of Children in Married-Couple Households – Clayton (2021)	7-20
	Figure 7-7: Regional Percent of Children in Female Headed Households by Tract (2019)	7-21
	Figure 7-8: Percent of Children in Female Headed Households – Clayton (2021)	7-22
	Figure 7-9: Regional Concentrations of LMI Households by Tract (2015)	7-24
	Figure 7-10: Population with Low to Moderate Income Levels – Clayton (2021)	7-25
	Figure 7-11: Regional Housing HCV Concentration by Tract in Contra Costa County (2021)	7-27
	Figure 7-12: Regional Median Gross Rent/Affordability Index by Tract (2021)	7-28

Figure 7-13: Housing Choice Vouchers – Clayton (2021)	7-30
Figure 7-14: Location Affordability Index – Clayton (2021)	7-31
Figure 7-15: Regional Racially and Ethnically Concentrated Areas of Poverty "R/ECAPs" (2021)	7-32
Figure 7-16: Expanded R/ECAPs in Contra Costa County	7-33
Figure 7-17: Regional Racially and Ethnically Concentrated Areas of Poverty "R/ECAPs" – Clayton (2021)	7-34
Figure 7-18: Regional Median Income by Block Group (2021)	7-35
Figure 7-19: Median Income – Clayton (2021)	7-36
Figure 7-20: Regional TCAC Composite Scores by Tract (2021)	7-38
Figure 7-21: TCAC Opportunity Areas – Composite Score – Clayton (2021)	7-39
Figure 7-22: Regional TCAC Education Scores (2021)	7-42
Figure 7-23: TCAC Opportunity Areas - Education Score – Clayton (2021)	7-43
Figure 7-24: California Public School Rankings (2021)	7-44
Figure 7-25: Regional Public Transit Access (2021)	7-46
Figure 7-26: Regional Jobs Proximity Index (2021)	7-48
Figure 7-27: Regional TCAC Opportunity Areas – Economic Score (2021)	7-49
Figure 7-28: Jobs Proximity Index – Clayton (2021)	7-50
Figure 7-29: TCAC Opportunity Area – Economic Score – Clayton (2021)	7-51
Figure 7-30: Regional TCAC Opportunity Areas – Environmental Score (2021)	7-52
Figure 7-31: Regional CalEnviroScreen 4.0 (2021)	7-53
Figure 7-32: CalEnviroScreen 4.0 – Clayton (2021)	7-54
Figure 7-33: Regional Healthy Places Index (2021)	7-55
Figure 7-34: Healthy Places Index -Clayton (2021)	7-56
Figure 7-35: Regional Overpayment by Renters (2021)	7-58
Figure 7-36: Overpayment by Renters (2021)	7-60
Figure 7-37: Regional Overcrowded Households by Tract (2015)	7-61
Figure 7-38: Concentration of Overcrowded Households – Clayton	7-62
Figure 7-39: Regional Sensitive Communities at Risk of Displacement by Tract (2021)	7-64

Figure 7-40: Sensitive Communities (UCB, Urban Displacement Project) – Clayton (2021)......7-65



ABOUT CLAYTON

The City of Clayton, nestled against Mount Diablo in central Contra Costa County, remains a quiet, comfortable place to live amid the hubbub of the Bay Area—but with ready access to the urban centers in Concord, Richmond, Berkeley, and Oakland. Its quaint downtown provides small-town charm, and the surrounding hillsides offer expansive open spaces. Clayton is largely a bedroom community, with the City's earliest subdivision patterns reflecting building approaches of the 1960s, just prior to Clayton's incorporation in 1964 with approximately 600 residents. The more rapid period of development from 1980-2000, when Clayton added about 6,500 residents, continued the trend of providing homes in single-family subdivisions at prices affordable to middle-income households. Then and today, these neighborhoods included parks lively with community events, where neighbors gather to socialize, play, and enjoy art and food festivals.

As the smallest city in Contra Costa County, Clayton is home to about 11,500 residents (2020), representing just one percent of the total County population. Between 2000 and 2020, Clayton experienced a moderate growth of 5.3 percent, greatly contrasted to the boom of the previous two decades and growth in the region, at 14.8 percent. Today, Clayton is largely built out, with predominantly residential development and commercial uses concentrated in a shopping center near its northern boundary and in its downtown Town Center. Much of the eastern side of the City (east of Oakhurst Drive/Clayton Road) is constrained by challenging geology and terrain.

Throughout the greater Bay Area, the decades of the 2000s have been a period of significant growth and change, with home prices rising to among the highest in the nation and housing supply falling far below demand. Clayton has experienced this change in the form of rapidly escalating home prices; its neighborhoods, once affordable to middle-class households, have become unaffordable to lower- and middle-income households. About one quarter of current Clayton households overpay for housing despite earning high incomes, further reflecting the high cost of living in the Bay Area. For the few new developments recently approved in Clayton, affordable housing is produced only in response to local inclusionary housing requirements or pursuant to State density bonus law. Clayton needs a diversity of housing types at different levels of affordability for both rental and owner units. Housing diversity can add value to a community like Clayton and contribute to its sustainability. Through this Housing Element, the community looks to put forward housing policies and programs that will meet a variety of housing needs for new residents while preserving those qualities and community character that Clayton residents value.

REGULATORY FRAMEWORK

The Housing Element is one of the required components of a General Plan and must be consistent with all other elements of the General Plan. This element identifies ways in which the housing needs of existing and future residents can be met. State law describes in great detail the necessary contents of the Housing Element: 1) identifying housing needs; 2) analyzing constraints to housing production; 3) examining past

accomplishments from prior housing element planning efforts; 4) understanding how past planning practices may have excluded groups of people from housing opportunities; 5) documenting how the public has been engaged in the planning process; and 6) assessing and describing how land and financial resources will be marshalled to meet all housing needs. This Housing Element responds to those requirements and specifically to conditions and policy directives unique to Clayton.

The California Legislature has identified the attainment of a decent home and suitable living environment for every Californian as the State's main housing goal. Recognizing the important part that local planning programs play in pursuit of this goal, the Legislature has mandated that all cities and counties prepare a Housing Element as part of their comprehensive General Plans.

Section 65581 of the California Government Code reflects the legislative intent for mandating that each city and county prepare a Housing Element:

- 1. To ensure that counties and cities recognize their responsibilities in contributing to the attainment of the State housing goal.
- 2. To ensure that counties and cities will prepare and implement Housing Elements which, along with federal and state programs, will move toward attainment of the state housing goals.
- 3. To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs.
- 4. To ensure that each local government cooperates with other local governments to address regional housing needs.

SCOPE AND CONTENT

This Housing Element applies to the planning period of June 2022 through December 2031 and identifies strategies and programs to:

- Maintain and enhance existing housing and neighborhoods
- Ensure adequate sites are available to accommodate moderate housing and population growth
- Update City policies and regulations to allow for a greater number and diversity of housing units
- Diversify the housing stock to increase opportunities at all income ranges and for both renters and homeowners
- Minimize governmental constraints to housing production
- Ensure fair housing practices
- Preserve and improve existing affordable housing stock

Toward these ends, this Housing Element consists of:

- This introduction to the scope and purpose of the Housing Element
- A Housing Plan to address the identified housing needs, including housing goals, policies, and programs
- A community needs assessment which reviews population characteristics, housing stock, and the special housing needs of the elderly, lower-income households, disabled persons, foster care youth aging out of the system, and people experiencing homelessness

- A review of potential market, governmental, and environmental constraints to meeting the City's identified housing needs
- An inventory of available sites in Clayton to meet the City's allocated regional housing need, referred to as the RHNA (Regional Housing Needs Allocation), established by the Association of Bay Area Governments/Metropolitan Transportation Commission (ABAG/MTC)
- An evaluation of land, administrative, and financial resources available to address the housing goals
- A review of past accomplishments under the previous Housing Element
- A fair housing assessment
- A summary of public engagement events

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

As noted above, State law requires that the Housing Element be consistent with all other General Plan elements. The Clayton General Plan contains nine elements: Land Use, Circulation, Housing, Community Design, Open Space/Conservation, Safety, Noise, Community Facilities, and Growth Management. Most specifically, the Land Use Element must have land use policy that supports the distribution and densities of housing assumed in the Housing Element to achieve the RHNA. The City will continue to review the General Plan for internal consistency as amendments are proposed and adopted. The City is aware of the requirements of Assembly Bill (AB) 162 (2007), which requires every city and county to amend its General Plan Safety and Conservation elements to include analysis and policies regarding flood hazards and management.

ACRONYMS

This element includes use of many acronyms to identify agencies, housing programs, funding sources, and planning terms. Commonly used acronyms are:

ABAG/MTC – Association of Bay Area Governments/Metropolitan Transportation Commission

ADU - Accessory Dwelling Unit

AFFH - Affirmatively Furthering Fair Housing

AI - Analysis of Impediments to Fair Housing

ACS - American Community Survey

AMI - Area Median Income

CDBG - Community Development Block Grant

CEQA – California Environmental Quality Act

CHAS – Comprehensive Housing Affordability Strategy

CHDO – Community Housing Development Organization

DOF – State of California Department of Finance

HCD – State of California Department of Housing and Community Development

HUD – Federal Department of Housing and Urban Development

LIHTC – Low-Income Housing Tax Credit

MFI - Median Family Income

MRB – Mortgage Revenue Bonds

RHNA – Regional Housing Needs Allocation

SRO – Single Room Occupancy

TOD – Transit-Oriented Development

TCSP – Town Center Specific Plan

PUBLIC PARTICIPATION OVERVIEW

The Housing Element must reflect the values and preferences of the community. Therefore, public participation in the planning process is critical to ensuring this Housing Element represents community voices. Government Code Section 65583(c)(7) states: "The local government shall make diligent effort to achieve public participation of all economic segments of the community in the development of the Housing Element, and the program shall describe this effort."

To ensure this Housing Element addresses all economic segments of the community, the City engaged with local churches who have outreach connections to underrepresented communities. The City also conducted outreach to affordable housing developers. Chapter 8 (Community Engagement and Outreach) provides a thorough explanation of the City's outreach and public participation in the development of this Housing Element.

At its core, a Housing Element is an opportunity to have a community conversation about how to address local housing challenges, develop policies, and find solutions. As such, the public engagement process for Clayton involved participation from a variety of stakeholders to solicit input, and that input has informed key element programs and decisions, such as identifying appropriate housing sites and densities. The engagement process, described in detail in Appendix A, included interviews with the City Council and Planning Commissioners, an online community workshop, study sessions with the City Council and Planning Commission in which members of the public participated, a map-based online survey, Council and Commission frequent updates, and a Balancing Act survey that allowed participants to create their own housing plans. Key comments expressed at some of these activities are described below.

STAKEHOLDER INTERVIEWS

- Clayton is largely built out.
- The city lacks diverse housing options for young adults, renters, teachers, and seniors.
- Add new housing throughout City, not just in downtown.
- Developments downtown should attract Clayton residents and people living in nearby cities.

WORKSHOP

- Vision for an increase in affordable housing for new residents, community events held downtown, a diversified city facilitated by a range of affordable housing, affordable housing for younger adults, and a maintenance of the character of Clayton
- Concerns about having the infrastructure to support apartment complexes, traffic congestion that may come with additional housing, affordable housing options for seniors who want to downsize, and ensuring children who grow up in Clayton can one day afford to purchase homes

MAPTIONNAIRE SURVEY

Maptionnaire is a digital map-based tool for questionnaires, surveys, and data collection. The survey included several questions focused on housing issues and challenges, possible strategies and solutions for the City, locations for new housing, community preference for a vacant site (Downtown Site) in Clayton's historic Town Center, the community's vision and goals, and optional questions to gather demographic information. The survey was open to all members of the public. The map-based nature of the survey allowed participants to mark a digital map with places where they thought new housing would be appropriate and share what housing types they were interested in seeing. Participants were also able to upload photos or other materials to support their vision for the Downtown Site, and to answer questions about preferred uses for that site.

Key findings included:

- Over half (56 percent) of respondents said they were in favor of the potential growth increase in housing units in Clayton. Most of those in support of more housing also indicated concerns about possible impacts of growth.
- When asked to rank the importance of housing issues and challenges in the City, respondents listed traffic and congestion, preserving community character, limited infrastructure, and overcrowding as the top issues.
- A lack of diverse housing options and housing supply were the least important housing issues.
- When asked to rank the strategies or solutions that are appropriate for Clayton, participants indicated that supporting homeowners who want to build ADUs on single-family lots and encouraging the rehabilitation of existing housing in older neighborhoods were the top options.
- Providing shelters and transitional housing for homeless families and individuals, along with services that help move people into permanent housing and targeting efforts to address longterm inequities in the housing market were the least important strategies.
- One-quarter of respondents indicated that new housing should blend in with the character of surrounding neighborhoods, and nearly one-quarter said that new housing should be located where it will have the least impact on traffic in Clayton.

BALANCING ACT

The City offered an opportunity for residents and other interested parties to participate in the Housing Balancing Act, a virtual simulation within which participants were given 15 vacant or underutilized sites within the City and asked what density of housing they preferred to see on each site. Starting with a "default" density of either two or three units per acre on each site, participants could change density in

increments of 1 unit per acre to as low as 0 units per acre if they did not want to see housing on a site, up to as many as 30 units per acre.

Generally, respondents specified higher densities on the sites in north Clayton, and particularly the Clayton Valley Presbyterian and St. John's Parish sites, where the most common densities selected were 30 units per acre. Some respondents also added comments suggesting increasing density above 30 units per acre on these sites, a comment that was also reflected in the minutes of the Planning Commission meeting at which Balancing Act was demonstrated.

In central Clayton, the Oakhurst Country Club overflow parking lot site also had some of the highest densities among sites in the simulation, with the most common density at 30 units per acre and an average of 13 units per acre.

In south Clayton, where the only site was a large property Pine Lane and Marsh Creek Road, respondents generally selected medium densities for the site (10 to 13 units per acre). Other sites, including sites in the Town Center, tended to have lower densities selected, and in some cases, no development. It is noted, however, that for some Town Center sites, some respondents commented that they preferred to see commercial development on those properties but would consider residential development on upper floors above commercial or adjacent to Clayton Road.

DRAFT HOUSING ELEMENT WORKSHOP SESSIONS

In May and June 2022, the Planning Commission and City Council conducted a series of four public workshops on the draft Housing Element, which was made available for public review on May 20, 2022. Based on public comments, Commission recommendations, and Council discussion, the Council directed City staff to make minor adjustments to the draft before sending it to HCD for review.

After the City received comments from HCD in October 2022, staff revised the element to address those comments. An advertised Planning Commission study session was conducted on November 22, 2022, to review planned revisions with the Commission and to provide the public with an opportunity to comment prior to public hearings. City staff made minor adjustments in response to public comments. The revised element incorporating these final changes was made available to the public seven days prior to the December 13, 2022, Planning Commission hearing to recommend adoption. On January 10, 2023, the City Council conducted an advertised study session. The formal adoption hearing occurred on January 17, 2023.



INTRODUCTION

This Housing Plan's goals, policies, and programs have been established to address housing issues in Clayton and to meet state law housing requirements. The City's enduring objective is to facilitate and encourage safe, decent housing that fulfills the diverse needs of current and future residents. To achieve this vision, the Housing Plan identifies long-term housing goals and shorter-term policies and programs to address identified housing needs, constraints to development, and resources available to address housing needs. These objectives are informed by the housing needs assessment, housing constraints analysis, housing resources analysis, and review of the previous Housing Element.

To make adequate provision for the housing needs for people of all income levels, State law (Government Code 65583[c]) requires that the City, at a minimum, identify programs that do all of the following:

- Identify adequate sites, with appropriate zoning and development standards and services to accommodate the locality's share of the regional housing needs for each income level.
- Assist in the development of adequate housing to meet the needs of extremely low-, very low-, low-, and moderate-income households.
- Address and, where possible, remove governmental constraints to the maintenance, improvement, and development of housing, including housing for people at all income levels, as well as housing for people with disabilities.
- Conserve and improve the condition of the existing affordable housing stock and preserve assisted housing developments at risk of conversion to market-rate housing.
- Promote equal housing opportunities for all people, regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.

FRAMING THE CHALLENGE AND FINDING SOLUTIONS

Clayton is located within one of the most expensive housing regions in the country. The cost of existing homes remains high because of insufficient inventory and the desirability of Clayton's semi-rural character. Throughout the Bay Area, high materials and labor costs constrain housing production. Clayton has experienced very little new development since 2010, with almost no housing constructed for lower-and moderate-income households. Low wage earners and middle-income households who work in Bay Area counties and wish to buy a home—or just find something affordable for a family of four—often commute two hours or more to Central Valley communities such as Tracy or Stockton.

Other factors constraining housing production in Clayton include adverse geologic conditions on the City's east side that require significant investments to remedy unstable slope conditions, continuing concerns over drought conditions, high fire hazards associated with climate change, and limited job opportunities in Clayton, thus requiring commutes out of the community every day. This very limited jobs and

commercial base means that Clayton operates on a small municipal budget and must carefully consider the costs of providing adequate public services to new residences and residents.

The City recognizes that it shares similar challenges with many Bay Area communities, all of which have been tasked with creating new housing opportunities for people of all income levels. Historically, Clayton's land use and zoning regulations have capped residential densities at 20 units per acre, a density which does not provide much incentive to multi-family housing developers. The City's limited financial resources do not allow it to incentivize or partner with affordable housing developers to bring such needed homes into the community. Thus, to accommodate willing housing providers and the RHNA allocation of at least 570 units, the City's chief strategy is to zone properties at sufficient densities that will attract developers. In conjunction with adoption of this 2023-2031 Housing Element, the City has adopted new General Plan land use and zoning regulations that support this commitment.

Meeting regional and local housing needs extends beyond simply planning for new home construction. Often one of the best ways to provide reasonably priced housing is to preserve older housing stock that is already somewhat affordable. While this housing stock is very limited in Clayton—as homeowners have continued to invest in homes constructed in the 1960s to preserve their value—owners of such properties might consider building an accessory dwelling unit on their lot or subdividing the lot for a new home or two. This element identifies the City's stepped-up efforts to support homeowners's efforts to create new units within existing neighborhoods.

For this sixth cycle Housing Element update, the State has required much closer examination of how minority and lower-income households may have been discouraged or excluded from moving into Clayton through practices such as redlining or landlords not adhering to fair housing laws, or how such communities today face other challenges when looking to live in Clayton. The new commitment to encouraging affordable housing production looks to affirmatively further fair housing practices.

The natural environment that surrounds Clayton is a valued community asset that this Housing Element looks to protect by focusing new housing production in already developed areas of the City and limiting it in sensitive habitats, high fire hazard areas, and unstable hillsides. Planning for housing within the Town Center and along corridors with ready access to community amenities represents good planning practice that will benefit current and future Clayton residents.

To ensure this Housing Element addresses all economic segments of the community, the City engaged with local churches who have outreach connections to underrepresented communities. The City also conducted outreach to affordable housing developers. Chapter 8 (Community Engagement and Outreach) provides a thorough explanation of the City's outreach and public participation in the development of this Housing Element.

SITES INVENTORY SUMMARY

Housing development projects that have been approved (as of June 2022) account for 113 units, or about 20 percent of the RHNA. Vacant properties zoned for residential use total only 13.9 acres (Silver Oaks property), and the owner has indicated an intent to plan for about 32 units on that site. To accommodate the balance of the RHNA, this Housing Element identifies the following types of sites, described in detail in Chapter 5:

- Vacant properties zoned for residential, public, or agricultural use
- An overflow parking lot owned by the Oakhurst Country Club, as well as a portion of the driving range (adjacent to an existing residential neighborhood)
- A portion of the Seeno property
- Within the Town Center, vacant properties (including a significant City-owned site), public parking lots, and private properties that could be redeveloped with mixed-use projects
- Properties that currently developed with a single-family home but are large enough to support a multifamily housing project
- Sites owned by religious institutions that have expressed interest in developing housing on portions of their properties

Not all of these properties are designated and zoned for residential use and for those that are, the density yields are not considered high enough to encourage private redevelopment efforts. Thus, for this sixth cycle Housing Element, to accommodate its RHNA of 570 units the City will need to amend General Plan land use policy to increase residential densities to support multifamily housing, amend the Zoning Code

GOAL 1. Maintain and enhance long-established housing and neighborhoods while accommodating moderate growth.

to provide for consistency with General Plan policy, and rezone properties to reflect parallel General Plan land use designations. With the proposed amendments, the City is able to plan for the RHNA and create a planning buffer that responds to State laws regarding no net loss of affordable housing capacity should a site planned for below-market-rate housing be developed otherwise.

GOALS AND POLICIES

- Policy 1.1 Neighborhood Preservation. Preserve the architectural and design quality of established residential neighborhoods.
- Policy 1.2 Impacts of New Housing. Consider and mitigate the impacts of new housing on the City's infrastructure, open space, natural resources, and public services.
- Policy 1.3 Targeted Growth. Target new housing development to areas in Clayton near major travel corridors and commercial centers.
- Policy 1.4 Code Enforcement. Continue to utilize the City's code enforcement program to improve overall housing conditions, and promote increased awareness among property owners and residents of the importance of property maintenance.
- Policy 1.5 Facilitate Reinvestment. Make it easy for homeowners to reinvest in their properties by having staff-level review processes for the home renovations and additions that meet minimum development standards.

- GOAL 2. Encourage a variety of housing types, densities, and affordability levels to meet the diverse needs of the community, including a mix of ownership and rental
- Policy 2.1 Adequate Housing Sites. Maintain and implement land use policies and zoning regulations that accommodate a range of residential housing types that can fulfill local housing needs and accommodate the City's Regional Housing Needs Allocation of at least 570 units.
- Policy 2.2 Variety of Densities and Housing Types. Implement land use policies and standards that allow for a range of residential densities and housing types that will enable households of all types and income levels opportunities to find suitable ownership and rental housing in the City.
- Policy 2.3 Accessory Dwelling Units. Promote construction of accessory dwelling units as a way to increase the housing stock, particularly for lower-income households, seniors, young adults and persons with disabilities, recognizing that ADUs also promote investment in existing properties and reduce ongoing housing costs for property owners.
- **Policy 2.4** Urban Lot Splits. Recognize urban lot splits, as defined and allowed by State law, as a viable means to create new housing.
- Policy 2.5 Mixed-use Development. Promote mixed-use development in Downtown Clayton that includes residential uses above ground-floor commercial and office uses, with ground-floor residential allowed under limited circumstances, such as along side streets or behind streetfacing commercial uses on Center and Main Streets.
- Policy 2.6 Housing on Religious Institution Lands. Create land use regulations that encourage the development of housing, particularly below market-rate housing, on properties owned by religious institutions.
- GOAL 3. Provide opportunities for housing that respond to the needs of special needs households.
- Policy 3.1 Persons with Living with Disabilities. Ensure zoning regulations accommodate development approaches that support special consideration for persons living with disabilities of all types.
- Policy 3.2 Assistance and Incentives. Facilitate the development of lower- and moderate-income housing by offering developers incentives such as density bonuses, streamlined entitlement and permitting processes, City participation in on- and off-site public improvements, and flexible development standards.

- Policy 3.3 Seniors, Large Families, Single-parent Households, Foster Youth. Encourage development of housing that meets the specific needs of seniors, large families, single-parent households, and youth transitioning out of the foster care system.
- **Policy 3.4** Supportive and Transitional Housing. Ensure that zoning regulations respond to evolving laws regarding supportive and transitional housing.
- **Policy 3.5** Unhoused Persons and Families. Support regional programs focused on finding safe housing for persons and families who are temporarily or chronically without a place to live.
- GOAL 4. Remove governmental constraints and obstacles to the production of housing for all income groups.
- Policy 4.1 General Plan Land Use Policy. Ensure that General Plan land use policies permit higher density housing development within a range that can support and encourage affordable housing.
- Policy 4.2 Residential Development Standards. Review and adjust residential development standards, regulations, ordinances, departmental processing procedures, and residential fees related to rehabilitation and construction that are determined to constrain housing development.
- Policy 4.3 Policy Assessments. Identify, assess, and, when appropriate, amend ordinances and policies that adversely affect housing cost.
- GOAL 5. Ensure equal housing opportunities for all persons in Clayton regardless of age, race, religion, sex, marital status, national origin, color, disability, or other barriers that prevent choice in housing.
- Policy 5.1 Anti-Discrimination. Promote equity and prohibit discrimination in the sale, rental, or financing of housing based on race, color, ancestry, religion, national origin, sex, sexual orientation, gender identity, age, disability/medical condition, familial status, marital status, source of income, or any other arbitrary factor.
- Policy 5.2 Fair Housing. Assist in the enforcement of fair housing laws by providing references for residents to organizations that can receive and investigate fair housing allegations, monitor compliance with fair housing laws, and refer possible violations to enforcing agencies.
- Policy 5.3 **Housing Distribution.** Distribute affordable housing throughout all Clayton neighborhoods.
- Policy 5.4 Quality Living Environments. Avoid concentrating low-income housing in areas with high pollution loads and low levels of public services.

- Policy 5.5 **Inclusion.** Facilitate increased participation in civic conversations and decision-making by residents who have traditionally been underrepresented or hesitant to engage.
- Policy 5.6 Education. Support continuing education for landlords regarding their fair housing legal responsibilities and tenants regarding their fair housing rights.
- GOAL 6. Incorporate sustainability practices intohousing production and operations.
- Policy 6.1 New Subdivisions. Require developers to incorporate sustainable practices into the design of subdivisions.
- Policy 6.2 **Appliances.** Promote the use of clean, energy-efficient appliances in new homes.
- Policy 6.3 Energy Efficient Retrofits. Promote home retrofits that reduce consumption of water and energy resources.
- Policy 6.4 High Standards. Establish high sustainability standards for new multi-family housing and mixed-use develoments.

PROGRAMS

The City will pursue the following programs to implement Housing Element goals and policies. As part of its annual budgeting process, the City Council will evaluate its ability to fund ongoing programs and new initiatives, and will use the budgeting process to prioritize efforts for the coming year.

PROGRAM A: MAINTAINING THE EXISTING HOUSING STOCK

Program A1 – Code Enforcement

Code enforcement is an important tool for maintaining the quality of residential neighborhoods. Clayton staff provide inspection services on a complaint basis. Residences citywide generally are maintained in good to excellent condition, with evident pride of ownership. Examples of code violations—which are few—include poor landscape maintenance, fencing in need of repair, and minor property improvements. Between 2019 and 2022, the City identifed only two units that needed to be "red-tagged" due to building conditions. Actions the City will take to preserve the existing housing stock in good condition include:

- Provide ongoing inspection services to review code violations on a complaint basis.
- Work with neighborhood organizations and other groups to create programs that recognize homeowners for exemplary property maintenance.
- Create an ADU amnesty program that allows owners of illegally converted garages, detached accessory structures, and attached accessory living quarters to convert those units to units that comply with the building code and ADU ordinance.

Responsibility: Community Development Department

Time Frame: Code Enforcement annually

Amnesty program by 2026

Other efforts ongoing

Funding: General Fund, grants

PROGRAM B: CREATING OPPORTUNITIES FOR NEW HOUSING

Program B1 – Accessory Dwelling Units

Increase the number and affordability of assessory dwelling units by pursuing the following initiatives, with the goal of facilitating development of at least 10 ADUs annually.

- Publicize information in the general application packet and posting information on the City's website.
- Create a preapproved set of standard construction plans for several types of ADUs that property owners can use to reduce planning and building permit plan check costs.
- Provide incentives for developers of new housing to use ADUs to meet the City's inclusionary housing requirements.

Responsibility: Community Development Department

Time Frame: Publicize on website by June 2023

Standard Plans – By end of 2023

Other efforts annually through budget cycle

Funding: General Fund, grants

Program B2 – Town Center Mixed Use

Amend the Town Center Specific Plan to allow for and encourage compact, creative types of housing, including live/work units, senior housing, efficiency apartments, and co-housing.

Responsibility: Community Development Department

Time Frame: Amend the Specific Plan by 2024

Funding: General Fund, grants

Program B3 – Affordable Housing Development

Both for-profit and non-profit developers can provide affordable housing in Clayton. While the City has extraordinarily limited resources to help fund development and/or provide land, the City can assist by expediting applications, reducing fees, and allowing additional building height and/or density bonuses beyond those allowed by State statutes—or as a matter of right rather than as a concession/waiver pursuant to density bonus law. To encourage such development, the City will:

- Create a database of sites to help developers identify suitable sites for affordable residential and mixed-use developments.
- Develop a process that prioritizes the processing of affordable housing applications.
- Encourage use of the density bonus provisions through technical assistance and information dissemination.
- Alert housing developers with known interest in developing within the City when opportunities are available (e.g. sites, partnerships, City-owned land, availability of funding).
- Adopt a policy to provide priority water and sewer service to new housing developments for lower-income households.

Responsibility: Community Development Department

Time Frame: Database by end of 2024

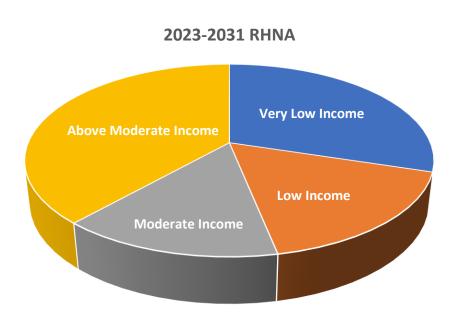
Expedited process and priority policy by end of 2024

Annually for alerting developers

Funding: General Fund, grants

PROGRAM C: ADEQUATE SITES

The City of Clayton has been allocated a Regional Housing Needs Assessment (RHNA) target of 570 new housing units, distributed among four income categories: very low, low, moderate, and moderate. The inventory of sites to accommodate this RHNA consists of vacant zoned properties for residential use, developed properties that have potential to be redeveloped higher residential at



densities, mixed-use properties in the Town Center, properties owned by religious institutions that have surplus parking areas capable of supporting residential development, and accessory dwelling units (ADUs). As of 2022, General Plan land use policy and zoning do not have capacity sufficient to support this level of development; therefore, General Plan and zoning amendments are required to accommodate the RHNA. Program D below identifies the amendments the City will undertake to ensure that land use policies and regulations can support the RHNA.

Actions:

- Comply with the Surplus Lands Act (SLA).
- At such time that the City declares land surplus, the City will proactively seek out an affordable housing developer.
- Continue to provide appropriate land use designations and maintain an inventory of suitable sites for residential development.
- Establish a means to track all housing sites in the inventory to guard against no net loss of sites identified as suitable for lower-income housing development consistent with Government Code Section 65863. Maintain a priority list of sites for rezoning, if needed to guard against no net loss.
- Provide technical assistance and information on available City-owned parcels for lower-income developments to private or non-profit housing providers.
- Maintain a database of available housing sites and conduct targeted outreach to multifamily housing developers to promote private development and redevelopment efforts.

Responsibility: Community Development Department

SLA compliance annually and ongoing Time Frame:

Implementation and annual reporting throughout the planning period

Establish no-net-loss tracking within one year of Housing Element adoption and

continuously track upon adoption

Technical assistance and database: Ongoing

Funding: General Fund

PROGRAM D: GENERAL PLAN AND ZONING CODE AMENDMENTS TO REMOVE CONSTRAINTS

Program D-1: General Plan Amendments

The City will amend the General Plan Land Use Element to clarify the density ranges for multi-family housing. Parallel amendments will be made to the Zoning Code. These revisions will increase zoning capacity for multi-family housing and thereby encourage development of housing for people of all income levels and desired housing choices. The amendments will be as follows:

- Amend Objective 1 and related policies to reflect higher allowed densities along major corridors.
- Amend the Multifamily Medium Density land use designation to describe a broader range of desired housing types and establish a density range of 10.1 to 20 units per acre.
- Amend the Multifamily High Density land use designation to describe a broader range of desired housing types and establish a density range of 20.1 to 30.0 units per acre.
- Amend the Institutional land use designation to allow for residential development within a density range of 10.1 to 30 units per acre, and at a minimum density of 20 units per acre on sites where religious assembly uses already exist.
- · Amend the allowed uses in the Town Center designation to accommodate ground-floor residential under prescribed circumstances, such as along side streets or behind street-facing

commercial uses on Center and Main Streets and to allow for densities of up to 30 units per acre. Revisit the lot coverage standards to provide conditions that can accommodate higher densities.

- Amend the General Plan land use map to identify housing sites inventory properties for affordable housing as Multifamily High Density.
- Amend the General Plan to include policy language that allows for 100 percent affordable housing developments at 40 units per acre.
- Amend the Accessory Dwelling Unit (ADU) provisions to comply with current state law.
- Adopt a new policy in the Land Use Element requiring that development be built in accordance with minimum densities of the land use designation in which they are located.

Responsibility: City Council, Planning Commission, Community Development Department

Time Frame: Immediately following adoption of the Housing Element, the City will prepare General

Plan and Zoning Code amendments. Amendments will be completed by the statutory deadline of January 31, 2024, with a goal of having them adopted before June, 2023.

ADU amendments by March 2023.

Funding: General Fund

Program D-2: Zoning Code Amendments

This Housing Element identifies a shortfall of properties zoned at appropriate densities to accommodate housing for the extremely low-, very low-, and low-income RHNA. State law (Government Code Section 65583.2(h) and (i)) requires that land rezoned or redesignated to meet a shortfall meet the following criteria:

- Require a minimum density of at least 20 units per acre
- Accommodate at least 16 units per site
- Allow multi-family housing by-right (without a use permit)
- At least 50 percent of rezoned sites must be designated for residential uses only

In 2012, the City established the Multi-Family High Density General Plan land use designation and the M-R-H zoning (High Density Multiple Family Residential) zoning district to accommodate the City's lower-income RHNA shortfall from the 2007–2014 Housing Element planning period. However, properties identified to meet the lower-income RHNA were not rezoned, and not all of the additional Zoning Code amendments were made. For this cycle, the City will:

- Amend the Zoning Code to include provisions for sites in the M-R-M (Medium Density Multiple Family Residential) and M-R-H zoning districts to allow at least 16 units regardless of density restrictions.
- Establish a Religious Institutional Overlay zone or similar mechanism to allow residential development on properties with an established religious use at a minimum density of 20 units per acre.

The Constraints analysis for this sixth cycle Housing Element identifies several Zoning Code amendment needed to address new state laws and remove potential constraints to development. In response, the City will:

- Revise the development standards for the M-R zone to increase the maximum allowable building height to 35 feet within 50 feet of an abutting single-family residential district.
- Revise the lot area regulation in Section 17.20.050 for the M-R-M zone to require a minimum of 10 units per acre and accommodate a maximum of 20 units per acre, and revise the lot area regulation for the M-R-H zone to require a minimum of 20 units per acre and accommodate a maximum of 30 units per acre.
- Amend the zoning code to decrease the interior side yard setback requirement for multi-family residential zones from 15 feet to 10 feet to align with smaller lot single-family residential zones.
- Establish a zoning overlay or other mechanism to allow affordable housing developments at a maximum density of 40 units per acre on properties occupied by a religious institution.
- Pursuant to the requirements of AB 101 (2017), amend the Zoning Code to allow Low Barrier Navigation Centers as a by-right use on properties zoned for mixed use and non-residential zones that permit multifamily housing.
- Streamline the site plan and development plan review processes, authorize the Planning Commission as the decision-making body for planned development permit approval, and make other procedural streamlining amendments to the Zoning Code as appropriate.
- Revise CMC Section 17.28.190 (Planned Development Termination) to extend the Development Plan Permit expiration to 24 months.
- Revisit parking requirements for single-family residential uses to base requirements on the number of bedrooms in a unit instead of having the minimum standard of four per unit, and revise codified parking standards for multifamily residential uses to eliminate requirements for covered and guest parking.
- Revise CMC Section 17.20.150 (Multiple-Family Residential Zone Open Area) to reduce the landscaping requirements for the multi-family residential zones.
- Update CMC Section 17.22.060 (Residential Density Calculations for Residential Parcels with Sensitive Land Areas – Exceptions) to add housing opportunity sites in the most recent Housing Element, in addition to sites identified in the previous Housing Element.
- Establish objective design standards for multifamily residential and qualifying mixed-use developments under State law.
- Amend the CMC, including but not limited to Titles 16 (Land Development and Subdivision) and 17 (Zoning), to remove Planning Commission and/or City Council discretion to increase objective standards (e.g., on-site parking or open space/landscaping) and/or reduce allowed density for residential development.
- Amend the CMC to allow by-right residential care facilities or group homes for persons with disabilities for 7 or more persons, subject to objective development standards.
- Amend the CMC to allow transitional and supportive housing in all mixed-use zones that allow housing, subject to objective development standards.
- Amend the CMC to allow manufactured housing in all multifamily residential and all mixed-use zones that allow housing, subject to objective development standards.
- Amend the CMC to allow by right employee housing consisting of no more than 12 units or 36 beds to be permitted in the agricultural zone, subject to objective development standards.

Because the Housing Element sites inventory includes sites identified in the fourth and fifth cycles, Government Code section 65583.2(c) requires that the City allow residential development by right (not subject to discretionary review) for any project with at least 20 percent of the units affordable to lower-income households. The Zoning Code amendments will include such provisions.

The Constraints analysis for this sixth cycle Housing Element identifies the need for written procedures to address new state laws and remove potential constraints to development. In response, the City will create written procedures for the SB 35 Streamlined Ministerial Approval Process.

Responsibility: City Council, Planning Commission, Community Development Department

Time Frame: By January 31, 2024

Funding: General Fund and/or grants

PROGRAM E: INCREASED HOMEBUYING OPPORTUNITIES

Program E1: Mortgage Programs

Continue to refer interested persons to information regarding Contra Costa County's Mortgage Credit Certificate Program, Mortgage Revenue Bond Program, Owner-Occupied Housing Rehabilitation Program, and other programs the County may offer over time.

Responsibility: Community Development Department

Time Frame: Add to City's Housing webpage by end of 2023

Update Resource Links Annually

Funding: General Funds (used to post information)

Program E2: Mortgage Assistance

Seek funding to develop and implement a sustainable downpayment assistance program for first-time homebuyers by working with the County or by developing the City's own program that can be used with the Mortgage Credit Certificate program, new inclusionary units, or alone.

Responsibility: City Council, Planning Commission, Community Development Department

Time Frame: Examine funding sources and program opportunities by 2025

Funding: CalHome, HOME, or other available sources

PROGRAM F: REGULATORY INCENTIVES

Program F1 – Town Center Specific Plan Amendment

To encourage development of mixed-use projects in the Town Center, the City has adopted the Clayton Town Center Specific Plan which provides detailed policy direction, standards, and guidelines that encourage mixed-use and second-story residential development. The City will amend the Specific Plan to identify housing opportunity sites at a density of up to 30 units per acre and that allow ground-floor residential uses under defined circumstances. The City will promote development opportunities in the Town Center, circulate a development handbook that describes the permitting process for mixed-use and residential projects, and offer incentives such as streamlined processing and additional density bonuses to incentivize such projects. The City will aim to facilitate the development of at least one mixed-use or 100 percent residential project within the planning period.

Responsibility: City Council, Planning Commission, Community Development Department

Time Frame: Amend the Specific Plan by 2024

Funding: General Fund and/or grants

PROGRAM G: INCLUSIONARY HOUSING

Program G1 – Monitoring

On August 16, 2016, the City Council passed and adopted an inclusionary housing ordinance, which provided the details of the Affordable Housing Plan identified in the fifth cycle Housing Element. The ordinance requires that 10 percent of the units for ownership residential projects containing 10 or more units to be created as affordable housing units.

Inclusionary housing requirements provide a solid means of producing affordable units. State law allows inclusionary requirements to be applied to rental units as well. During the planning period, the City will consider modifying the Affordable Housing Plan ordinance to expand application to all residential developments, whether ownership or rental. Also, the City may consider revisiting the Affordable Housing Plan to lower the threshold for providing affordable units to fewer than 10 units.

Recognizing the in-lieu fees often fall far short of the funds required to construct new unit, the City will also consider adjusting the in-lieu fees, as well as considering offering other options for construction of off-site housing, such as purchase of affordability covenants, rehabilitation of substandard existing units, and funding ADU production on other properties.

Responsibility: City Council, Planning Commission, Community Development Department

Time Frame: Investigate expanding requirements to rental housing and lowering the threshold(s) by

2026; implement by 2028 if deemed to be appropriate

Funding: General Fund

PROGRAM H: SPECIAL NEEDS HOUSEHOLDS

Program H1 – Funding Assistance

The City will seek funding under the federal Housing Opportunities for Persons with AIDS, California Child Care Facility Financing Program, and other state and federal programs designated specifically for special needs groups such as seniors, persons with disabilities, and persons at risk for homelessness. The City will aim to work with housing providers on at least one project serving a special needs group during the planning period.

The City will proactively seek out develoers who cater to disabled populations to develop a housing project in Clayton.

Responsibility: Community Development Department, City Manager

Time Frame: Seek funding annually

Proactively seek out developers by end of 2025

Funding: General Fund

Program H2 – Reasonable Accommodation

The City shall provide information on its website and continue to distribute public information brochures on reasonable accommodations for disabled persons and enforcement programs of the California Fair Employment and Housing Council.

The City will establish a procedure for disabled persons or their representatives to request a reasonable accommodation from Zoning Code requirements, building codes, and land use regulations, policies, and procedures to provide disabled persons with an opportunity to use and enjoy housing equal to that of non-disabled persons.

Responsibility: Community Development Department

Time Frame: Website and public information by end of 2023

Update public information annually

Reasonable accommodation procedure by end of 2024

Funding: General Fund

Program H3 – Universal Design

The City will continue to implement its universal design ordinance and continue to distribute its brochure on universal design standards, resources for design, and compliance with City requirements.

The City will explore creating preapproved ADU construction plans with universal design.

Responsibility: Community Development Department

Time Frame: Implement universal design standards as development is proposed

Housing Plan

Universal ADU plans by the end of 2025

Funding: General Fund

Program H4 - Expedited Processing

Give priority to development projects that include a component for special needs groups (including the elderly, disabled, large families, the homeless, students, and transitional foster youth) in addition to other lower-income households. Priority will consist of advancing applications for review ahead of development applications not addressing special needs households. Implement priority based on community needs to ensure adequate housing for all residents within special needs groups.

Responsibility: Community Development Department

Time Frame: As development is proposed

Funding: Application fees

PROGRAM I: AFFORDABLE HOUSING PRESERVATION

Program I1 – Monitor and Provide Options

The Stranahan subdivision includes five units that have affordability covenants expiring in 2025 and 2026. Seven other units also have affordability convenants, but these extend beyond 2033. As discussed in the Needs Assessment, the City has no financial resources available to preserve these units' affordability. Each unit, if purchased at current market values, would cost about \$1.2 million, and potential affordable housing organizations would have to compete to buy the units to maintain their affordability covenants. Such a nonprofit owner would need to subsidize housing costs if a unit were sold or rented to moderateor lower-income households. To keep these units as affordable units, the City will:

- Notify affordable housing providers regarding the potential availability of the units for sale at least one year prior to the covenants expiring to allow time for such providers to contact and negotiate with homeowners.
- Send letters to property owners of units that are at risk of expiring as affordable units encouraging owners to allow affordable housing providers to purchase the units of the affordability expiration dates.
- Amend Chapter 17.92 (Inclusionary Housing Requirements) to allow purchase of these units and extending the affordability covenants as a means of satisfying inclusionary housing goals.

Responsibility: Community Development Department

Time Frame: Contact potential nonprofit purchasers in 2024

> Send letters to property owners of at-risk units 3 years, 1 year, and 6 months prior to expiration.

> Consider amendments to Chapter 17.92 by 2024 and if considered appropriate, amend

by 2025

Funding: General Fund

PROGRAM J: FAIR HOUSING

Program J1 – Local Practices

Review the Zoning Ordinance, policies, and practices to ensure compliance with fair housing laws.

Responsibility: Community Development Department

Time Frame: Review by end of 2023; remedies as needed to be completed by 2025

Funding: General Fund

Program J2 - Transparency in Decision-making

The City will provide information on proposed affordable housing projects to the public through the City's public hearing process in the form of study sessions, public meetings, and when required, public hearings. Early notice and awareness will be provided via print and social media.

Responsibility: Community Development Department

Time Frame: At the time applications are received

Funding: General Fund

Program J3 – Proactive Actions

The City relies upon Contra Costa County agencies and their contractors to provide fair housing services. The County's 2020 Analysis of Impediments to Fair Housing Choice did not report any findings for Clayton regarding fair housing testing, meaning that no instances of housing discrimination, unlawful evictions, discriminatory lending practices, or similar actions are known. Local fair housing issues largely relate to historic patterns of segregation that prevented people of color from buying or renting a home in Clayton and today, housing prices and rents that are prohibitive to lower-income households.

As the AFFH analysis in this element indicates, all of Clayton qualifies as a high resource area; thus, any new housing built in the City will provide residents a quality living environment. In addition, all housing that is constructed in Clayton would affirmatively further fair housing by providing affordable housing in a location where few affordable housing opportunities currently exist. The challenge is attracting affordable housing developers and removing barriers to affordable housing construction.

To address thes factors and work toward improving housing access for all, the City will take the following actions.

- Create a webpage as part of the City's website that provides links to housing resources, including how to address fair housing complaints.
- Continue to refer cases and questions to County agencies and their contractors for enforcement
 of prohibitions on discrimination in lending practices, in the sale or rental of housing, and violation
 of other fair housing laws.
- Continue to provide information to help increase awareness of fair housing protections by referral
 of people to fair housing workshops sponsored by the County.

Housing Plan

- Inform landlords of their legal responsibilities regarding fair housing.
- Advertise the availability of fair housing services through flyers at public counters, on the City's website, and at other community locations.
- At least once annually, make a presentation to the City Council about fair housing issues and progress.
- Continue to participate in and implement the Analysis of Impediments to Fair Housing Choice for Contra Costa County.
- Promote public awareness of Federal, State, and local regulations regarding equal access to housing. Provide information to the public on various State and federal housing programs and fair housing law. Maintain referral information on the City's website and at a variety of other locations such as the community center, local social service offices, and at other public locations, including City Hall and the library.
- Implement an accessibility policy that establishes standards and procedures for providing equal access to City services and programs to all residents, including persons with limited proficiency in English, and persons with disabilities.
- Ensure that all development applications are considered, reviewed, and approved without prejudice to the proposed residents, contingent on the development application's compliance
- with all entitlement requirements.

Responsibility: Community Development Department

Time Frame: Implementation annually throughout the planning period

Website and public counter posting of fair housing resources to occur within one year of

Housing Element adoption

Accessibility policy by end of 2025

Funding: General Fund

PROGRAM K: REPLACEMENT HOUSING POLICY

For any proposed housing development that involves the demolition or other removal of existing residential units, Government Code section 65915(c)(3) requires that the City have a replacement policy for any removed units that are subject to a recorded covenant, ordinance, or law that limits occupation of those units to lower- or very low-income households. The City will adopt such a policy to comply with state law.

Responsibility: Community Development Department

Time Frame: By end of 2023

Funding: General Fund **Housing Plan**

PROGRAM L: RESOURCE CONSERVATION

Program L1 – Energy Conservation

Continue to provide energy conservation brochures at City Hall, at the Clayton Community Library, and

on the City's website.

Responsibility: Community Development Department

Time Frame: Ongoing, 2015–2023

Funding: General Fund

Program L2 – Stretch Program

Review and consider possible amendments to the General Plan, Zoning Code, and related policy and regulatory documents to improve energy conservation beyond CalGreen standards. Consider establishing an incentivized residential green building program to encourage energy-efficient retrofitting, and the use of renewable energy in residential applications. Some of the incentives the City will consider when drafting this program will be:

Providing eligible projects with building and plan check fee rebates (when financially feasible)

Achieving third-party green building certification

• Renewable energy systems

Green roofs

Responsibility: Community Development Department

Time Frame: Consider establishing a residential green building program by 2025

Funding: General Fund

Program L3 – Regional Programs

Continue to participate in home energy and water efficiency improvement financing opportunities available through PACE programs, such as HERO, Figtree, and CaliforniaFirst.

Responsibility: Community Development Department

Time Frame: Ongoing

Funding: General Fund, grants

SUMMARY OF QUANTIFIED OBJECTIVES

Table 2-1 summarizes Clayton's quantified objectives for the 2023-2031 Housing Element planning period.

The City red tags approximately two units every three years, meaning that those units are at risk of being torn down due to housing condition.

The City targets conserving up to two units annually from demolition.

Table 2-1: 2023-2031 Quantified Objectives

	Income Level					
	Extremely	Very Low	Low	Moderate	Above	Total
	Low				Moderate	
Construction	170		97	84	219	570
Objective						
Rehabilitation	0	1	2	5	0	8
Objective						
At-Risk	0	0	0	1	0	1
Housing Units						
to Preserve						



Housing Needs Assessment

POPULATION AND EMPLOYMENT TRENDS

Housing needs are influenced by population and employment trends. This section provides a summary of changes to the population size, age, and racial/ethnic composition in the City of Clayton. Moreover, to gain a deeper understanding of the local housing needs, an evaluation of the intersection of these demographic characteristics with housing statistics—housing type and tenure, condition, cost, and vacancy—provide the basis for a proper housing needs assessment.

BASELINE POPULATION AND POPULATION GROWTH

The Bay Area is the fifth-largest metropolitan area in the nation and has seen a steady increase in population since 1990, except for a dip during the Great Recession that began in 2008. Many cities in the region have experienced significant growth in jobs and population. While these trends have led to a corresponding increase in demand for housing across the region, the regional production of housing has not kept pace with job and population growth. Since 2000, Clayton's population has increased by 5.3 percent; this rate is below that of the region as a whole, at 14.8 percent.

Table 3-1: Population Growth Trends

	,						
Geography	1990	1995	2000	2005	2010	2015	2020
Clayton	7,317	8,745	10,762	10,906	10,897	11,326	11,337
Contra							
Costa	803,732	863,335	948,816	1,016,372	1,049,025	1,113,341	1,153,561
County							
Bay Area	6,020,147	6,381,961	6,784,348	7,073,912	7,150,739	7,595,694	7,790,537

Universe: Total population

Source: California Department of Finance, E-5 series

For more years of data, please refer to the Data Packet Workbook, Table POPEMP-01.

In 2020, Clayton's population was estimated to be 11,337 (see Table 3-1). From 1990 to 2000, the population increased by 47.1 percent, with a much smaller increase of 1.3 percent during the first decade of the 2000s. This large increase between 1990 to 2000 can be explained by expansion and urbanization of the undeveloped lands to the north and west of the city center. These areas were developed into

Needs Assessment

residential subdivisions and incorporated into the city. Between 2010 and 2020, the population increased by 4.0 percent. The population of Clayton makes up 1.0 percent of Contra Costa County.¹

AGE

The distribution of age groups in a city influences what types of housing the community may need in the future. An increase in the older population may indicate a developing need for more senior housing options, while higher numbers of children and young families can point to increased demand for family housing options and related services. The desire of residents to age in place or downsize to stay within their communities may mean more multi-family and accessible units are needed.

Clayton's overall population is aging, although the number of high school and college age residents is increasing as well. The median age in 2000 was 39.5; by 2019, this figure had increased to 46 years of age. Notably, the 15 to 24 age group and 55 to 64 age group both saw a four percent increase from 2010 to 2019. These increases, coupled with the decline in residents aged 35 to 44 suggests that families are aging in place and the population is remaining fairly static without many young adults or new parents moving to the City. The large percentage of older adults suggests that the demand for smaller homes is likely to increase as older adults downsize and move out of larger family units.

Table 3-2: Age

Demographic Profile	2010	Percentage	2019	Percentage
Age				
0-4	468	4%	586	5%
5-14	1,665	15%	1,556	14%
15-24	1,131	10%	1,634	14%
25-34	706	6%	807	7%
35-44	1,479	14%	1,264	11%
45-54	2,132	20%	1,845	16%
55-64	1,714	16%	2,283	20%
65-74	949	9%	1,138	10%
75-84	489	4%	731	6%
85+	164	2%	239	2%
Median Age	43.4		45.7	

Source: U.S. Census Bureau 2010, 2019 5-year

¹ To compare the rate of growth across various geographic scales, Figure 3-1 shows population for the jurisdiction, county, and region indexed to the population in the year 1990. This means that the data points represent the population growth (i.e., percent change) in each of these geographies relative to their populations in 1990.

RACE AND ETHNICITY

The racial makeup of a city and region influence the design and implementation of effective housing policies and programs. These patterns may be attributed in part by prior and current market factors and government actions, including such practices as exclusionary zoning, discriminatory lending, and displacement that continue to impact communities of color². Table 3-3 shows the change in race and ethnicity in Clayton between 2010 and 2019. Since 2000, the percentage of residents in Clayton identifying as White has decreased as a percentage of total population, by 4.2 percentage points. Correspondingly, the percentage of residents of all other races and ethnicities has increased, with the largest increase in Other Race or Multiple Races, Non-Hispanic population (see Table 3-3).

Table 3-3: Race and Ethnicity

Demographic Profile	2010	Percentage	2019	Percentage
Race/Ethnicity				
White (non-Hispanic)	8,640	79.2%	9,016	75.0%
Hispanic	982	9.0%	1,241	10.0%
Black	144	1.0%	279	2.0%
Asian/Pacific Islander	721	6.6%	922	7.6%
Other Race or				
Multiple Races, Non-	380	3.5%	610	5.0%
Hispanic				
American Indian or	20	0.20/	4.5	0.40/
Alaska Native	30	0.2%	15	0.1%
Total	10,897	99.5%	12,098	99.7%

Source: US Census Bureau 2010, 2019 5-year

Note: The population estimates provided by the US Census Bureau and the State Department of Finance, as reported in Table 3-1, differ due to the calculation methods used.

EMPLOYMENT

A city houses employed residents who either work in the community where they live or work elsewhere in the region. Conversely, a city may have job sites that employ residents from the same city, but more often employ workers commuting from outside of it. Smaller cities typically will have more employed residents than jobs and thus export workers, while larger cities tend to have a surplus of jobs, requiring the import of workers. To some extent, the regional transportation system is set up for this flow of workers to the region's core job centers. At the same time, as the housing affordability crisis has illustrated, local imbalances may be severe, where local jobs and worker populations are out of sync at a sub-regional scale.

Clayton has 5,920 workers living within its borders who work across 13 major industrial sectors. Table 3-4 provides detailed employment information. Many Clayton residents work in Educational services and health care and social assistance (23 percent), followed by those working in Professional, scientific, and

² See, for example, Rothstein, R. (2017). The Color of Law: A Forgotten History of How our Government Segregated America. New York, NY & London, UK: Liveright Publishing.

Needs Assessment

management, and administrative and waste management services (15 percent). Between 2010 and 2019, the number of residents working in all these job categories increased. These trends are important to understand, as certain industries are generally associated with lower median earnings. In Clayton, the median income for Educational services, and health care and social assistance is \$54,939, while the median income for Professional, scientific, and management, and administrative and waste management services is significantly higher at \$105,469.

Table 3-4: Employment by Industry

Demographic Profile	2010	Percentage	2019	Percentage
Employment by Industry				
Educational services, and				
health care and social	1,091	21%	1,358	23%
assistance				
Retail trade	639	12%	427	7%
Manufacturing	295	6%	349	6%
Professional, scientific, and management, and administrative and waste management services	646	12%	878	15%
Construction	222	4%	366	6%
Arts, entertainment, and recreation, and accommodation and food services	343	6%	569	10%
Finance and insurance, and real estate and rental and leasing	861	16%	565	10%
Other services, except public administration	160	3%	265	4%
Transportation and warehousing, and utilities	231	4%	385	7%
Public Administration	432	8%	373	6%
Wholesale Trade	179	3%	132	2%
Information	168	3%	237	4%
Agriculture, forestry, fishing and hunting, and mining	47	0.9%	16	0.3%

Source: US Census Bureau 2010, 2019 5-year

The 10 principal employers in Clayton in 2021 are identified in Table 3-5.

Table 3-5: 10 Principal Employers, 2021

1 , , ,	
Employer	Number of Employees
Safeway, Inc. #1195	126
Walgreens #2112	23
Cemex Construction Materials Pacific LLC	18
Keith R Bradburn, D.D.S.	11
Christina P. Mason, D.D.S.	10
Clayton Bicycles	7
Epic Care Family Practice/Clayton Valley Med Group	6
The Grove Family Dentistry	6
HVAC CAD Services, Inc.	5
R & M Pool, Patio & Garden	4

Source: City of Clayton, Business License Data, 2021

HOUSEHOLD CHARACTERISTICS

The characteristics of a community's households impact the type and tenure of housing needed in that community. Household type, income levels, the presence of special needs populations, and other household traits are all factors that affect the housing needs of a community and the strategies that the community must deploy to meet those needs.

Characteristics for Clayton households are summarized in Table 3-6. Homes in Clayton are predominantly owner-occupied. The number of households in Clayton increased from 3,852 in 2010 to 4,232 in 2019 (380 new households). Renter-occupied households decreased by 86 households, from 385 in 2010. Owneroccupied households increased by 312 households from 3,621 households in 2010.

Table 3-6: Household Characteristics by Tenure

Household Characteristic	Owner Households	Renter Households	All Households
Number of Households ¹	3933 (92.9%)	299 (7%)	4,232
Median Household Income ¹	\$161,453	\$92,109	\$157,768
Household Income Categ	ories ²		
Extremely Low Income (0-30% AMI)	195 (4.9%)	15 (5.3%)	210 (5%)
Very Low Income (30- 50% AMI)	175 (4.4%)	55 (19.6%)	230 (5.4%)
Low Income (50-80% AMI)	175 (4.4%)	25 (8.9%)	200 (4.7%)
Moderate Income (80- 100% AMI)	170 (4.3%)	35 (12.5%)	205 (4.8%)

Table 3-6: Household Characteristics by Tenure

Household Characteristic	Owner Households	Renter Households	All Households
Above Moderate Income (100% + AMI)	3,205 (81.7%)	150 (53.5%)	3,355 (79.8%)
Total	3,920	280	4,200
Total number of projected Extremely Low-Income Households (RHNA) ²	N/A	N/A	48
Overpayment			
All Households Overpaying for Housing	1,095 (27.9%)	95 (33.9%)	1,185 (28.2%)
Lower Income Households Overpaying for Housing (*0-80%) ²	405 (74.3%)	60 (63%)	455 (71%)

Source¹: US Census Bureau, American Community Survey 2014-2019 5-year estimates

Source²: U.S. Department of Housing and Urban Development Comprehensive Housing Affordability Strategy (CHAS) Tables 2013-2017

INCOME

According to 2018 American Community Survey data, the median household income in Clayton was \$157,768, which is significantly higher than the Contra Costa County median household income of \$99,716. Median household income differs by tenure; owner households in Clayton have a significantly higher median income than renter households (a difference of \$69,344).

American Community Survey (ACS) census data from 2019 estimates that 1.4 percent of the Clayton population lives in poverty, as defined by federal guidelines. This percentage is much lower than that of Contra Costa County, where 8.7 percent of residents live in poverty. Poverty thresholds vary by household type. Both renter and owner levels are very low, with less than one percent of renter households living in poverty and 0.6 percent of owner households living in poverty. In Clayton, the percentage of persons living in poverty is higher for residents with a high school degree as their highest level of education (4.6 percent), residents who report two or more races (2.8 percent), and Black residents (1.4 percent).

Because poverty thresholds do not differ based on geographic differences, a better measure to understand income disparities can be to identify various percentages compared to the median income for a particular area. For housing planning and funding purposes, the Department of Housing and Urban Development (HUD) uses five income categories to evaluate housing need based on the Area Median Income (AMI) for the county:

- Extremely Low-Income Households earn 0-30 percent of AMI
- Very Low-Income Households earn 30-50 percent of AMI
- Low-Income Households earn 50-80 percent of AMI
- Moderate-Income Households earn 80-100 percent of AMI (HCD uses 120 percent)

 Above Moderate-Income Households earn over 100 percent of AMI (HCD uses 120 percent or greater)

Comprehensive Housing Affordability Strategy (CHAS) data provides special Census tabulations (developed for HUD) and calculates household income adjusted for family size and tenure. As shown in Table 3-4, in Clayton, above moderate-income households represent the largest share of all households (79.8 percent), and very low-income households are the second largest category (5.4 percent). Income also differs by tenure. As indicated in Table 3-4, more renter households than owner households are in the lower-income categories (0-80 percent AMI); for example, 19.6 percent of renter households are in the very low-income category compared to 4.4 percent of owner households.

HOUSING OVERPAYMENT

State and federal standards specify that households spending more than 30 percent of gross annual income on housing experience a housing cost burden. Housing cost burdens occur when housing costs increase faster than household income. When a household spends more than 30 percent of its income on housing costs, it has less disposable income for other necessities such as health care, child-care, and food. In the event of unexpected circumstances such as loss of employment or health problems, lower-income households with a housing cost burden are more likely to become homeless or double up with other households. In Clayton, 28.2 percent of households are overpaying for housing, with 27.9 percent of owner households and 33.9 percent of renter households overpaying for their residences. (Owner households may elect to pay more to enter the ownership market.) Lower-income households have a significantly higher rate of overpayment, with 71 percent of lower-income owner and renter households overpaying for housing.

HOUSING STOCK CHARACTERISTICS

HOUSING STOCK

In 2019, the Department of Finance reported an estimated 4,365 occupied housing units in the City. Compared to 2010, the housing stock has increased by 420 units. Most of the housing stock consists of single family detached homes (81.8 percent) followed by single family attached (13 percent) and multifamily units (five percent). ACS data from 2019 indicate that 0.4 percent of owner households and zero percent of renter households are vacant. Compared to other jurisdictions, vacancy rates in Clayton are very low.

Between 2010 and 2019, the number of single family homes grew by 26 units while no multi-family homes were constructed. As multi-family housing is often a more affordable means for people to enter the housing market, the lack of growth in multi-family homes in Clayton suggests there are fewer housing opportunities for young families and newly independent or single adults in the area. Multi-family housing can also provide an opportunity for empty nesters to downsize while continuing to reside in their community.

Table 3-7: Housing Stock by Type- 2021

Housing Type	Number of Units
Total Housing units	4,165
Single Family Detached	3,410 (82%)
Single Family Attached	546 (13%)
Multi-Family Units	209 (5%)
Mobile home, other units	0 (0%)

Source: California Department of Finance E-5 Population and Housing Estimates,

2021

Table 3-8: Housing Stock Characteristics by Tenure

Housing Characteristic	Owner Households	Renter Households	All Households
Total Housing Units	3,933 (90%)	299 (6.8%)	4,365
Persons per Household	Data not	available	2.83
Vacancy Rate	Data not	2.0%	
Overcrowded Units	0%	0%	0%
Units Needing Replacement/Rehabilitation	0	0	None
Housing Cost – Average	\$1,030,000 (for sale)	\$2,690 (monthly rent)	N/A

Sources: US Census Bureau, American Community Survey 2015-2019 5-year estimates, Zillow.com, Rent.com,

California Department of Finance E-5 Population and Housing Estimates, 2021

CoreLogic, 2022

OVERCROWDING

In response to a mismatch between household income and housing costs in a community, some households may not be able to buy or rent housing that provides a reasonable level of privacy and space. According to both California and federal standards, a housing unit is considered overcrowded if it is occupied by more than one person per room (excluding kitchens, bathrooms, and halls). In Clayton, no housing units qualify as overcrowded, suggesting that household incomes are aligned with local housing costs.

HOUSING CONDITION

The condition of housing stock can be an indicator of potential rehabilitation needs. Based upon observations and experiences of the Community Development Director for Clayton, the City reports that in 2020, no housing units are in severe need of replacement or substantial rehabilitation due to housing conditions. This likely reflects the fact that household incomes in Clayton are high and property owners have the financial ability to maintain their properties.

HOUSING COST

The cost of housing in a community is directly correlated to the number of housing problems and affordability issues. High housing costs can price low-income families out of the market, cause extreme cost burdens, or force households into overcrowded or substandard conditions. As of February 2022, the Clayton median home price according to CoreLogic was \$1,030,000. The median home price in Contra Costa County for this same period was \$785,000, or \$245,000 lower than in Clayton.

According to the 2019 Census, only 6.8 percent of Clayton's housing stock is rental housing. Very few rental units exist in the city, so average rent was calculated using rents from Clayton, San Ramon, and Pleasant Hill. Using Zillow.com and Trulia.com data for these three communities (with only one property shown for rent in Clayton), the average local monthly rent was estimated to be \$2,690 per month based on a very limited sample size. Table 3-9 shows the HUD-determined fair market rents for Contra Costa County. The assumed average local rent of \$2,690 falls within the range for a two- to three-bedroom unit. Rents in Clayton thus may be considered generally in line with those countywide.

Table 3-9: Fair Market Rents in Contra Costa County

Year	Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
FY 2020 FMR	\$1,488	\$1,808	\$2,239	\$3,042	\$3,720

Sources: FY2020 Fair Market Rents. U.S. Department of Housing and Urban Development (HUD)

SPECIAL HOUSING NEEDS

Housing Element law requires local governments to include an analysis of housing needs for residents in specific special needs groups and to address resources available to address these needs. Table 3-10 indicates special needs households in Clayton based on ACS data and annual County homeless counts.

Table 3-10: Special Needs Groups

Special Needs Category	Count	Percent
Persons with Disabilities ¹ (inclusive of persons with developmental disabilities)	1,024	8.5% of population
Persons with Developmental Disabilities ¹	348	3% of residents
511 1 (C5)1	14,514	11.3% of residents
Elderly (65+ years) ¹	618 households	14.6% of households
Large Households (5+ members) ¹	487 households	11.5% of households
Farmworkers ¹	16	0.3% of labor force
Migrant Worker Student Population	0	0% of labor force
Female Headed Households ¹	252 households	5.9% of households
Male Headed Households	85 households	2% of households
Married Couple Households	2,963 households	70% of households
Householder Living Alone	771 households	18% of households
People Experiencing Homelessness ²	7	N/A

Sources:

- 1. US Census Bureau, American Community Survey 2015-2019 5-year estimates
- 2. Contra Costa County: Annual Point in Time Count Report

PERSONS WITH DISABILITIES, INCLUDING PERSONS WITH DEVELOPMENTAL DISABILITIES

Disabled residents face housing access and safety challenges. Disabled people, in many cases, are of limited incomes and often receive Social Security income only. As such, most of their monthly income is often devoted to housing costs. In addition, disabled persons may face difficulty finding accessible housing (housing that is made accessible to people with disabilities through the positioning of appliances and fixtures, the heights of installations and cabinets, layout of unit to facilitate wheelchair movement, etc.) because of the limited number of such units.

In Clayton, 1,024 residents live with a disability, representing 8.5 percent of residents. Most residents with a disability are 75 and older (47.9 percent), followed by those 65 to 74 years old (12.6 percent). The most commonly occurring disability among seniors 65 and older was a hearing difficulty, experienced by 16.6 percent of Clayton's seniors. For those with a developmental disability, the overwhelming majority reside in the home of a parent, guardian, or family member (80 percent).

ELDERLY (65+ YEARS)

Many senior-headed households have special needs due to their relatively low incomes, disabilities or limitations, and dependency needs. Specifically, many people aged 65 years and older live alone and may have difficulty maintaining their homes, are usually retired, live on a limited income, and are more likely to have high health care costs and rely on public transportation, especially those with disabilities. The limited income of many elderly persons often makes it difficult for them to find affordable housing. In Clayton, 618 households are headed by elderly residents, representing 14.6 percent of total households. Elderly residents experience poverty at the same rate as those aged 18 to 34 (2.8 percent) and a higher rate than all Clayton residents (1.4 percent).

LARGE HOUSEHOLDS (5+ MEMBERS)

Large households, defined by HCD as households containing five or more persons, have special housing needs due to the limited availability of adequately sized, affordable housing units. Larger units can be very expensive; as such, large households often must reside in smaller, less expensive units. Alternatively, to save on housing costs, large households may have to double-up with other families or live with extended families, which may result in unit overcrowding. Clayton has 487 large households, representing 11.5 percent of all households. A larger percentage of owner households (10 percent) are defined as large households as compared to renter households (1.4 percent).

In Clayton, 0.5 percent of families are living in poverty. As of 2019, no large households were reported as living in poverty.

FARMWORKERS

Due to the high cost of housing and low wages, a significant number of migrant farm workers have difficulty finding affordable, safe, and sanitary housing. Census data report 16 Clayton residents who may work as farmworkers, representing only 0.3 percent of the local labor force. Maps from the State of California Department of Conservation Farmland Mapping and Monitoring Program show no farmland in Clayton. Due to the low number of agricultural workers in the city, the housing needs of migrant and/or farm worker housing need can be met through general affordable housing programs.

FEMALE-HEADED HOUSEHOLDS

Single-parent households require special consideration and assistance because of the greater need for day care, health care, and other services. In particular, female-headed households with children tend to have lower incomes and a greater need for affordable housing and accessible daycare and other supportive services. The lower incomes often earned by female-headed households, combined with the increased need for supportive services, severely limit the housing options available to them. In Clayton, the 252 female headed households represent 5.9 percent of all households. A total of 2.8 percent of female-headed households live in poverty, a higher percentage than all households living in poverty at 0.5 percent.

PEOPLE EXPERIENCING HOMELESSNESS

Population estimates for people experiencing homelessness is very difficult to quantify. Census information is often unreliable due to the difficulty of efficiently counting a population without permanent residences. Given this impediment, local estimates of the homeless and anecdotal information are often where population numbers of the homeless come from. In 2020, the Contra Costa County point-in-time counts identified seven people experiencing homelessness in Clayton. In Contra Costa County, the overall homeless count increased by one percent between 2019 and 2020.

Eight organizations listed in the table below provide local homeless services to Clayton and the region.

Table 3-11: Regional Homelessness Services

Provider	Program/ Services
	C.O.R.E Homeless Outreach
	Contra Costa Youth Continuum of Services
Contra Costa County Public Health Division	Contra Costa Adult Continuum of Services
	Permanent Supportive Housing
	Community Homeless Court
Bay Area Rescue Mission	Food pantry, transitional housing, emergency services, life
bay Area Rescue Wilssion	transformation programs, community outreach
Greater Richmond Interfaith Program (GRIP)	Meals, transitional housing
Shepard's Gate Women's Shelter	Homeless shelter for women and children
SHELTER, Inc.	Temporary and affordable housing
Winter Nights	Homeless shelter (seasonal), homework help, and tutoring

Sources: cc.health.org, bayarearescuemission.org, gripcommunity.org, shepardsgate.org, shelterinc.org, cccwinternights.org

ENERGY CONSERVATION OPPORTUNITIES

The Housing Element is required to analyze opportunities for energy conservation in residential development, as energy-related housing costs can directly impact housing affordability. While State building code standards contain mandatory energy efficiency requirements for new development, the City and utility providers are also important resources to encourage and facilitate energy conservation and to help residents minimize energy-related expenses. Policies addressing climate change and energy conservation are integrated into the Clayton General Plan.

Clayton residents are eligible to participate in multiple energy efficiency and conservation programs:

- Contra Costa Weatherization Program provides no-cost weatherization upgrades to incomequalifying residents.
- Energy Upgrade California offers rebates for home retrofitting in Contra Costa County.
- California FIRST provides multi-family buildings with five or more units property-assessed financing for energy efficiency.
- Pacific Gas & Electric (PG&E) offers rebates for solar water heaters, pool pumps, and appliances.
- Single-family Affordable Solar Homes (SASH) helps income-qualifying households with up-front costs to make the benefits of solar power accessible.

AT-RISK HOUSING ANALYSIS

State housing law requires an inventory and analysis of government-assisted dwelling units eligible for conversion from lower income housing to market rate housing during the next 10 years. Reasons for this conversion may include expiration of subsidies, mortgage pre-payments or pay-offs, and concurrent expiration of affordability restrictions. One development in Clayton, the Stranahan subdivision, has affordability covenants that are currently scheduled to expire in the next 10 years (2022-2032). More specifically, under current affordability agreements, deed restrictions for five of its 12 affordable units will expire in 2025 or 2026.

Table 3-12: Affordable Units at Risk of Conversion to Market Rate in Clayton

Assisted Development	Total Deed-Restricted Affordable Units	Earliest Conversion Date
200 Stranahan Circle	1	2026
202 Stranahan Circle	1	2026
210 Stranahan Circle	1	2026
245 Stranahan Circle	1	2025
266 Stranahan Circle	1	2026

Source: City of Clayton Affordable Housing Inventory, 2022

PRESERVATION AND REPLACEMENT OPTIONS

Preservation of at-risk affordable housing can be achieved only with adequate funding availability. In Clayton, the five units with expiring covenants are single-family homes, and the property owners have little incentive to sell the units to another income-restricted household. Conversely, the owners may realize a substantial profit by selling their units. The option for preservation is likely limited to the willingness of an entity to purchase the unit at market cost and subsidize rent for a moderate- or lowerincome household or to subsidize resale to a qualifying household. The City has no financial resources to do so. The City will, however, send notices to the property owners informing them of options for selling to entities with the ability to preserve the homes as affordable units.

Rental Assistance

State, local, or other funding sources can be used to provide rental subsidies to maintain the affordability of at-risk projects. These subsidies can mirror the Housing Choice Voucher/Section 8 program, in which

Needs Assessment

the subsidy covers the cost of the unit above what is determined to be affordable for the tenant's household income, up to the fair market value of the unit. Unit sizes for the at-risk properties are all three bedrooms and are all in the moderate-income category. The total annual subsidies to maintain the five at-risk affordable units in Clayton is estimated at \$70,800,3 without accounting for the initial cost an affordable housing organization to purchase the unit. Over a potential 30-year period of subsidy, the potential cost—not adjusted for inflation—would be \$2.1 million.

Transfer of Ownership

If the current owners of the at-risk units do not desire to extend affordability restrictions to facilitate continued occupancy by another low- or moderate-income household, ownership of the unit can be transferred to a nonprofit housing organization. The estimated market value for the five affordable units that are potentially at risk of converting to market rate is about \$1.2 million each.

Construction of Replacement Units

The construction of new low-income housing can be a means to replace at-risk units. The cost of developing new housing depends on a variety of factors, including density, size of units, construction quality and type, location, and land cost. In the Bay Area, the cost of constructing a new unit, absent land costs, ranges \$250 to \$300 per square foot⁴—with costs approaching \$500 per square foot in San Francisco and Oakland. Assuming a development cost of \$275 per square foot and a house size of 1,400 square feet, the construction cost of replacing all five units would be close to \$2 million (with additional costs for land acquisition, financing, carrying costs, etc.).

Funding Sources

A critical component to implement any of these preservation options is the availability of adequate funding, which can be difficult to secure. In general, Low-Income Housing Tax Credit funding is not readily available for rehabilitation and preservation, as the grant application process is highly competitive and prioritizes new construction. Available funding sources that can support affordable housing preservation includes sources from the federal and state governments, as well as local and regional funding.

Federal Funding

- HOME Investment Partnerships (HOME) Program
- Project-Based Vouchers (Section 8)
- Section 811 Project Rental Assistance

State funding

• Affordable Housing and Sustainable Communities Program

³ Total annual subsidies calculated by assuming 30% of rent for moderate income and subtracting this affordable rent from Contra Costa fair market rent for a 3-bedroom unit, multiplying by 12 (for one year) and multiplying by five (for the five units)

⁴ https://www.homebuilderdigest.com/cost-guide/california-cost-guides/how-much-does-it-cost-to-build-a-house-in-the-san-francisco-bay-area/. Accessed 5-13-22.

- Golden State Acquisition Fund (GSAF)
- **Project Homekey**
- Housing for a Healthy California
- Multifamily Housing Program (MHP)
- **National Housing Trust Fund**
- Predevelopment Loan Program (PDLP)

Regional, Local, and Non-Profit Funding

- Multiple-Family Mortgage Revenue Bonds
- HOME American Rescue Plan (ARP)

COASTAL ZONE

The City of Clayton is not in a coastal zone and therefore is not subject to the requirements of Government Code 65588 (c) and (d).

PROJECTED HOUSING NEED (RHNA)

Housing Element law requires a quantification of each jurisdiction's share of the regional housing need as established in the Regional Housing Need Allocation Plan prepared by the jurisdiction's council of governments, which for Clayton is the Association of Bay Area Governments/Metropolitan Transportation Commission (ABAG). HCD, in conjunction with the ABAG, determines the projected housing need for cities and counties in the nine-county ABAG region, inclusive of the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, and Sonoma. This share, known as the Regional Housing Needs Allocation (RHNA), is 441,776 new housing units for the 2023-2031 planning period throughout the ABAG region. ABAG has, in turn, allocated this share among its constituent cities and counties, distributing to each jurisdiction its own RHNA divided along income levels. The City of Clayton has a RHNA of 570 housing units to accommodate in the current Housing Element cycle of 2023-2031. The income distribution is as shown in Table 3-13.

Table 3-13: Regional Housing Needs Allocation 2023-2031

Income Group	% of County AMI	Number of Units Allocated	Percent of Total Allocation
Very Low ¹	0-50%	170	30%
Low	>50-80%	97	17%
Moderate	>80-120%	84	15%
Above Moderate	120%+	219	38%
Total		570	100%

Note: Pursuant to AB 2634, local jurisdictions are also required to project the housing needs of extremely low-income households (0-30% AMI). In estimating the number of extremely low-income households, a jurisdiction can use 50% of the very low-income allocation or apportion the very low-income figure based on Census data. There are 210 extremely low- and 97 very low-income households. Therefore, the City's very low-income RHNA of 97 units can be split into 48 extremely low-income and 49 very low-income units.

Source: Association of Bay Area Governments



INTRODUCTION

Many factors can encourage or constrain the development, maintenance, and improvement of housing stock. These factors fall into two categories—governmental and non-governmental constraints—and include physical constraints, land availability, development economics, and governmental regulations, all of which impact the cost and amount of housing produced. These constraints may result in housing that is not affordable to low- and moderate-income households or may render residential construction economically infeasible for developers. Constraints to housing production significantly impact households with lower incomes and/or special needs.

This chapter addresses both the governmental and non-governmental constraints that impact the City of Clayton's housing market and production. State law requires that Housing Elements analyze potential and actual governmental and non-governmental constraints to the production, maintenance, and improvement of housing for persons of all income levels and abilities. The constraints analysis must also demonstrate local efforts to remove or mitigate barriers to housing production, particularly for supportive and transitional housing, emergency shelters, and housing for persons with disabilities. Where constraints to housing production related to the City's regulations or land use controls are identified, appropriate programs to remove or mitigate these constraints are included in the Housing Plan.

GOVERNMENT CONSTRAINTS

While local governments have little influence on market factors such as interest rates, their policies and regulations can affect the type, amount, and affordability of residential development. Since governmental actions can constrain development and affordability of housing, State law requires that the Housing Element "address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing" (Government Code Section 65583(c)(3)).

City regulations that affect residential development and housing affordability include policies, standards, and procedures set forth in the Land Use Element of the General Plan, specific plans, and the Zoning Ordinance.

LAND USE CONTROLS

General Plan Land Use Element

The General Plan is the City's principal land use policy document. The City adopted its first General Plan in July 1971. The General Plan was updated in 1985, with periodic amendments following, most recently in 2016. Table 4-1 shows the General Plan land use categories that allow for residential uses, along with density ranges and the types of residential uses allowed. The General Plan provides for single- and multi-

family housing at a range of densities from one to 20 units per gross acre. For the Multifamily High Density designation, the General Plan indicates not a density range but a set density of 20 units per acre. This indicates the possible need for a clarifying language in the General Plan. Because this could be considered a constraint, a housing program calls for amending the General Plan (and Zoning Code) to clarify allowed density ranges.

Table 4-1: General Plan Residential Land Use Categories

Land Use Category	Density Range (units/ gross acre)	Allowed Residential Uses
Rural Estate	Up to 1.0	Single-family detached estates
Single-Family Low Density	1.1 to 3.0	Single-family detached houses
Single-Family Medium Density	3.1 to 5.0	Planned unit developments (PUDs) and single-family subdivisions
Single-Family High Density	5.1 to 7.5	Patio homes, zero lot line homes, and cluster homes in a planned unit development (PUD)
Multi-Family Low Density	7.6 to 10.0	Cluster units such as townhouses, garden units, and other types of PUDs, including single-family detached dwellings
Multi-Family Medium Density	10.1 to 15.0	Multi-family units
Multi-Family High Density	20.0	Two-story (or higher) apartments or condominiums. Development within this density is encouraged to utilize the PUD concept and standards
Institutional	7.6 to 20 units	Various forms of housing for senior citizens

Source: City of Clayton General Plan Land Use Element

Town Center Specific Plan

The Town Center Specific Plan (TCSP) establishes goals and policies for development in the Town Center area. The purpose of the TCSP is to encourage appropriate commercial development while enhancing the area's historic character. The TCSP identifies appropriate land uses in the Town Center and provides design guidelines for new buildings, walkways, parking lots, and landscaping. The regulations allow for housing, with densities of up to 20 units per acre in the Multi-family High Density Residential category. For the Institutional Residential category, the lot coverage is capped at 50 percent, which could constrain development.

Table 4-2: Town Center Specific Plan Regulations

Land Use Category	Regulations
Multi-family Low Density Residential	Dwelling units at a density of 7.6 to 10 units per gross acre.
	Development intensity can reach 100 percent of individual
	parcel coverage as long as each unit has access to private
	outdoor space, use of recreational amenities, and provision
	of useable open space. Accessory dwelling units are allowed.
Multi-family Medium Density Residential	Dwelling units at a density of 10.1 to 15 units per gross acre

Table 4-2: Town Center Specific Plan Regulations

Land Use Category	Regulations
Multi-family High Density Residential	Dwelling units at a density of 15.1 to 20 units per gross acre.
	Structural coverage, not including recreational amenities,
	shall not exceed 65% of the site area.
Institutional Residential	Senior housing at a density of 7.6 to 20 units per gross acre.
	Development intensity can reach 100 percent structural
	coverage for individual parcels. Structural coverage shall not
	exceed 50% of the site area.

Source: Clayton Community Development Department, 2016

Marsh Creek Road Specific Plan

The Marsh Creek Road Specific Plan (MCRSP) refers to an area of 475 acres south and east of Clayton in central Contra Costa County. This area is mostly undeveloped and is located at the edge of existing urban development. Several residential development proposals have been submitted within this area, but it is also viewed as an important natural resource by the local residents. The goal of the MCRSP is to maintain the unique rural character of the study area and designate appropriate sites for residential development. The development will be guided and regulated in a manner to both protect the area's natural amenities and afford recreational opportunities and access to the public. All developments consist of low to medium density residential.

Zoning

The provisions of the Clayton Zoning Ordinance implement the policies and standards set forth in the General Plan. The Zoning Ordinance permits residential development in the following districts:

- Single-family residential districts The following designations are included in the single-family residential zoning categories: R-10, R-12, R-15, R-20, R40, and R-40-H. The number within each designation identifier references the minimum lot size, in thousands of square feet, for each designation.
- Multi-family residential districts The following designations are included in the multi-family zoning categories: M-R (low density multifamily residential), M-R-M (multifamily residential, medium density), and M-R-H (multifamily residential, high density). Although there are no parcels currently zoned M-R, M-R-M, or M-R-H, some parcels within the TCSP area have land use designations that are consistent with the development densities of the M-R and M-R-H districts, and the City maintains all of the multi-family residential districts for future use.
- Planned development district The following designation is used to denote planned development district: PD.
- Commercial districts The LC (limited commercial) designation is applied to parcels inside of the TCSP area. A few parcels near the northern edge of the City are also zoned LC district. Parcels that are designated or zoned LC district allow some multi-family residential uses under certain circumstances.

The Zoning Ordinance establishes the types of allowed residential uses and the allowed density, as well as residential development standards for each zoning district.

The Clayton Municipal Code, including the Subdivision and Zoning Ordinances, contains language in a number of areas that gives discretion to the Planning Commission and/or City Council to reduce density or increase on-site development requirements. Because this is a constraint to developing housing, a housing program calls for amending the CMC to ensure density is not reduced nor additional development standards applied to housing development projects.

The CMC contains additional subdivision limitations, including those that regulate street and right-of-way width and those that are safety oriented. For example, collector streets must have 60-foot rights-of-way, with 40 feet curb-to-curb. Minor streets may be narrower, and arterials and major arterials must be wider. The minimum width of paved (curb-to-curb) and rights-of-way are similar to other jurisdictions. Cul-desacs cannot serve more than 16 lots nor be longer than 700 feet, minor streets cannot be steeper than 12 percent without City Engineer approval, blocks (with through-streets) may not exceed 1,000 feet, and sidewalks must be four feet wide. The minimum and maximum requirements are similar to other jurisdictions. Therefore, subdivision requirements are not a constraint.

Permitted Residential Uses

Table 4-3 identifies the residential use types permitted by right (P) or permitted subject to the approval of a use permit (UP), as well uses not allowed in residential zoning districts (--).

Table 4-3: Residential Use Permit Requirements

Residential Use											
Туре	R-10	R-12	R-15	R-20	R-40	R-40-H	M-R	M-R-M	M-R-H	LC	TCSP
Single-family	Р	Р	Р	Р	Р	Р	UP	UP	UP		-
dwelling											
Second dwelling	Р	Р	Р	Р	Р	Р	Р	Р	Р		
unit											
Duplex							Р	Р	Р		
Residential											
Multi-family							Р	Р	Р		
residential											
(triplex, condos,											
apartments,											
etc.)											
Residential											Р
above											
commercial											
Residential care	Р	Р	Р	Р	Р	Р					
home (≤6											
persons)											
Residential care	UP	UP	UP	UP	UP	UP					
homes (>6											
persons)											
Manufactured	Р	Р	Р	Р	Р	Р					
dwelling unit											

Table 4-3: Residential Use Permit Requirements

Residential Use											
Туре	R-10	R-12	R-15	R-20	R-40	R-40-H	M-R	M-R-M	M-R-H	LC	TCSP
Transitional and supportive housing	Р	Р	Р	Р	Р	Р	Р	Р	Р		-
Single-room occupancy (SRO)	1									UP	1

P = permitted (by right)

UP = Use Permit

-- = not permitted

Source: City of Clayton Zoning Ordinance 2014

Accessory Dwelling Units

An accessory dwelling unit (ADU) is an additional self-contained living unit either attached to or detached from the primary residential unit on a single lot. It has cooking, eating, sleeping, and full sanitation facilities. To encourage establishment of ADUs on existing developed lots, state law requires cities and counties to either adopt an ordinance based on standards set out in the state law or allow ADUs as a byright use subject to development standards that reflect state requirements.

Beginning in 2017, the state legislature adopted a series of ADU laws that establish well-defined standards for the by-right (ministerial) approval of ADU applications. The City last updated its ADU regulations in 2004. Thus, current regulations, set forth in Table 4-4 (and called second units in the Zoning Ordinance), are outdated and do not reflect current State laws, particularly with regards to unit size, approval process, and setbacks. Because this is a constraint to constructing ADUs, the City is currently drafting new regulations that reflect state law and anticipates adopting the new regulations in early 2023. A program calls for adopting the new regulations by March 2023.

Table 4-4: Second Unit Development Standards

Requirement	Description
Zoning Districts	Per Zoning Code Chapter 17.47 second dwelling units are allowed in all districts
	that allow single-family dwellings
Setbacks	Same as the principal structure unless located in a PD zone
Height	Attached units shall not exceed the principal structure height; detached units
	shall not exceed one story or 15 feet, whichever is less.
Parking	1 uncovered space per bedroom
Unit size	Units between 250 and 750 square feet (one bedroom) require ministerial
	review
	Units between 751 and 1,000 square feet maximum (up to two bedrooms)
	requires Planning Commission review
Architectural compatibility	Must incorporate similar or complementary architectural features as the
	principal and surrounding structures

Source: City of Clayton Zoning Ordinance 2014

Currently, applicants must pay a Planning Permit processing fee of \$331 for staff-level administrative review of ADU applications. For ADU applications that require Planning Commission review, Planning Permit fees are based on staff cost with a minimum deposit of \$1,000. The requirement for Planning

Commission review can be considered a constraint. The city plans to revise its ADU ordinance by the end of 2022 to remove this constraint and otherwise comply with state law.

The Contra Costa Water District (a special district public agency) charges a fee of approximately \$24,125 for ADU's 5/8-inch water hookup (fees vary based on unit size). This connection fee, as well as other factors that include limitations on labor and supplies and increasing costs of construction, may be a constraint to the development of ADUs. Fewer than 10 ADU permit applications have been processed since the 2004 amendment of the Municipal Code.

To facilitate construction of ADUs in Clayton, a housing program calls for the City finalizing a pre-approved ADU plan program to encourage the construction of ADUs throughout the City. A program also calls for publicizing information regarding ADUs on the website and at the permit counter.

Residential Care Facilities

Residential care facilities or group homes for persons with disabilities are allowed in the city. Facilities for six or fewer persons are allowed by right in all residential districts pursuant to State Health and Safety Code Section 1566.3. Facilities for seven or more persons are considered a commercial use of property, are allowed with a use permit in accordance with Chapter 17.46 of the Zoning Ordinance, and must meet the following standards:

- The applicant must maintain an operating license from the applicable state and county agencies. The residential care home shall be located within a detached single-family dwelling.
- Sufficient off-street parking spaces shall be provided in addition to the required off-street parking to serve the dwelling.
- Signs are not allowed.
- Each residential care facility shall be located at least 1,000 feet from another such facility.
- The dwelling must comply with the Uniform Building Code and State standards for accessibility by disabled persons.

The separation requirement and additional off-street parking requirement are constraints to constructing residential care facilities for six or fewer persons and requiring a use permit for facilities for seven or more persons is a constraint. A housing program calls for amending the zoning code to allow residential care facilities or group homes by right, subject to objective standards.

Employee Housing

In 2016, the City amended the Zoning Ordinance to define employee housing as housing defined in California Health and Safety Code Section 17008, as it may be modified. Employee housing for six or fewer persons is allowed by right in all single-family residential zones. A Use Permit is required for all singlefamily residences in multifamily residential zones, including employee housing. The City has one agricultural zone which allows for limited residential use for the owner, lessor or lessee of the land. Employee housing is not identified as an allowed use in the agricultural zone. This can be considered a constraint. A program calls for amending the zoning code to allow employee housing consisting of no more than 12 units or 36 beds to be permitted in the agricultural zone.

Manufactured Homes

In 2009, the City amended the Zoning Ordinance to allow manufactured housing on any residential lot subject to the standards applicable to site-built housing in accordance with state law. The Zoning Ordinance now treats manufactured housing as a single-family use type, includes a definition for manufactured housing, and allows manufactured housing on a permanent foundation by right in all singlefamily residential zones and subject to the same standards as single-family homes, such as site plan and design review. Manufactured housing is not allowed in multifamily residential zones nor in mixed use zones that allow residential uses. Since manufactured housing may be constructed at a lower price point, leading to greater affordability, this is a constraint. A program calls for amending the zoning code to allow manufactured housing in all zones where residential land uses are allowed, subject to objective development standards.

Emergency Shelters

In compliance with California Senate Bill (SB) 2 (2007), the City amended its Zoning Ordinance in 2013 to define emergency shelters and allow them by right (without discretionary approval) in at least one zoning district. Emergency shelters are now an allowed use in the Public Facility (PF) district, subject to specific development and management standards, including but not limited to:

- Emergency shelters must be located a minimum of 300 feet from residential buildings and schools, and at least 300 feet from other shelters.
- The maximum number of beds in a single shelter is 10.
- Individuals may stay no longer than 180 consecutive days in a consecutive 12-month period.
- Off-street parking must be provided in the ratio of one space for every three beds plus one parking space per staff member per shift.
- The shelter must provide an operational plan to the Community Development Director.

Section 17.36.082 provides a comprehensive list of emergency shelter requirements. Six parcels in Clayton are zoned Public Facilities. The site identified as most viable for an emergency shelter is the north portion of a city-owned 4.73-acre property located at 6125 Clayton Road, which houses the community library. The site is directly served by public transit (a regional bus that connects to the Concord Bay Area Rapid Transit station), as well as services and public amenities. Approximately 1.5 acres of the site are available for development of an emergency shelter. The City has not had inquiries regarding the establishment of an emergency shelter on this property or other sites zoned PF.

In 2019, California Assembly Bill (AB) 101 established the requirement to allow Low Barrier Navigation Centers (LBNC) as a by-right use on properties zoned for mixed use and non-residential zones that permit multi-family uses. As of early 2022, the City had not yet amended the Zoning Code to reflect AB 101. A program has been included to do so.

Transitional and Supportive Housing

SB 2 (2007) requires that all jurisdictions define and allow transitional and supportive housing. Transitional facilities offer short-term housing (at least six-month stay) for persons of certain targeted populations (persons with AIDS, persons with mental or development disabilities, persons with chemical dependency, etc.) Supportive housing looks to support similar populations with permanent housing that may have onor off-site services linked to the housing.

The City amended its Zoning Ordinance in 2012 to define supportive housing and transitional housing and allow both as permitted uses in all residential zoning districts, subject only to the permit processing requirements as other similar use types in the same zone (site plan review, design review, etc.). The City requires a Use Permit for transitional housing in one mixed use zone that allows residential uses above commercial (LC - Limited Commercial zone). This can be considered a constraint. A program has been added to amend the zoning ordinance to remove this constraint.

Single-Room Occupancy Units

AB 2634 (2006) requires the quantification and analysis of existing and projected housing needs of extremely low-income households. Housing elements must also identify zoning to encourage and facilitate housing for extremely low-income persons, of which two common types are supportive housing and single-room occupancy units (SRO).

Extremely low-income households typically include persons with special housing needs, including but not limited to persons experiencing homelessness or near-homelessness, persons with substance abuse problems, and persons with mental illness or developmental disabilities.

In 2012, the City amended its Municipal Code to explicitly define SRO housing as a type of residential hotel offering one-room units for long-term occupancy by one or two people. SROs may have kitchen or bath facilities (but not both) in the room. The City allows development of SROs with a use permit in the LC zoning district with a use permit.

Accommodation of Persons with Disabilities

The city has taken significant steps to improve housing accessibility. In 2013, the City adopted a universal design ordinance to ensure that new housing is adaptable and accessible for persons with disabilities. In 2012, the City adopted a reasonable accommodations ordinance (Chapter 15.90 of the Municipal Code) to allow for variations in the application of zoning standards and policies to accommodate persons with disabilities; amended the Zoning Ordinance to define and allow supportive housing facilities as described above; and amended the definition of "family" to remove restrictions on the number of unrelated persons that may be considered a family.

The Municipal Code allows up to 30 days to process a reasonable accommodations request, which is a reasonable timeframe for a small city with a limited staff and high demands. The Community Development Director may approve reasonable accommodations, subject to a \$216 fee for administrative review. If a reasonable accommodations request is part of a project that includes discretionary permits, the Planning Commission must review the request as part of the whole project, and fees are based on cost recovery like the accompanying discretionary permit application. The City's fees align with the time and cost to review an application and is similar to the approach all jurisdictions must do to recover costs to provide services.

The findings to review reasonable accommodations requests align with State fair housing laws. For example, the requested accommodation must be requested by or on the behalf of one or more individuals with a disability protected under the fair housing laws, provide one or more individuals with a disability

an equal opportunity to use and enjoy a dwelling, not impose an undue financial or administrative burden on the City, as defined in the fair housing laws, not result in a fundamental alteration in the nature of the City's Zoning Code, as defined in the fair housing laws, not result in a direct threat to the health or safety of other individuals or substantial physical damage to the property of others.

The City has not received reasonable accommodation applications in last two years. This is not considered a constraint.

In 2008, the City Council approved its Americans with Disabilities Act (ADA) Transition Plan. The plan included an evaluation of barriers for persons with disabilities and included steps to remove such barriers. The plan mandates that the City Community Development and Engineering departments periodically evaluate their procedures for land use permit processing and public participation to ensure that reasonable accommodations are made for individuals with disabilities and all are in compliance with Fair Housing laws. As a result of plan implementation, all City facilities, offices, and meeting rooms have been upgraded to be accessible and compliant with Title 24 Accessibility requirements, and the City has an ongoing program for installation of wheelchair-accessible ramps at street intersections.

The City has two special needs residential facilities that cater to persons with disabilities. In 1992, the City approved the Kirker Court development, which provides 20 units for persons with developmental disabilities. In 1999, the City approved the Diamond Terrace project, which created 86 units for seniors, many of whom have disabilities and require special accommodations in their housing units and other project facilities. The City, through its now defunct Redevelopment Agency, financially participated to support the establishment of both developments.

Additionally, "The Olivia" is a three-story housing project with 81 senior rental units which has been approved by the City and is currently under development. Since the majority of residents with disabilities are those aged 75 years and older, this housing project will likely serve many residents with disabilities. The City also offers reduced parking requirements for residential developments that serve seniors and persons with disabilities. The residential parking requirement for seniors or persons with disabilities is one parking space per dwelling unit, while standard single-family residential units require four parking spaces per unit.

Residential care facilities for seven or more persons requires a use permit in residential zones, and residential care facilities for six or fewer persons is subject to standards that are greater than a single family residence, such as increased parking and distance requirements from similar facilities. These are considered constraints. A program requires amending the zoning code to allow all residential care facilities in all residential zones, subject to objective development standards that are similar to single family residences.

In addition, the City will work to provide housing opportunities for persons and households with disabilities through coordination with housing providers and assistance with funding applications. The City will also continue to offer reasonable accommodations to ensure that City standards and policies do not impede housing opportunities for residents with disabilities. To facilitate construction of ADUs in Clayton, a housing program calls for the City finalizing a pre-approved ADU plan program to encourage the construction of ADUs throughout the City. The City has preliminarily designed six total plans, and the City anticipates one or more of the plans being universally designed to accommodate needs of all residents

including those with disabilities. Programs are included in the Housing Plan (Chapter 2) to address reasonable accommodations and universal design.

Density Bonus

The City amended its Zoning Ordinance in 2009 to add specific density bonus provisions to reflect thencurrent state law. Chapter 17.90 of the Municipal Code establishes a density bonus of up to 35 percent and a variety of incentives/concessions to promote affordable housing. Since 2009, the legislature has significantly amended density bonus law, which applies to Clayton irrespective of Zoning Ordinance provisions. A program has been included in the Housing Plan to ensure that City regulations continue to reflect current state density bonus law as it evolves.

Affordable Housing Plan

Chapter 17.92 (Inclusionary Housing Requirements) of the Zoning Ordinance sets forth requirements for provision of affordable housing within developments of more than 10 units. Per this Chapter, a minimum of 10 percent of the units must be built or created as affordable housing units for very low-, low-, or moderate-income households. In lieu of providing housing on site as part of a development project, a developer may: 1) provide housing off-site, with the percentage of units increasing to 16 percent; 2) pay an in-lieu fee established by City Council resolutions; or 3) dedicate land for construction of the affordable units.

The City has established the specific guidelines for the review and preparation of Affordable Housing Plans. These criteria do not present a constraint to the development of housing but help to ensure construction of housing affordable to households at a wide range of income levels. As described below, the City offers a variety of incentives to developers and will consider others not specifically listed.

The Affordable Housing Plan must be submitted and approved in conjunction with the earliest stage of project entitlement, and in no case later than City approval of the primary land use entitlement and/or a development agreement. The Affordable Housing Plan must include:

- The number of dwelling units that will be developed as affordable to very low-, low-, moderate, and above moderate-income households (the City desires that at least five percent of all project units be affordable to very low-income households and at least five percent of all project units be affordable to low-income households)
- The number of affordable ownership and rental units to be produced. Such split shall be approved by the City Council based on housing needs, market conditions, and other relevant factors.
- Program options within Affordable Housing Plans may include, but are not limited to:
 - Actual production (on-site or off-site) of affordable units (including ownership and rental opportunities in the form of accessory dwelling units, corner units, half-plexes, duplexes, cottages, creative alternative housing products, etc.)
 - Land dedication (on-site and off-site)
 - o Payment of in-lieu fees
- The timing for completion of affordable housing obligations.

At the City Council's discretion, land or other contributions provided by developers as specified within Affordable Housing Plans may be utilized to augment City efforts and the efforts of its nonprofit partners

to provide affordable housing opportunities to all income levels throughout the community. The General Plan states that the City will pursue supplemental funding to allow affordability to households earning less than 50 percent of area median income. However, this policy directive has not been pursued.

To ensure the production and preservation of housing affordable to the City's workforce, no productive, reasonable program or incentive option will be excluded from consideration within project-specific Affordable Housing Plans. Incentives may include, but are not limited to:

- Density bonuses
- Fee waivers or deferrals (as reasonably available)
- Expedited processing/priority processing
- Reduced parking standards
- Technical assistance with accessing funding
- Modifications to development standards (on a case-by-case basis)

The size of property, the surrounding land uses, the purchase price of the real property, and current market conditions (i.e., competition) are all factors that may be considered in the preparation of proposed Affordable Housing Plans. Each development project is unique, as are the incentives and specific affordable housing requirements applied. The flexibility of this "menu approach" allows the City and developer to agree to terms that meet the intent of providing affordable housing while ensuring that the proposed development remains feasible.

Development Standards

Table 4-5 summarizes the development standards for residential zoning districts. While the Zoning Ordinance establishes the minimum lot areas for the three zones as shown in the table, Section 17.20.030 (Permitted Uses-Principal) states as allowable uses: "Duplex, triplex, townhouses, apartments and other multifamily structures meeting and not exceeding the density limits set by the applicable General Plan Land Use Designation." However, the M-R-M zone allows up to 24.2 units per acre, creating a zoning/General Plan inconsistency. The M-R-H zone, which has no corresponding General Plan land use designation, allows up to 43.6 units per acre. No properties are zoned M-R-H—although one parcel in the Town Center has a comparable multifamily residential high density land use designation—and the lack of an equivalent General Plan designation means a property owner would need to apply for a General Plan text amendment in conjunction with a rezoning request to implement the M-R-H zone. This is a constraint to development. The Housing Element contains a policy calling for amending the General Plan land use map to designate housing inventory sites for affordable housing as Multifamily High Density.

Chapter 17.78 of the Zoning Ordinance limits lot coverage size establishing the maximum building size and building footprint depending on lot size. This could also be a constraint to the size of structures that can be developed depending on lot size. However, the limits do not constrain development.

The PD zone allows small lot and zero lot line development at densities that correspond to the underlying General Plan land use designation. However, the PD permit approval process requires review by both the Planning Commission and City Council, and the PD expires after 18 months, which imposes time and cost burdens on applicants. The PD permit approval process also requires Planning Commission approval of a development permit subsequent to the PD approval. This process may be considered a constraint on

development. A housing policy calls for the City to streamline the PD approval process, including allowing for Planning Commission approval.

The setback requirements for all zones reflect the general low-intensity character of Clayton. However, the interior side yard setback for multi-family residences is 15 feet, whereas smaller lot single family residential zones require a 10-foot side yard setback. In the multi-family residential zones, all buildings must be set back 20 feet from each other. This is a constraint on development. A housing program calls for decreasing the interior side yard setback requirements for multi-family residences to 10 feet.

In the M-R zone, the lot coverage limit for a small lot single-family development is 25 percent, which is limiting. The lot coverage requirements in the higher density zones comport with those found in other cities and do not constrain development.

In the M-R zone, 25 percent of the lot must be landscaped and may not be developed with structures, parking, or pavement. In the M-R-M and M-R-H zones, the requirement is 20 percent. There is no correlating requirement in the single-family residential zones. The open area requirement may constrain development. A housing program calls for amending the zoning code to reduce the landscaping requirement for the multifamily residential zones.

Height limits of 35 feet generally apply to all residential zones, but buildings are limited to 20 in the M-R zone adjacent to a single-family zone. This is inconsistent with the 35-foot limit allowed in an adjacent single-family zone and limits the ability to achieve maximum density in the M-R zone. This is a constraint to development. A housing program calls for amending the zoning code allow a maximum 35-foot allowable building height in height in the M-R zone within 50 feet of an abutting single-family residential district.

Developable acreage used to calculate density may not include sensitive lands, as defined by the Clayton Municipal Code. Sensitive lands include areas within the 100-year floodplain, land or slopes exceeding 26 percent, creeks, streams, and associated setback requirements in the East Contra Costa County Habitat Conservation Plan/Natural Community Conservation Plan, rock outcroppings, wetlands as defined by the East Contra Costa County Habitat Conservation Plan/Natural Community Conservation Plan, land containing species of endangered plants that have been identified as a no-take species as defined and determined by the East Contra Costa County Habitat Conservation Plan/Natural Community Conservation Plan, and any other similar features as determined by the Planning Commission. While the municipal code excludes sites designated in the General Plan for multiple family residential development, the code references the previous Housing Element cycle. To address this constraint to development, a program has been added to the Housing Element stating the City will amend the Municipal Code to exclude all parcels listed as housing opportunity sites in the most recent Housing Element.

No other constraints exist relative to development standards. For example, there are no minimum unit size requirements in Clayton, and the allowed height and floor area ratios (FAR) are on par with similar and nearby jurisdictions. While the City does not have an ordinance regulating short-term rentals (STRs), the City has found STRs are not prevalent in Clayton and there is no evidence that indicates STRs are impacting the availability of housing. With the programs identified above and programs that follow, housing can be expected to achieve the maximum densities allowed.

Table 4-5: Residential Development Standards

		Cathaola	Cathagle	Setback:		Lot	Oman
	Min. Lot Area	Setback: Front Yard	Setback: Rear Yard	Side Yard (min./	Height	Lot	Open
District	per Dwelling	(min.) ⁵	(min.)	aggregate) ¹	(max.)	Coverage (max.)	Space (min.)
R-10	10,000 sf	20 ft	15 ft	10/20 ft	, ,	None	,
					35 ft		n/a
R-12	12,600 sf	20 ft	15 ft	10/25 ft	35 ft	None	n/a
R-15	15,000 sf	20 ft	15 ft	10/25 ft	35 ft	None	n/a
R-20	20,000 sf	25 ft	15 ft	15/35 ft	35 ft	None	n/a
R-40	40,000 sf	40 ft	15 ft	20/40 ft	35 ft	None	n/a
R-40-H	40,000 sf	40 ft	15 ft	20/40 ft	35 ft	None	n/a
M-R ⁴	6,000 sf	20 ft	15 ft	15 ft/20 ft	35 ft, 20	25% or 40%	25%
	(3,000				ft ²		
	sf/unit)						
M-R-M	6,000 sf	20 ft	15 ft	15 ft/20 ft	35 ft	50%	20%
	(1,800						
	sf/unit)						
M-R-H	9,000 sf	20 ft	15 ft	15 ft/20 ft	40 ft, 35	65%	20%
	(1,000				ft ²		
	sf/unit)						
PD	Underlying	n/a	n/a	n/a	n/a	n/a	20%³
	GP						
	designation						

Source: City of Clayton Zoning Ordinance 2022

Parking

New residential development is required to provide parking as shown in Table 4-6.

Table 4-6: Residential Parking Requirements

Requirement	Description
Single-family	4 per unit (2 must be fully enclosed and 2 may be
	tandem)
Small lot, single-family (<4,000 sf net lot area,	2 per unit (1 must be covered and 1 may be tandem),
Multifamily General Plan Designation)	0.5 guest spaces per unit
Duplex	2 per unit (1 must be covered and 1 may be tandem),
	0.5 guest spaces per units
Multiple-family	
Studio	1 per unit (covered)
1-bedroom	1.5 per unit (1 must be covered)
2+ bedroom	2 per unit (1 must be covered)

¹Standards shown are for interior lots. Refer to the Zoning Ordinance for side yard standards for corner lots.

²Twenty feet when District abuts (within 50 feet) any single-family residential district.

³ Affordable housing projects may be allowed to provide less than 20 percent of the project site as open space subject to approval by the Planning Commission.

 $^{^4}$ Lot coverage in M-R zone depends on density, with General Plan requirements set at 25% for Single Family High Density and 40% for Multifamily Low Density.

⁵ In high density zone, side setback on corner lot is 20 feet.

sf = Square Feet

Table 4-6: Residential Parking Requirements

Requirement	Description
Guest Parking	0.5 per unit
Group residential	1 per sleeping room plus 1 per 100 ft of assembly or
	common sleeping areas

Source: City of Clayton Zoning Ordinance 2014

The parking requirements for single-family development exceed those typically used in other cities, which generally require two spaces and sometimes more for units with 5+ bedrooms. For multiple-family developments, the requirement for covered spaces adds construction costs and may be considered a constraint on development. A housing program calls for revisiting the parking requirements for single family residential uses to base parking requirements on bedroom count and revising the parking standards for multifamily residential uses to eliminate covered and guest parking.

The parking requirements may be reduced for projects zoned PD (e.g., Oakhurst provides only 1.5 parking spaces for its zero lot line units) with a supporting parking analysis and may be reduced for Affordable Housing Opportunity sites with a supporting parking analysis. Affordable Housing Opportunity Sites are determined to be appropriate for affordable housing development due to their size and proximity to services and amenities. These sites are not required to be developed as affordable housing, but it is strongly preferred, and affordable housing units will be incentivized through increased density, design flexibility, priority processing, and funding application assistance.

Growth Management Program (Measures C & J) In 1988, Contra Costa County voters approved a half-cent sales tax to fund a transportation improvement and growth management program (Measure C). This program addresses congestion problems by funding transportation improvement projects and establishing a process involving all cities in Contra Costa County, including Clayton, to cooperatively manage the impacts of growth. In 2004, over two-thirds of Contra Costa County voters passed Measure J, which extended the previous Measure C for another 25 years to 2034. Similar to Measure C, Measure J aims to assure that future residential business and commercial growth pays for the facilities required to meet the demands resulting from that growth. Compliance with the Measure J Growth Management Program is linked to receipt of Local Street Maintenance and Improvement Funds and Transportation for Livable Community Funds from the Contra Costa Transportation Authority (CCTA), the congestion management agency for Contra Costa County.

The overall goals of the program are to relieve traffic congestion created by past development through road and transit improvements funded by the sales tax increase and to prevent future development decisions from resulting in the deterioration of services. To be eligible for sales tax funds, the Growth Management Program requires that each participating city and town and the County take several actions including:

- Adopting a Growth Management Element of the General Plan to address the impacts of growth
- Committing to managing congestion by adopting and applying traffic service standards to ensure that new development will not significantly worsen traffic on streets, roads, and regional routes
- Reducing dependency on the single-occupancy automobile through use of transportation systems management for each jurisdiction's large employers or an alternative mitigation program for areas that are primarily residential in character

- Ensuring that new development pays its own way through mitigation and fee programs
- Reducing the number and length of automobile commute trips by addressing housing options and job opportunities at the local, regional, and countywide level
- Adopting a Housing Element certified by the California Department of Housing and Community Development

CCTA is responsible for ensuring that these objectives and requirements are met. Periodically, it evaluates whether each city, town, and the County is participating fully, based on a compliance checklist. Each year that a jurisdiction is found to be in compliance with the Growth Management Program, the jurisdiction receives a share of the local sales tax increase that will be used for local street improvements and related activities.

In 1992, Clayton adopted the Growth Management Element of the General Plan pursuant to the requirements of Measure C. This element establishes goals, policies, and standards for traffic service and other public facilities and services. The City adopted an update to the Growth Management Element in 2011 (Resolution No. 13-2011) following approval of Measure J. Consistent with Policy 1d of the Growth Management Element and the Measure J Growth Management Plan, the City requires developers of development projects estimated to generate over 100 peak hour vehicle trips to provide the City with a traffic impact study consistent with the Technical Guidelines published by CCTA. Measure J also requires jurisdictions to demonstrate progress on providing housing opportunities by comparing the number of units approved within the previous five years with the number of units needed to meet the objectives established in the jurisdiction's Housing Element. It further requires each city to periodically certify it has not violated its Urban Limit Line (ULL) boundary and accompanying regulations for orderly growth to be eligible for receipt of Measure J funds.

Measure J eliminates the previous Measure C requirements for local performance standards and Level of Service (LOS) standards for non-regional routes. However, the City of Clayton carried forward into its 2011 Growth Management Element update the LOS standards for non-regional routes, as well as performance standards for fire, police, parks, sanitary, water, and flood control, as each could continue to play a decisive role in assessing the impacts of proposed new development. Measure J also adds the requirement for adoption of a voter-approved ULL.

The adopted Growth Management Element does not restrict the number of new homes that can be built in Clayton. The element intends to use the increased tax revenue for transportation improvements to ensure that development and growth are orderly and not restricted. Measure J requires that the City monitor progress toward meeting Clayton's housing objectives. The City has determined that its Growth Management Element does not constrain the maintenance, improvement, or development of housing for all income levels.

DEVELOPMENT PROCESSING PROCEDURES, STANDARDS, AND FEES

Permit Processing Procedures

Housing development projects proposed in Clayton are subject to one or more of the following review processes or permits: environmental review, zoning, subdivision review, planned development permit, site plan review, use permits, and building permits.

The city does not have an in-house building department; it contracts with the Contra Costa County Building Inspection Division to administer its building permit process. To proceed with a residential development, the developer first obtains the required project specific development entitlement approvals from the City. The developer then submits construction plans to the city for zoning compliance review and applies for sewer and water service.

The City of Concord provides contracted sewer service in Clayton. The Contra Costa Water District, an independent special district public entity, provides water service. Once the developer has obtained entitlement, zoning compliance, and utilities connection approvals, the developer submits plans to the County Building Inspection Division for plan check and a building permit. The County also provides building inspection services and grants certificates of occupancy for the project.

The City created and offers a development handbook that provides applicants with an overview of its development approval process. The handbook is available on the City's website. The guide is intended to minimize uncertainty in the process and reduce the time applicants spend seeking development approval. The Clayton Community Development Department also encourages no-cost pre-application meetings so that city staff can provide assistance and direction to applicants prior to application review. Staff has found that the pre-application meetings reduce the time spent approving development applications.

The City does not have written procedures for the SB 35 Streamlined Ministerial Approval Process. A program calls for creating written procedures.

Permit Processing Time Frames

Table 4-7 shows typical permit processing times. Typical processing times include both discretionary and non-discretionary permit processing times and account for the time required to obtain permits from both Contra Costa County and the city. For example, a "typical" development project such as a new single-family residence or residential addition that does not require environmental review but requires a use permit and/or site plan review from the city and a building permit from Contra Costa County could take 12 weeks to process (eight weeks for the use permit and site plan review, which could be processed concurrently, and four weeks for a building permit).

The city's permit processing procedures include an assessment of the potential environmental impacts of the proposed project. If a project requires environmental review, additional processing and time is required. State law under the California Environmental Quality Act (CEQA) mandates these review procedures. Many environmental regulations have protected the public from significant environmental degradation, prevented development of certain projects on sites not well suited for the development proposed, and given the public opportunity to comment on project impacts. This process does, however, increase the time needed for approval of a project and adds to its cost.

A single-family residential subdivision requires approval of a Tentative Subdivision Map. A multifamily project requires the approval of a Development Plan Permit. Tentative Subdivision Maps require Planning Commission approval, and multifamily projects with a Planned Development require actions by the Planning Commission and the City Council. If the level of environmental review is a negative declaration (ND) or a mitigated negative declaration (MND), then the typical processing time is six to nine months from the time an application is deemed complete. If the level of environmental review is an environmental impact report (EIR), then the typical processing time, from the time the application is deemed complete, is approximately 12 to 16 months.

Table 4-7: Typical Permit Processing Times

	Estimated Processing Time*
Type of Application	(following formal acceptance)
General Plan Amendment	20-26 weeks
Rezoning	20-26 weeks
Use Permit	6-10 weeks
Variance	6-10 weeks
Planned Development	20-26 weeks
Subdivision (Tentative Map)	20-26 weeks
Subdivision (Final Map)	Varies
Site Plan Review	6-10 weeks
Zoning Review (city staff)	1-2 weeks
Building Permit (County Building Inspection Division)	2-4 weeks

Sources: City of Clayton, Contra Costa County

Planned Development Districts

A Planned Development (PD) district requires a separate Planned Development Permit. The permit request must meet the requirements set forth in Chapter 17.28 of the Clayton Municipal Code and must be approved by the City Council. An approved PD district provides applicants with flexibility in land use controls, including residential land use controls.

To facilitate multi-family development on PD sites, in 2014 the city amended the PD zoning district standards to allow multi-family developments with a General Plan land use designation of Multi Family High Density (MHD) to be processed with only site plan review (rather than development plan review as was previously required) if applicants choose to adhere to M-R-H zoning district development standards. This change was intended to create a more predictable path for development on sites designated MHD.

The PD district provides developers with the flexibility to accommodate projects on sites that are constrained by various physical factors such as flooding, slopes, restricted access, or cultural resources. The development plan process allows creativity in the application of various standard development requirements including setbacks, height limitations, lot coverage, vehicular access, parking, and architectural design. Since development plans may involve the relaxation of various standards, Planning Commission and City Council review is required. The standards of review are listed in the Zoning Ordinance and focus upon ensuring that a better development would result than would occur with a non-flexible zone and ensuring protection of usable and natural open areas.

^{*}These times assume environmental review is not required and that the application is deemed complete.

Site Plan Review

Site plan review is required for new single-family dwellings, multi-family dwellings, and certain types of residential additions. Typically, the process is initiated by staff meeting with the applicant to review the project. The applicant submits an application and the processing fee/deposit. Neighboring property owners are notified and a staff report is prepared. The Planning Commission reviews the project at a public hearing to examine compatibility with surrounding residences, solar rights, privacy, safety, and views. The site plan review process takes approximately six to eight weeks. Following site plan approval, the applicant submits construction drawings for an initial zoning conformance review by the Community Development Department staff and then to the County Building Inspection Division.

While the site plan review process includes specific objective design criteria against which residential development proposals are reviewed, the public hearing process adds time and application processing costs that contribute to housing costs. This process may be considered a constraint on housing development to the degree that it adds costs and delays. A program has been included to streamline the site plan review process for housing development.

Design Review

Residential development projects in Clayton are subject to a design review process that is a component of the site plan review process. The City does not require specific findings to be made for reviewing a project's design. In addition, the design review process cannot be used to reduce density or increase development requirements in a way that has the effect of increasing density or in a way that prevents a project from being constructed, consistent with State law. The design review process ensures that new residential development is compatible with surrounding residences and protects the solar rights, privacy, safety, and views of existing development. The requirements for design review are described in the Town Center Specific Plan, the Marsh Creek Road Specific Plan, the Zoning Ordinance, and the General Plan. These documents are described as follows:

- Marsh Creek Road Specific Plan: The Marsh Creek Road Specific Plan contains design and
 development standards that require designers and builders to retain and enhance the character
 of the planning area as it develops. The guidelines address site planning, creek corridors,
 ridgeline and hillside protection, streetscape and landscape architecture, residential
 architecture, energy and resource conservation, and commercial development.
- Town Center Specific Plan: The Town Center Specific Plan contains design guidelines that provide
 guiding principles rather than strict requirements to ensure flexibility in meeting the intent of
 the guidelines. The guidelines address several topics such as site design, architectural character,
 landscape character, preservation of historic buildings, relationship of new to existing
 development, parking, and signage.
- General Plan: The General Plan contains a Community Design Element with objectives, policies, and implementation measures that address overall community design, scenic highways, and design standards for the Town Center.
- Zoning Ordinance: The Zoning Ordinance protects solar rights, privacy, safety, and views of existing development through height and setback restrictions.

Amendments to the State Housing Accountability Act, as well as other laws enacted to facilitate housing production, have affirmed the state legislature's intent to ensure jurisdictions use an objective process to review whether a proposed housing development application complies with local standards.

The City's design review process has been formulated to ensure that new residential development preserves basic objective aesthetic principles and does not allow conditions to be placed on the project that would lower the density or make the project financially infeasible. The City has not yet thoroughly assessed whether the standards applied meet the requirements of current State law. A program has been included to establish objective design standards for multifamily residential and qualifying mixed-use developments under State law.

CONSTRUCTION AND HOUSING CODES

Like all jurisdictions in California, the City requires that developers adhere to building code regulations contained in the California Building Code, which is updated every two years. Clayton does not have its own building department; it contracts with the Contra Costa County Conservation and Development Department, Building Division for building plan check services. No unusual or unique building code provisions apply to residential development. Thus, these codes do not pose any constraint on housing development. On- and Off-Site Improvement Requirements

The city requires installation of on- and off-site improvements to ensure adequate provisions are made for safe traffic movement, utility services, and desired community amenities. Improvements typically include streets, curbs, gutters, sidewalks, and utilities, and amenities such as landscaping, fencing, street lighting, open space, and park facilities. Additional improvements can include:

- Road improvements, including construction of sections of roadway, medians, sidewalks, bicycle lanes, and street lighting
- Drainage improvements, including improvement to sections of channels, culverts, swales, stormwater quality treatment basins and pond areas (Contra Costa County Flood Control District [CCCFCD] requirements)
- Wastewater collection and conveyance facilities (Contra Costa Sanitary District [CCSD] requirements);
- Water system improvements, including pipelines and storage tanks (Contra Costa Water District [CCWD] requirements)
- Public facilities for fire, school, and recreation

The type of improvements required depends upon the improvements that exist prior to development. If, for example, a vacant lot is improved with curbs, gutters, and sidewalks, then the developer is not required to reinstall those improvements. All typical improvements discussed above are required for residential development if they are absent prior to development.

Typically, on- and off-site improvement costs are passed on to the homebuyer or renter as part of the final cost of the home. Clayton does not require on- and off-site improvements beyond what is typically required in other jurisdictions and therefore does not consider these improvements to be a constraint to the development of housing for all income levels.

The Housing Element would accommodate a significantly higher population (2,364 persons) than the estimates contained in CCWD's most current (2020) Urban Water Management Plan (UWMP; 530 persons). The projected population increase estimated in the CCWD UWMP is from 2025 to 2045, whereas the Housing Element estimates apply only through 2030. Under five-year drought conditions, the UWMP also projects an undersupply of water, compared to demand, after 2030. The Bay Area is already experiencing that level of drought; therefore, water demand will need to be reduced to accommodate the housing that can be accommodated with the Housing Element, or water supply expansion will likely be needed. While this may be considered a constraint, lack of water supply affects all of the areas CCWD serves, which includes the majority of central and northeastern Contra Costa County. In addition, inadequate water supply is a statewide issue since water in the service area is primarily drawn from the Sacramento-San Joaquin Delta, which originates in the Sierra Nevada mountains and flows through the Sacramento and San Joaquin rivers into the Sacramento Delta. As a result, water supply is not considered a local constraint to housing production in Clayton. Nonetheless, water conservation measures will be necessary for all projects that increase water demand beyond the water supplies CCWD can accommodate.

The City (under contract to the City of Concord) conveys wastewater via existing infrastructure to the Central Contra Costa Sanitary District (CCCSD) Treatment Plant near Martinez for treatment and discharge to surface waters or reuse as recycled water. The CCCSD Treatment Plant has a treatment capacity of approximately 54 million gallons per day (mgd) and approximately 270 mgd of wet-weather flow. The CCCSD currently collects and treats an average of approximately 34 mgd and up to 230 mgd during extreme storm events. The CCCSD Treatment Plant is projected to treat 41 mgd average daily dry weather flow by 2035.

The Housing Element's estimated population increase (up to 2,364 persons) would generate an additional 236,400 gallons of wastewater per day, or 0.24 mgd per day, based on the CCCSD Waste Master Plan (WMP). This represents 0.4 percent of the estimated 54 mgd dry weather flow capacity of the Treatment Plant. The projected population increase estimated in the CCCSD WMP is similar to the projections in ABAG's 2020 Plan Bay Area. Although the CCCSD WMP projections do not specifically take into account the Housing Element's estimated population increase for 2022-2030, it is unlikely the sewage demands of future development under the Housing Element would exceed the capacity of the CCCSD treatment plant. Therefore, no constraint exists.

CODE ENFORCEMENT

The City has a small Code Enforcement team. Code Enforcement staff receives and follows up on complaints from residents and business owners about matters regarding poorly maintained properties, including foreclosed properties; ill-kept landscaping; and boats recreational vehicles illegally parked within public view on private properties. Enforcement practices include verbal contacts, written courtesy notices, and formal notices of violation. These efforts help maintain the quality and appearance of properties in Clayton. Code Enforcement staff coordinates as needed with other local agencies, including representatives from the Contra Costa County Building Department, the Clayton Police Department, the Housing Authority of Contra Costa County, the Contra Costa County Mosquito and Vector Control District, and the Environmental Health Department of Contra Costa County.

Building Code

The City contracts with the Contra Costa County Building Inspection Division to provide building plan check, inspection, and occasional code enforcement services related directly to construction projects or matters of health and safety. Table 4-8 shows the construction and housing codes adopted and administered by Contra Costa County for Clayton. These codes are life and safety provisions that apply to housing throughout California and affect cost of housing equally.

Table 4-8: Construction and Housing Codes

Code Section	Title	Remarks
15.01	Construction Regulations	Applied to all development and
		thus not an unusual cost
15.02	Uniform Building Code with Amendments,	Applied to all development and
	2013	thus not an unusual cost
15.03	California Electric Code Amendments, 2013	Applied to all development and
		thus not an unusual cost
15.04	California Plumbing Code with Amendments,	Applied to all development and
	2013	thus not an unusual cost
15.05	California Mechanical Code with	Applied to all development and
	Amendments, 1997	thus not an unusual cost
15.06	Uniform Housing Code with Amendments,	Applied to all development and
	1997	thus not an unusual cost
15.07	Building Security Construction Codes	Applied to all development and
		thus not an unusual cost
15.08 ¹	Sign Provisions	Generally does not apply to
		housing development
15.09	California Fire Code with Amendments, 2013	Applied to all development and
		thus not an unusual cost
15.56	Moving Buildings regulations	Applied to all development and
		thus not an unusual cost
15.58	Flood Damage Prevention practices	Applied to all development and
		thus not an unusual cost
15.60	Grading Rules	Applied to all development and
		thus not an unusual cost
15.70 ¹	Tree Protection regulations	No major impacts on the cost of
		housing
15.80	Project Construction & Demolition Debris	No major impacts on the cost of
	Recycling regulations	housing, although cost savings
		from recycling material may
		provide a cost savings for
		construction which would be
		passed along to tenants
15.90	Reasonable Accommodation	Provide greater flexibility in
		providing housing for persons with
		a disability
15.92	Universal Design	No major impacts on the cost of
		housing and will provide a housing

Table 4-8: Construction and Housing Codes

Code Section	Title	Remarks
		stock that is accessible to disabled
		persons
Part 11, Title 24	CalGreen Green Building Code, 2013	Will reduce the demand for
		household energy and therefore
		decrease the cost of maintaining a
		household
Title 16	Land Development and Subdivision	Applied to all development
		involving subdivision of land and
		creating additional lots or parcels
		and thus not an unusual cost

Source: City of Clayton, County Building Inspection Division, and County Fire Protection District

Notes: 1. Typically not required for residential developments

DEVELOPMENT FEES

The City collects development fees to help cover the costs of permit processing and environmental review. As shown in Table 4-9, Community Development Department fees are billed at the cost per hour per employee. Fees collected by the City in the review and development process cannot and do not exceed the City's costs for providing these services. Applicants must submit a deposit in the specified amount upon submittal of an application.

Table 4-9: Community Development Department Fee

Item	Fee
Annexation	Staff time billed on a time and materials basis, \$5,000
	minimum deposit
General Plan amendment	Staff time billed on a time and materials basis, \$5,000
	minimum deposit
Pre Zoning	Staff time billed on a time and materials basis, \$5,000
	minimum deposit
Rezoning	Staff time billed on a time and materials basis, \$5,000
	minimum deposit
Zoning Ordinance amendment	Staff time billed on a time and materials basis, \$5,000
	minimum deposit
Site Plan Review Permit (initial permit or amendment)	Staff time billed on a time and materials basis, \$1,000
	minimum deposit
Development Plan	Staff time billed on a time and materials basis, \$5,000
	minimum deposit
Environmental Impact Report (EIR)	Staff time billed on a time and materials basis, \$5,000
Mitigated Negative Declaration (MND)	minimum deposit
Negative Declaration (ND)	Staff time billed on a time and materials basis, \$2,500
	minimum deposit
	Staff time billed on a time and materials basis, \$1,500
	minimum deposit
Use Permit – Residential – Planning Commission	Staff time billed on a time and materials basis, \$1,000
Review	minimum deposit
Second Dwelling Unit Permit – administrative review	\$331

Table 4-9: Community Development Department Fee

Item	Fee
Tree Removal Permit – admin. Review without notice	\$12/ tree (minimum \$40)
Tree Removal Permit – admin, review with notice	
Tree Removal Permit – Planning Commission review	\$60/ tree (minimum \$132)
	Staff time billed on a time and materials basis, \$500
	minimum deposit
Variance (residential)	Staff time billed on a time and materials basis, 1,000
	minimum deposit
Appeal – administrative decisions	\$65
Appeal – residential Planning Commission decisions	\$331
Tentative Subdivision Map application	Staff time billed on a time and materials basis, \$2,000
	minimum deposit
Parcel Map application	Staff time billed on a time and materials basis, \$2,000
	minimum deposit
Lot line adjustment	Staff time billed on a time and materials basis, \$1,000
	minimum deposit
Lot merger	Staff time billed on a time and materials basis, \$2,000
	minimum deposit
Habitat Conservation Plan	Staff time billed on a time and materials basis, \$1,000
	minimum deposit

Source: City of Clayton FY 20-21 Master Fee Schedule, per City Council Resolution. No. 56-2020 Note: Fees may be adjusted (some are linked to increases based on the Consumer Price Index).

The City and applicable districts collect development impact fees for the provision of services such as water, sewers, storm drains, schools, and parks and recreation facilities. These fees are generally assessed based on the number of units in a residential development, with the exception of the school district fee collected by the Mount Diablo Unified School District (MDUSD), which determines permit fees based on building square footage. Fees charged for building permits are based on the construction values as prescribed by the Uniform Building Code. Table 4-10 shows a summary of development fees for three scenarios of residential development projects that might occur in the city.

Table 4-10: Clayton Development Fees

MIG							CITY	OF CL	AYTON, CA	
	Sing	yle Fami	ly	Multifa	amily - L	arge	Multifa	CITY OF CLAYTON, CA Multifamily - Small		
Site Information	Unit S.F.		3100	Unit S.F.		800	Unit S.F.		800	
Site information	# of Units		1	# of Units		100	# of Units		10	
	Valuation		\$404,798.00	Valuation		\$9,637,600.00	Valuation		\$963,760.00	
Fee Classification	Multiplier	Per	Cost	Multiplier	Per	Cost	Multiplier	Per	Cost	
Entitlement Fees										
Site Plan Review Permit	\$1,000.00	Dep	\$1,000.00	\$1,000.00	Dep	\$1,000.00	\$1,000.00	Dep	\$1,000.00	
Development Plan	\$5,000.00	Dep	\$5,000.00	\$5,000.00	Dep	\$5,000.00	\$5,000.00	Dep	\$5,000.00	
Residential Use Permit			N/A	\$1,000.00	Dep	\$1,000.00	\$1,000.00	Dep	\$1,000.00	
TOTAL ENTITLEMENT FEES \$6,000.0		\$6,000.00			\$6,000.00			\$6,000.00		
Building Fees										
Construction and Demolition Recycling	\$172.00	Set	\$172.00	\$346.00	Set	\$346.00	\$346.00	Set	\$346.00	
Management Plan Deposit	\$1.00	SF	\$3,100.00	\$1.00	SF	\$80,000.00	\$1.00	SF	\$80,000.00	
TOTAL BUILDING FEES			\$3,272.00			\$80,346.00			\$80,346.00	
Impact Fees										
School District Fee	\$4.08	SF	\$10,608.00	\$4.08	SF	\$326,400.00	\$4.08	SF	\$32,640.00	
Childcare Facilities	\$205.00	Unit	\$205.00	\$205.00	Unit	\$20,500.00	\$205.00	Unit	\$2,050.00	
Offsite Arterial Street Improvements	\$1,456.00	Unit	\$1,456.00	\$1,019.00	Unit	\$101,900.00	\$1,019.00	Unit	\$10,190.00	
Fire Development Protection	\$300.00	Unit	\$300.00	\$200.00	Unit	\$20,000.00	\$200.00	Unit	\$2,000.00	
Community Facilities Development	\$450.00	Unit	\$450.00	\$125.00	Unit	\$12,500.00	\$125.00	Unit	\$1,250.00	
Parkland Dedication	\$2,569.00	Unit	\$2,569.00	\$1,666.00	Unit	\$166,600.00	\$1,666.00	Unit	\$16,660.00	
SWPPP	\$5,000.00	Dep	\$5,000.00	\$5,000.00	Dep	\$5,000.00	\$5,000.00	Dep	\$5,000.00	
TOTAL IMPACT FEES			\$20,588.00			\$652,900.00			\$69,790.00	
TOTAL PROJECT FEES			\$29,860.00			\$739,246.00			\$156,136.00	

As presented in Table 4-10, a developer can expect to pay roughly \$20,558 in impact fees for the construction of a 3,100-square-foot single-family home and \$69,790 for a small multi-family development of ten 800-square-foot units. Note that totals do not include planning fees, which vary based on the level of review needed and actual time needed to process an application.

In 2022, the Contra Costa County Consortium undertook a fee study as part of a regional effort to assist cities with preparation of their housing elements. Table 4-11 shows the typical fees charged by city for an approximate 3,100-square-foot single-family home, a 100-unit apartment complex, and a 10-unit apartment complex.

Table 4-11: Development Fees in Contra Costa County Cities

Jurisdiction	Single-Family Residential	Multi-family Residential - 100 Units	Multi-family Residential - 10 Units	
Antioch	\$22,146.24	\$813,910.78	\$103,950.44	
Danville	\$62,489.24	\$3,336,919.50	\$347,075.68	
Lafayette	\$68,946.25	\$3,132,049.61	\$370,969.49	
Hercules	\$64,064.99	\$2,967,385.44	\$316,813.89	
Clayton	\$39,160.00	\$1,669,246.00	\$249,136.00	
Pinole	\$56,665.77	\$2,277,370.79	\$216,977.21	
Brentwood	\$113,158.84	\$4,766,295.73	\$494,143.76	
Concord	\$47,248.07	\$1,765,845.76	\$237,264.81	
El Cerrito	\$57,356.24	\$2,927,768.15	\$440,729.35	
Moraga	\$85,109.56	\$4,101,720.20	\$434,941.60	
Martinez	\$58,701.86	\$2,468,768.76	\$271,214.92	
Oakley	\$70,088.22	\$3,572,169.38	\$328,874.26	
Orinda	\$64,627.76	\$3,347,953.50	\$376,137.59	
Pittsburg	\$60,830.46	\$3,198,202.86	\$331,402.52	
Pleasant Hill	\$30,927.67	\$1,670,408.38	\$177,477.61	

Table 4-11: Development Fees in Contra Costa County Cities

Jurisdiction	Single-Family Residential	Multi-family Residential - 100 Units	Multi-family Residential - 10 Units
Richmond	\$45,694.42	\$2,301,117.22	\$238,344.58
San Pablo	Pablo \$29,498.69		\$82,452.38
San Ramon	\$100,495.59	\$3,318,772.28	\$340,120.27
Walnut Creek	\$31,004.88	\$1,507,627.70	\$168,649.32

Source: MIG, Inc.

As Table 4-11 shows, development fees in Clayton are generally lower than typical fees charged by other cities in the County, lower than nearby Pittsburg and Concord, for example. Only Antioch, San Pablo, and Walnut Creek, for example, have lower fees for single-family homes. A large portion of the total fees associated with residential development in the city is for water connections, which are provided by the Contra Costa Water District (special district) for jurisdictions located in Contra Costa County. The city also relies on the County's Building Inspection Division for building permit, plan review, and inspection services. The pre-application meetings and application referral process can assist with expediting the permit review period at the County level.

NON-GOVERNMENTAL CONSTRAINTS

The availability and cost of housing are significantly influenced by market factors in the Bay Area over which local government has little or no control. State law requires that the Housing Element provide a general assessment of these constraints. This assessment can serve as the basis for actions which local governments might take to offset the effects of such constraints. The primary market constraints to the development of new housing are the costs of constructing and purchasing new housing. These costs can be broken down into three categories: land, construction, and financing. For the most part, housing cost components in Clayton are comparable to those in other parts of the Bay Area. During the COVID-19 pandemic, supply chain issues resulted in regional and statewide increases in materials costs.

LAND COSTS

Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. These costs can account for as much as half of the final sales prices of new homes in very small developments or in areas where land is scarce. Among the variables affecting the cost of land are location, amenities, the availability of public services, and financing arrangements between the buyer and seller.

Land costs vary significantly in accordance with a variety of factors, including proximity of urban services. Due to low inventories of vacant lands and land for sale in Clayton, it is difficult to estimate the local cost

per acre of land. The inventory of vacant land parcels in the neighboring city of Concord includes properties near Clayton. Undeveloped land zoned for residential development on these properties is listed from \$600,000 per acre to as high as \$4 million per acre. The high cost of land constrains developers' ability to develop affordable housing. The city has no control to lower the cost of land in the private market. Below are current land vacancies and costs in Clayton and Concord.

Table 4-12: Vacant Land Costs

Address	Cost	Acres
8925 Marsh Creek Rd, Clayton, CA	\$1,300,00	47.23
94517		
1595 Lower Trail Rd, Clayton, CA	\$275,000	1.03
94517		
1975 Holly Dr, Concord CA 94521	\$295,000	0.5

Source: Zillow.com, April 2022

CONSTRUCTION COSTS

Factors that affect the cost of building a house include the type of construction, materials, site conditions, finishing details, amenities, and structural configuration. According to data from the California Construction Cost Index, hard construction costs in California grew by 44 percent between 2014 and 2018, or an additional \$80 per square foot¹. During the COVID-19, beginning in 2020, supply chain constraints contributed to a significant rise in materials costs and delays in delivery. Construction costs are estimated to account for upwards of 60 percent of the production cost of a new home, especially for multi-unit residential buildings, which can require the use of more expensive materials, like steel, and in more urban environments, need additional amenities such as parking structures². Variations in the quality of materials, type of amenities, labor costs, and the quality of building materials could result in higher or lower construction costs for a new home.

According to data provided by the 21 Elements consortium in San Mateo County, hard construction costs for a single-family home in the Bay Area range from \$250 to \$525 per square foot, depending upon, for example, the quality of interior finishes. For multi-family housing, per-square-foot costs can be as high as \$520. Pre-fabricated factory-built housing, with variation on the quality of materials and amenities, may also affect the final construction cost per square foot of a housing project. In contrast, the national square footage construction costs for 2021 from the International Code Council (ICC) for residential developments shown in Table 4-13 are substantially below Bay Area costs.

California, The Terner Center for Housing Innovation, University of California Berkeley, March 2020, p.8,

http://ternercenter.berkeley.edu/uploads/Hard Construction Costs March 2020.pdf

¹ Hayley Raetz, Teddy Forscher, Elizabeth Kneebone and Carolina Reid, The Hard Costs of Construction: Recent Trends in Labor and Materials Costs for Apartment Buildings in

² Ibid., Raetz et al, p.4.

Table 4-13: Construction Cost by Building Type – National Data

Building Type	Square Foot Construction Cost Range
R-2 Residential, multiple family	\$136.73 – \$203.34
R-3 Residential, one-and two-family	\$148.33 - \$189.34

Source: International Code Council, Building Valuation Data, August 2021

According to the ICC data, the range of costs per square footage for one- and two-family homes is higher than that of multiple family homes, making multi-family housing more affordable to develop on a cost per square foot basis.

If labor or material costs increased substantially, the cost of construction in Clayton could rise to a level that impacts the price of new construction and rehabilitation. Therefore, increased construction costs have the potential to constrain new housing construction and rehabilitation of existing housing.

LABOR COST

The California Labor Code applies prevailing wage rates to public works projects exceeding \$1,000 in value. Public works projects include construction, alteration, installation, demolition, or repair work performed under contract and paid for in whole or in part out of public funds. Furthermore, if federal funds are involved, Davis-Bacon wages often apply. While the cost differential in prevailing and standard wages varies based on the skill level of the occupation, prevailing wages tend to add to the overall cost of development. In the case of affordable housing projects, prevailing wage requirements could effectively reduce the number of affordable units that can be achieved with public subsidies.

AVAILABILITY OF FINANCING

Financing new residential development can be a significant cost; however, residential financing for both single-family and multiple family housing is generally available. Developers of single-family projects often secure loans for land acquisition, installation of improvements, and construction. According to the US Bank, land acquisition and development loan rates are typically the prime rate plus 0.5 to 2.0 percent, which is between 3.99 to 5.4 percent as of May 2022. Mortgage rates were low for previous years but are now increasing. Apartment loan rates are generally a bit lower. Developers of affordable housing face significant challenges in securing financing. Due to the limited possible return from rents or sales prices of affordable units, many private lenders are unable to finance affordable projects due to the rate of return. Thus, affordable developers must rely on community lending divisions, nonprofit institutions, grants and special loans, and local assistance.

GOVERNMENT CODE 65583(A)(6) DEVELOPMENT ANALYSIS

Government Code section 65583(a)(6) requires an analysis of requests from developers to build housing at densities below those anticipated in site inventory and the length of time between receiving approval for housing development and submittal of an application for building permit. The analysis must also look at local efforts to remove nongovernmental constraints that create a gap in the jurisdiction's ability to meet RHNA by income category.

Densities Below Zoning Maximums

Clayton largely is zoned for single-family development at densities of no greater than four units per acre. For properties with higher allowed densities, many are zoned PD (Planned Development) to allow for flexibility in development standards given site constraints. On PD-zoned properties, the General Plan land use policy map dictates the maximum allowed density. Given the preponderance of single-family zoned properties and the required low densities, developers elect to build at the upper end. However, given geologic and slope conditions on specific properties, yields can fall below the maximum allowed. For example, the Oak Creek Canyon subdivision proposes six units on nine acres of land. The Diablo Meadows subdivision proposes 18 single-family lots (and three ADUs, which are not included in density calculations) on an 8.68-acre site, at a density of 2.1 units per acre overall, with units clustered into a smaller area to allow for 4.36 acres to be preserved as open space.

For multi-family-zoned properties, only one application has occurred in recent years, for the Olivia on March Creek project. The Olivia is a senior housing development that utilized state density bonus law provisions to yield 27 units per acre, higher than the allowed density of 20 units per acre.

Elapsed Time to Receive Building Permits

In Clayton, the time that passes between a developer receiving entitlements and building permits can be lengthy given the biologic and challenging geologic conditions in the city. Detailed studies and plans are required to address slope and soils stability concerns. Detailed mitigations studies may also be required to show how sensitive habitat areas will be protected. The time may be as long as two years, depending upon specific site conditions. These time periods are typical for a site that requires particular consideration of public safety and natural resource issues.

Regarding the Olivia project cited above, after receiving entitlements, the developer opted to "shop" the project to other parties rather than move diligently through the building permit process. This delay was not related to any city actions.

LOCAL EFFORTS TO REMOVE NONGOVERNMENTAL CONSTRAINTS

Housing Element law requires analysis of local efforts to remove nongovernmental constraints that impact the City's ability to meet its RHNA by income category. The primary nongovernmental constraint is the overall cost of affordable housing development (high land and development costs) in most parts of the State. In general, constructing affordable housing, especially for low- and very low-income households, is not profitable for housing developers. Therefore, deed-restricted affordable units require subsidy beyond available density or financial incentives. This places the construction burden on nonprofits and similar grant-funded housing developers and may result in affordable projects that are not always dispersed throughout the region but are concentrated in limited areas with lower development costs. While the City can offer developer incentives such as expedited permit processing or fee deferrals—or partner with a developer on City-owned properties—it cannot afford to fully mitigate the high cost of development for affordable housing developments.

Previously, Clayton had provided assistance through the Redevelopment Agency Set-Aside fund as a means to subsidize the construction of housing for very low-, low-, and moderate-income households. However, pursuant to changes in State law, the Redevelopment Agency was dissolved in 2012, reducing

the City's ability to provide direct financial support. The city does have measures to help incentivize affordable housing development, including:

- Density bonuses
- Fee waivers or deferrals (as reasonably available)
- Expedited processing/priority processing
- Technical assistance with accessing funding
- Modifications to development standards through the Planned Development Permit process

ENVIRONMENTAL CONSIDERATIONS

The City of Clayton has several environmental considerations that affect where development can occur. The City is in both a landslide zone and liquefaction zone due to proximity to fault lines. The City's General Plan Safety element discusses policies to inform development and help mitigate environmental risks to residents. The city has also adopted a Local Hazard Mitigation Plan to address environmental hazards.

Geologic Hazards

Undeveloped land in Clayton has certain geologic hazards that must be considered when looking to build. These hazards include slopes with unstable soil, expansive soil, high erosion potential, evidence of springs, mudflow potential, and landslide and rockslide potential.

Due to the combination of geologic hazards affecting that portion of Clayton east of Clayton Road, the City has established the Geologic Hazard Abatement District (GHAD), for which the City Council serves as the Board of Directors. The GHAD is funded by assessments on property owners within the district. GHAD monitors conditions in the area, noting such conditions as buckling of sidewalks and road sections due to earth movement. Wells in the areas have been installed to dewater and stabilize slopes. These conditions significantly constrain development. However, none of the proposed housing sites are located within the district, and as such, no constraint associated with the GHAD exists.

Development within Clayton must undergo geotechnical studies and building design to reflect and address the project site's location and underlying soil conditions. This requirement is universal throughout Clayton, as required by goals and policies of the Safety Element of the current General Plan and the City's Municipal Code.

The Safety Element acknowledges potential geotechnical risks and requires structures to provide adequate level of safety and mitigation for the community, including to address potential seismic effects, liquefaction and subsidence, and avoid soil erosion and instability. The City requires fault setbacks and reinforcing structural externalities that may be susceptible to ground shaking, identification of areas susceptible to ground shaking as well as liquefication, constraints mapping, avoidance of local soil erosion, development restrictions of land with a slope of 26 percent or greater, and evaluations of any development expansion on instable and/or 15 percent slopes.

The California Building Code (CBC) also has guidelines on building design and construction based on seismic constraints and expected ground shaking throughout California. Chapter 15.60 of Title 15 of the CMC, Grading Rules and Regulations, has guidelines for soil and geology engineering reports for new developments in the City. Development projects are subject to slope guidelines and seismic design constraints in accordance with the state's building codes, if applicable. Chapters 15.58, 15.60, and 15.70

of the CMC establish measures and requirements to address flood hazards and prevent soil erosion, including requirements associated with grading/filling, tree removal, and slope stability.

Implementation of General Plan objectives and policies, the CBC, and guidelines for development on slopes and fault-lines in the Municipal Code requires additional costs for study, design, and construction of housing. While this is a constraint to housing development, the requirements are universally applied to all development sites in Clayton, similar to other jurisdictions in the area with similar soil conditions. Further, the requirements are needed to ensure potential impacts related to geologic and seismic constraints on future development within the Planning Area associated with the Housing Element would be less than significant for purposes of a development's environmental impact analysis.

Therefore, this constraint cannot be overcome or avoided to accommodate housing and development in Clayton.

Seismic Hazards

Seismic activity must be considered for all cities in the Bay area. However, Clayton is less at risk that other cities in the area. The most critical faults locally, according to Woodward and Lundgren, are the San Andreas, Calaveras and Hayward faults, due to their recent activity and energy potential. Nevertheless, the Antioch and Concord faults recently have produced damaging earthquakes, the latter with a 5.4 magnitude in 1955. Prominent faults of undetermined status include the Pinole, Bollinger, Las Trampas, Frankling, South Hampton, Clayton Marsh Creek, Midland, and Mt. Diablo Faults (see Exhibit VII-2 in the Safety Element). These faults have shown inconclusive signs of activity or are associated with geologic processes and features that could result in earthquakes.

Some areas of the Clayton Valley contain alluvial soils that could amplify ground shaking in the event the Concord fault shifts. The entire area is considered seismically active, and the development plans should reflect this risk factor. Soil types, topography and bedrock may serve to heighten risk or dampen it. The presence of contained water bodies within these seismically active areas raises seiches as potential hazards, which should also be addressed in development plans. The fault is not classified as active; however, there is preliminary evidence that the fault may have displaced recent landslide materials. For this reason, the fault should be treated as active unless evidence proves otherwise.

Seismic hazards can be considered a constraint for all development in Clayton, including the housing opportunity sites, because structures require additional design and reinforcement to protect from ground shaking. This constraint is similar to other jurisdictions in the area.

Flooding Hazards

The principal stream running through Clayton is Mt. Diablo Creek. It originates on the steep north slopes of the 3,849-foot-tall Mt. Diablo. Mt. Diablo Creek drains a watershed of approximately 30 square miles. It flows northerly and westerly through the cities of Clayton and Concord, the Concord Naval Weapons Station and eventually empties into Suisun Bay. In the City of Clayton, Mt. Diablo Creek is joined by Donner and Mitchell creeks, both of which originate on the slopes of Mt. Diablo and by Peacock Creek, which flows from the Keller Ridge. Flooding has occurred from Mt. Diablo Creek in the Town Center area of Clayton and in the flood plain between Clayton Road and Kirker Pass Road. The major floods affecting this area occurred in 1938, 1952, 1955 and 1963. The 1955 and 1963 floods both were estimated as 25-year

floods. Despite these occurrences, Mt. Diablo Creek is not considered a creek with a high flood history. Part of the reason for this is due to the long floodplain between Mt. Diablo slopes and the city limits that serves to slow down velocity and delay peak flows.

However, continued watershed development increases the risk of flood event, which is a serious consideration for future development. Mt. Diablo Creek, within its confined limits, is already incapable of providing adequate flood protection. Even if land development within the watershed came to a complete halt, the statistical probability of serious flooding would be considerable. The limitation of land development, the utilization of flood plains, and the construction of engineered improvements are the most useful methods for controlling floods. No serious problems have occurred to date, but unless some type of flood control project is undertaken, the limited capacity of Mt. Diablo Creek could cause serious flooding problems.

The housing opportunity sites are all outside of the floodway areas and do not have any additional flood event risks. While flooding must be addressed as future development of watersheds continue, flooding is not an immediate constraint to the housing opportunity sites.

Biological Resources

Applicants in Clayton must prepare project-level biological surveys for all development, including but not limited to housing, and design projects to ensure compliance with the locally adopted Habitat Conservation Plan (HCP). While the HCP requires stream setbacks, avoidance of biological features, and/or off-site mitigation and payment of an HCP fee, this requirement applies to all development in Clayton, not just the housing opportunity sites, and is similar to development projects in neighboring jurisdictions, such as Concord. Compliance with State and Federal requirements associated with biological resources may constrain housing through increasing the cost to construct housing; however, the constraint is unavoidable.

Fire Hazards

Sites L and M are near high fire hazard severity zones; however, the remaining housing inventory sites are not located in or near high fire hazard severity zones. New housing may be subject to significant wildfire risks, especially if the housing is located in areas with inadequate evacuation routes. The Draft Environmental Impact Report prepared for the Housing Element contains a mitigation measure (HAZ1) to help reduce potential impacts to less than significant levels for the purposes of CEQA. The associated mitigation requires the City to undertake efforts related to either update its Local Hazard Mitigation Plan (LHMP) or work with Contra Costa County to update its Emergency Operations Plan (EOP). These City-driven actions would address State law requirements related to evacuation planning and coordination and would not result in increased costs associated with constructing housing. Therefore, no constraint exists associated with fire hazards.

Constraints Conclusion

No other constraints have been identified that would limit the construction of housing on the identified housing opportunity sites. For example, the sites are all within the incorporated area of Clayton, which means no annexation would be required and utilities and public services would be readily available. The sites are not subject to Williamson Act contracts, and none of the sites are agricultural lands, important

farmland, or timberland areas. None of the sites contain historic resources, and the sites do not contain visual resources that are identified in the General Plan. The Draft Environmental Impact Report prepared for the Housing Element contains mitigation measures that address cultural resources.

Clayton's local regulations largely mirror State laws and other similar jurisdictions' requirements for new development. For example, Clayton has water efficient landscaping requirements that are consistent with State law, and air quality permit requirements are consistent with the Bay Area Air Quality Management District (BAAQMD) requirements. Clayton's Municipal Code does contain more stringent requirements for some elements of new development than some jurisdictions. These include requiring 65 percent of construction waste to be diverted from landfills and made available for recycling, reuse, or salvage, as required by the City's Green Building Standards Code. However, this requirement is similar to other jurisdictions in Contra Costa County.

Constraints Analysis

This page is intentionally blank.



5. Housing Resources

As described in the Introduction chapter, Clayton's character is defined by its low-intensity development patterns and connections to the surrounding natural environment. Of the available vacant land, unstable geologic conditions constrain development of new housing. Infill development approaches will be used to accommodate the RHNA of 570 units, and in particular, the higher-density housing most able to provide affordable rents and mortgages. This Housing Element identifies new initiatives for Clayton. Notably, the inventory of housing sites described below includes properties to be rezoned immediately following Housing Element adoption to accommodate development densities of up to 40 units per acre on select sites. Within the Town Center, creative mixed-use projects will bring additional residents into Clayton's downtown, thereby providing new patrons for the local businesses and offering more affordable housing options in the form of townhomes, live/work units, and small apartments.

Encouraging and supporting development of affordable housing choices requires assistance in the form of subsidies and incentives from federal, State, County, and local City resources. This chapter introduces several resources that will be available to provide the incentives and support.

AVAILABILITY OF SITES FOR HOUSING

A critical component of the Housing Element is the identification of sites for future housing development and the evaluation of these sites' ability to accommodate the RHNA. In Clayton, additional residential growth will occur on residential and mixed-use properties with redevelopment potential, primarily along major corridors and in the Town Center. Also, two large sites not identified in prior housing element cycles—a portion of a vacant property known as Seeno Hill and the overflow parking lot for the Oakhurst Country Club—are identified as locations for housing at up to 20 and 30 units per acre, respectively. The following discussion analyzes residential growth potential and describes how collectively these sites provide capacity for more than 570 new homes for households of all income levels.

REGIONAL HOUSING NEEDS ALLOCATION (RHNA)

California law requires each city and county to zone properties in a manner that ensures the city or county can accommodate its fair share of regional housing needs over the course of the housing element planning period. The law states that the housing element must identify adequate sites for housing, including rental housing, factory-built housing, mobile homes, and emergency shelters, and must make adequate provision for the existing and projected needs of all economic segments of the community (California Government Code Section 65583).

The California Department of Housing and Community Development (HCD) is responsible for determining the regional housing needs assessment at a statewide level. From that statewide number, HCD assigns a portion to each region and its corresponding council of government (COG), a regional planning body. Clayton is part of the Bay Area region, where the COG is the Association of Bay Area Governments (ABAG).

Housing Resources

HCD determined that the projected housing need for the ABAG region is 441,176 new housing units for the eight-year period of June 30, 2022, through December 15, 2030.1 ABAG then allocates a portion of the regional housing need to each city and county in the Bay Area region. This assignment of projected housing need to each local jurisdiction in the region is known as the regional housing need allocation, or RHNA.

The RHNA is divided into four income categories: very low, low, moderate, and above moderate. Clayton's RHNA for the projection period is 570 housing units, with the units distributed among the four income categories as shown in Table 5-1. As illustrated in this chapter, with existing resources and the rezoning of properties occurring in conjunction with Housing Element adoption, Clayton has sufficient capacity to meet its 2023-2031 RHNA obligation.

Table 5-1: Clayton 2023-2031 RHNA

	% of County	RHNA	
Income Group	Median Income	(Housing Units)	Percentage of Units
Extremely Low/Very Low	0-50%	170	30%
Low	51-80%	97	17%
Moderate	81-120%	84	15%
Above Moderate	120% +	219	38%
Total		570	100%

Note: Pursuant to AB 2634, local jurisdictions are also required to project the housing needs of extremely low-income households (0-30% AMI). In estimating the number of extremely low-income households, a jurisdiction can use 50% of the very low-income allocation; as such, the City's very low-income RHNA of 170 units can be split into 85 extremely low-income and 85 very low-income units.

PROGRESS TOWARDS THE RHNA

The "projection period" is the period for which the RHNA is calculated (Government Code Section 65588(f)(2)). Projects that have been approved or permitted or have received a certificate of occupancy since the beginning of the RHNA projected period may be credited toward meeting the RHNA allocation based on the affordability and unit count of the development.

Despite little to no vacant unconstrained land and the predominantly single-family home character of Clayton, the City recently approved entitlements for the largest multi-family housing development in Clayton's history, The Olivia on Marsh Creek. The Olivia project, with 81 units, inclusive of seven deedrestricted units for very low-income households, will provide housing for seniors in one- and two-bedroom units. By design, these units provide housing options for seniors that are more affordable than larger single-family homes in Clayton. This development highlights the City's ability to accommodate new multifamily housing that will move Clayton toward achieving its RHNA.

Approved and proposed residential development projects credited toward the RHNA include single-family subdivisions with accessory dwelling units (ADUs) for low-income renter households. The Diablo

¹ The RHNA projection period varies slightly from the Housing Element planning period, which refers to the date the Housing Element is due to be adopted and the duration of the eight-year term. The Housing Element planning period for the sixth cycle in the ABAG region is January 31, 2023 through January 31, 2031.

Housing Resources

Meadows and Oak Creek Canyon projects together will provide 28 new homes, including four ADUs that the projects' developers will build to comply with the City's inclusionary housing ordinance (Municipal Code Chapter 17.92). Two of these ADUs will be deed restricted as affordable housing, as will one of the primary units in Diablo Meadows. Combined, these three approved projects account for 109 units, including nine deed-restricted affordable units (Table 5-2). Two of the ADUs in Diablo Meadows are affordable by design.

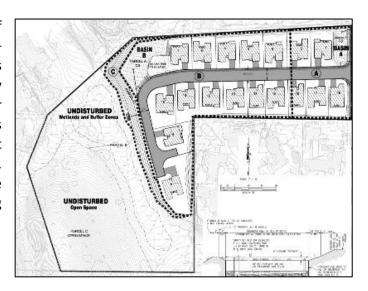
Table 5-2: Approved Projects

Project	Project Status	Extremely/ Very Low- Income (0- 50% AMI)	Low-Income (50-80% AMI)	Moderate- Income (80- 120% AMI)	Above Moderate- Income (+120%)	Total
Diablo Meadows	Approved		3*	1**	17	21
Oak Creek Canyon	Approved		1		6	7
The Olivia	Approved	7			74	81
Approved Projects Total		7	4	1	97	109

^{*}One ADU will be deed restricted; the other two are affordable by design.

Diablo Meadows

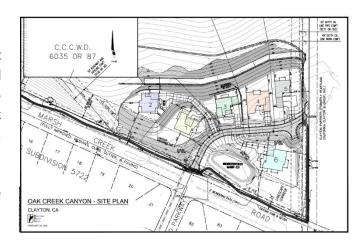
The Diablo Meadows project consists of subdivision of an 8.68-acre site for 18 singlefamily residential units and three ADUs. The lots are clustered along the east side of the property to protect open spaces and provide for stormwater retention. Approximately 4.36 acres of the site will be preserved as open space (not included in the allowable density calculation). The three ADUs will be deed-restrict affordable units to meet the City's inclusionary housing requirements.



^{**}Deed restricted as affordable.

Oak Creek Canyon

Oak Creek Canyon consists of a six-lot subdivision for six single-family homes and one ADU on a vacant eight-acre (5.5 developable acres) site along Marsh Creek Road, a key travel route in Clayton. Development on the property is constrained by steep slopes and a large detention basin. The ADU will be deed restricted as affordable housing.



The Olivia on Marsh Creek

The Olivia on Marsh Creek housing project approved by the City Council will create three, three-story buildings containing 81 rental units for seniors. The site is located within the Town Center, at 6170 High Street and 6450 and 6490 Marsh Creek Road. Seven of the units will be deed-restricted affordable units.



SITES INVENTORY

The sites inventory includes a projection for ADUs based on recent trends, anticipated development on vacant sites either zoned for residential development or planned to be rezoned, sites owned by religious institutions that have indicated a desire to build multi-family housing on portions of their properties, Cityowned properties, and sites currently occupied by low-density residential uses or parking lots that will be zoned to encourage their redevelopment during the Housing Element cycle.

Accessory Dwelling Unit (ADU) Projections

Since 2017, the State Legislature has passed a series of new laws that significantly increase the potential for development of new ADUs and Junior ADUs (JADUs) by removing development barriers, allowing ADUs to be approved through ministerial permits, and requiring jurisdictions to include programs in their housing elements that incentivize ADU development. Between 2018 (the effective date of the first significant ADU laws) and 2021, property owner interest in constructing ADUs was limited in Clayton. However, beginning in late 2021, interest began to rise. To meet the requirements of the City's Inclusionary Housing Ordinance, recent subdivision developers have proposed including ADUs as part of their projects (see discussion above). Between 2018 and 2021, Clayton permitted a total of seven ADUs, averaging about two ADUs per year. Between January and October 2022, the City approved three ADUs,

Housing Resources

exclusive of the units provided as part of the Diablo Meadows and Oak Creek Canyon projects described above.

Given the preponderance of single-family homes in the community, the capacity for additional ADUs is substantial—provided homeowners have interest, the process to acquire necessary permits has few barriers, and the costs for planning and building an ADU can be controlled. Several factors point toward a potential increase in ADU production: 1) new legislation that creates new incentives and streamlined processes to build ADUs; 2) the pent-up demand for affordable housing in Clayton and the Bay Area region at large; and 3) the City's planned program to provide six off-the-shelf, pre-approved ADU construction plans, including small studio, one- and two-bedroom units targeted as affordable housing, that will reduce costs to homeowners and streamline approval processes.

While it is impossible to predict with any certainty the number of ADUs that will be developed within the planning period, the City has estimated a rate of ADU development that will increase above recent past trends based on approved permits, property owner interest in using of ADUs to meet the City's inclusionary housing requirements, and work the City will complete in 2023 to make pre-approved ADU plans available to property owners. Based on these facts, the City assumes:

- An average of three ADUs per year will be constructed throughout the planning period. This reflects a higher average number of building permits issued for ADUs between 2018 and 2021. As stated above, this estimate accounts for the factors pointing toward a potential increase in ADU production: increased interest from property owners, developers providing ADUs in conjunction with subdivision applications, and standard ADU construction plans that the City will make available beginning early 2023
- A total of 24 ADUs are predicted to be constructed during the planning period.

Table 5-3: ADU Projections to Meet the RHNA

rable o orriborrojections	to meet the min	•, •			
	Extremely/			Above	
	Very Low-		Moderate-	Moderate-	
	Income (0-	Low-Income	Income (80-	Income	
Project	50% AMI)	(50-80% AMI)	120% AMI)	(+120%)	Total
Projected ADU Construction	7	7	7	3	24

As of 2022, 3,696 parcels in Clayton were developed with a single-family home, indicating untapped potential for additional units in the form of ADUs. During this Housing Element cycle, the City will monitor ADU production and may revise the estimates based on proven trends.

The affordability assumptions for the ADUs are based on the ABAG Housing Technical Assistance Team ADU affordability analysis for the sixth cycle RHNA, which has been approved by HCD².

² ABAG estimates an affordability breakdown of ADUs in the Bay Area as follows: 30% extremely low- and very lowincome, 30% low-income, 30% moderate-income, and 10% above moderate-income. ABAG Housing Technical Assistance Team: Affordability of Accessory Dwelling Units: A report and recommendations for RHNA 6, September 8, 2021.

Senate Bill (SB) 9

In September 2021, Governor Newsom signed Senate Bill (SB) 9 into law, with an effective date of January 1, 2022. SB 9 mandates ministerial approval of duplexes on lots zoned for a single-family residence and requires ministerial approval of subdivisions of a single-family lot into two lots, referred to as urban lot splits. The provisions of SB 9 create the possibility that four units could be developed on each singlefamily parcel in the Clayton. While SB 9 may facilitate new development in Clayton, the City has elected not to assume such contributions toward the RHNA. However, the City will monitor requests for and completion of so-called SB 9 units over the planning period to determine whether such projects help fulfill RHNA requirements, particularly for new affordable units.

Assumptions Regarding Build-out Potential

In the following analysis for both vacant and underutilized properties (except on properties with active development applications), the City has assumed that the parcels will yield 80 percent of the maximum allowable development capacity. Because Clayton is a small community with few active applications, using examples solely from Clayton does not represent a sufficient sample size. Also, the two approved lower-density projects are being built on physically constrained properties. Thus, the 80 percent assumption is based on the following examples of active projects in nearby Contra Costa County jurisdictions with densities proximate to those in Clayton.

Table 5-4: Examples of Projects with Build-out at 80% or Higher of Maximum Densities

Community/Project	Acres	Total Units (exclusive of ADUs)	Percent of Allowable Density	Units/Ac
City of Clayton				
City of Clayton				
Diablo Meadows	4.3 developable	18	78%	3.9
Oak Creek Canyon	5.5 developable	6	67% ¹	1.1
The Olivia	3.0	81	135%	27
Town of Danville				
Abigail Place	2.97	19	83%	6.4
Alexon Riverwalk	3.7	144	124%	40
City of Walnut Creek				
1556 Mt Diablo Rd	0.76	30	79%	39
1835 Weaver Ln	1.9	7	84%	3.7
1394 Walden Rd	0.43	6	93%	13.9
City of Lafayette				
Valley View Apartments	not reported	42	99%	35
Samantha Townhomes	not reported	12	83%	29
Lenox Lafayette Circle	not reported	12	90%	32

Note: 1) Lower density due to presence of detention basin.

Sources: Town of Danville Draft Housing Element 2023-2031; City of Walnut Creek Draft Housing Element 2023- 2031; City of Lafayette Draft Housing Element 2023-2031

Vacant and Underutilized Residential Properties

The 109 approved units, together with the projection of 24 ADUs, result in a credit of 133 units toward the RHNA of 570 units. Thus, the City must show that the land inventory (sites with appropriate General Plan designations and/or zoning) is adequate to accommodate the remaining RHNA of 437 units.

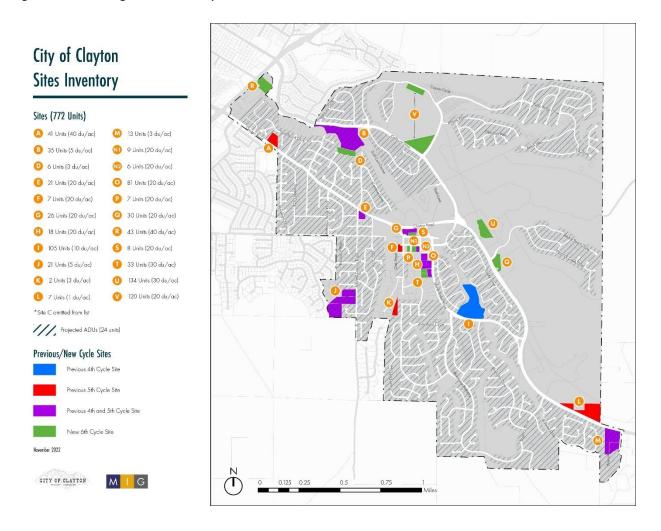
Figure 5-1 shows the sites available to accommodate the remaining RHNA. These include, as indicated above, vacant properties and developed properties with redevelopment potential. Not all sites have the appropriate General Plan designation or zoning to support the level of development required to achieve the RHNA at all income levels. Thus, the following analysis and discussion include identification of required amendments needed.

State housing law requires that the City provide substantial evidence to support the reasons for including nonvacant sites in the sites inventory. In Clayton, the City has used one or more of the following to provide the substantial evidence:

- 1) The property owner has indicated an interest in redeveloping the site.
- 2) The site is owned by the City of Clayton.
- 3) The site has a low building-to-land value (B/LV) ratio, thus indicating untapped value that can be achieved via site redevelopment.
- 4) The site exhibits characteristics to similar properties that have been redeveloped.
- 5) A prior development application had been filed for the site and lapsed.

Tables 5-6 through 5-9 below identify the type of evidence used to justify including each nonvacant site.

Figure 5-1: Housing Sites Inventory



Vacant, uncommitted land on sites with a General Plan designation and zoning that allow only residential uses include site B, one parcel of site T, and Site V. A previous application for development of site B, which would have produced 32 single-family units, was suspended by the developer. A newer iteration of the development application has been recently submitted to the City and includes the previously proposed 32 single-family units plus three ADUs. Although land use policy allows for higher-intensity development, the potential yield for this site as shown in Table 5-5 reflects the currently pending application. For site B, 32 units have been assigned to the Above Moderate RHNA income category, and the three ADUs (provided to comply with the inclusionary housing ordinance) have been assigned to lower-income categories and will be deed restricted.

Regarding Site T, the property owner for The Olivia at Marsh Creek project, which is adjacent to vacant site T, has expressed interest in developing this vacant property in conjunction with an abutting developed parcel he also owns (addressed in Table 5-6). The vacant parcel has a density assumption of 30 units per acre and an 80 percent realistic development capacity. The Low Income RHNA category has been assigned since the density is higher than the default density of 20 units per acre.

Housing Resources

Site V consists of two areas on a property known locally as Seeno Hill. As part of the Housing Element process, the property owner has come forward with interest to process a General Plan amendment and zone change to allow development consistent with the Multifamily High Density designation (20 units per acre). A buildout assumption of 80 percent has been applied, yielding 120 total units. Twenty units have been assigned to the Low Income RHNA category and 100 to Moderate.

Table 5-5: Vacant Residential Land Inventory

Site	General Plan Designation	Zoning	Maximum Density	Assumed Density	Vacant Acres	Potential Dwelling Units	Affordability
В	Single Family Medium Density (MD)	PD	5 du/ac	2.3 du/ac	13.91	35	Above Moderate
Т	Multifamily High Density (MHD)	PD	30 du/ac	24 du/ac	0.58	13	Low Income
V	Rural Estate (RD)	Agricultural (A) – Proposed Multifamily High Density			7.5	120	Above Moderate, Moderate, Low Income, and Very Low Income
Total					21.99	168	

Five underutilized (nonvacant) residential lots (only residential uses allowed per zoning regulations) were identified: sites E, H, K, M, and a portion of T. Collectively, these sites have the capacity for 107 units (see Table 5-6). Given the scarcity of unconstrained developable land in Clayton and the continuing demand for housing in the Bay Area, larger multifamily developments such as The Olivia at Marsh Creek have demonstrated that redevelopment of underutilized residential properties is economically viable. The Olivia at Marsh Creek used two underutilized residential lots, in addition to a vacant residential lot. For these underutilized properties, as well as those within the Town Center Specific Plan, the capacity analysis assumes that each site will yield 80 percent of its maximum capacity. This assumption accounts for any necessary on-site improvements and the unique physical site characteristics that may not allow the maximum density to be achieved. For those properties that have a default density of 20 units per acre or higher³, the units have been assigned to lower-income categories.

³ The default density allowed by State law for assuming production of affordable housing is 20 units per acre for a city the size of Clayton.

Table 5-6: Underutilized Residential Land Inventory

	General Plan		Maximum	Assumed	Underutilized	Potential Dwelling		Substantial
Site	Designation	Zoning	Density	Density	Acres	Units	Affordability	Evidence
E	Multifamily High Density (MHD)	PD	20 du/ac	16 du/ac	1.08	16	Very Low and Low Income	B/LV of 0.254
Н	Multifamily High Density (MHD)	PD	20 du/ac	16 du/ac	1.16	18	Low Income	B/LV of 0.559
K	Single Family Density (LD)	PD	3 du/ac	3 du/ac	1.47	2	Above Moderate Income	None required due to income category; prior development application filed
М	Single Family Density (LD)	PD	5 du/ac	3 du/ac	8.07	17	Above Moderate Income	None required due to income category
Т	Multifamily High Density (MHD)	PD	30 du/ac	24 du/ac	0.87	20	Low Income	Property owner has expressed interest (owner developed the adjacent The Olivia)
Total					12.65	73		

Vacant and Underutilized Town Center Properties

The Town Center Specific Plan provides policies and regulations that include the distribution of land uses; location and size of streets, walks, and other infrastructure; standards for development; and methods of financing public improvements. While the primary intent of the plan was to promote commercial development in the Town Center, subsequent economic analysis of the Specific Plan area indicated that a lack of Town Center residences and resident customer base is one of the factors that makes attracting commercial development challenging. With its central location and proximity to retail and transit stops along Clayton Road, the Town Center is a key locations for higher-density residential development.

Vacant, uncommitted land in the Town Center was identified on three parcels: site G, site F, and site N2 (see Table 5-7). These sites have been assigned to the Very Low and Low Income RHNA categories based on the proposed maximum density of 20 units per acre.

Table 5-7: Vacant Town Center Land Inventory

	General Plan Designation	Zoning	Maximum Density	Assumed Density	Vacant Acres	Potential Dwelling Units	Affordability	Substantial Evidence
F	Town Center (TC)	PD	20 du/ac	16 du/ac	0.79	7	Low Income	City-owned lots that can be consolidated
G	Town Center (TC)	PD	20 du/ac	16 du/ac	1.66	26	Very Low Income	City-owned lot
N2	Town Center (TC)	PD	20 du/ac	16 du/ac	0.43	6	Very Low Income	Vacant – Characteristics similar to The Olivia site
Total					2.88	39		

In addition to these vacant sites, three underutilized (nonvacant) residential lots within the Town Center area were identified. Sites P, S, and N1) have capacity for 24 units (see Table 5-8). Along with underutilized residential lands, these underutilized Town Center sites will also be key in advancing Clayton's RHNA due to the built-out nature of Clayton.

Table 5-8: Underutilized Town Center Land Inventory

						Potential		
	General Plan		Maximum	Assumed	Underutilized	Dwelling		Substantial
Site	Designation	Zoning	Density	Density	Acres	Units	Affordability	Evidence
N1	Town Center	PD	20 du/ac	16 du/ac	0.63	9	Very Low	B/LV of
	(TC)						Income	0.168
Р	Town Center	PD	20 du/ac	16 du/ac	0.46	7	Very Low	City-owned
	(TC)						Income	lot
S	Town Center	L-C	20 du/ac	16 du/ac	0.58	8	Low Income	Property
	(TC)							owner has
								expressed
								interest
Total					1.67	24		

Underutilized Non-Residential Properties

In the inventory, six underutilized properties zoned for non-residential use have been included: sites A, D, I, Q, R, and U, combined which have capacity for 359 units. These properties will require rezoning. Two of these sites—A and R—are occupied by churches and have General Plan land use designations of ID-Institutional Density and KC-Kirker Corridor. The congregations have expressed interest in developing a portion of their properties for affordable housing.

Site D is a City-owned lot that includes a little-used trail along its northern boundary. The lot abuts singlefamily neighborhoods on three sides and on the north, Site B, which is planned for a low-density subdivision.

Site I is privately owned. The property owners have contacted the City to discuss options for developing their property.

Housing Resources

Sites Q and U are properties within the Oakhurst Country Club, under the ownership of Empire Acres, LLC. On site Q, an overflow parking lot for the country club, the owner has presented preliminary plans to the City for a potential multifamily housing development. The owner has also expressed interest in redesigning a portion of the golf course and developing housing on the 5.6-acre driving range.

While the golf course property has a land use designation of Private Open Space, it is noteworthy that the approved Oak Creek Canyon project is being developed on a site that in part had a private open space land use designation. This highlights the fact that a General Plan designation and/or zone is not a hinderance to residential development. Immediately following adoption of this Housing Element, the City will adopt General Plan and zoning map amendments to allow residential development on these sites.

Table 5-9: Underutilized Non-Residential Land Inventory

	-9: Unaerutilizet I	111011 11031	l acritiai Earia	Inventory		Deteration.		
	A 151					Potential		
	General Plan		Maximum	Assumed	Underutilized	Dwelling		Substantial
Site	Designation	Zoning	Density	Density	Acres	Units	Affordability	Evidence
Α								Property
								owner
								(church)
								has
	Institutional						Very Low	expressed
	Density (ID)	PD	40 du/ac	32 du/ac	2.38	41	Income	interest
D	Public	PD	3 du/ac	2.4 du/ac	2.86	6	Above	None
	Park/Open						Moderate	required
	space/Open						Income	due
	Space and							income
	Recreational							category;
	(PU)							City-owned
								lot
1	Public	Α	10 du/ac	8 du/ac	13.23	105	Moderate	Property
	Park/Open						Income,	owner has
	space/Open						Above	expressed
	Space and						Moderate	interest
	Recreational						Income	
	(PU)							
Q	Private Open	PD	20du/ac	12 du/ac	2.55	30	Low Income,	Property
	Space (PR)						Moderate	owner
							Income	(Oakhurst
								Country
								Club) has
								expressed
								interest
R								Property
								owner
								(church)
					3.68 (0.75ac		Very Low	has
	Kirker				parking lot to		Income, Low	expressed
	Corridor (KD)	PD	40 du/ac	32 du/ac	be developed)	43	Income	interest
U	Private Open						Very Low	Property
	Space (PR)						Income,	owner
		PD	30 du/ac	24 du/ac	5.6	134	Above	interest

Table 5-9: Underutilized Non-Residential Land Inventory

Site	General Plan Designation	Zoning	Maximum Density	Assumed Density	Underutilized Acres	Potential Dwelling Units	Affordability	Substantial Evidence
							Moderate	(Oakhurst
							Income	Country
								Club)
Total					30.3	359		

The Housing Element sites inventory surveyed recently approved projects and coordinated with property owners to develop and corroborate estimates related to potential development by General Plan designation and zoning. Most recent projects have achieved densities very near actual maximum densities, and property owners of underutilized or vacant sites have expressed willingness to allow their properties to be rezoned for higher density. This helped provide a more realistic and conservative understanding of the potential development capacity.

SITE SUITABILITY, REALISTIC CAPACITY, AND RE-USE OF SITES (ASSEMBLY BILL [AB] 1397)

Consistent with Housing Element law (Assembly Bill 1397, codified in California Government Code Sections 65580, 65583 and 65583.2) related to the suitability of small and large sites, the lower-income sites inventory presented in this chapter is limited to sites of 0.5 to 10 acres in size, as HCD has indicated these size parameters best accommodate lower-income housing. In this inventory, several sites include multiple parcels that are less than 0.5 acre in size; however, when consolidated with adjacent parcels, most achieve more than 0.5 acres. Small sites (less than 0.5 acre) are credited toward the above moderate-income categories to account for a potential variety of types, sizes, and amenity levels in future higher-density development projects.

AB 1397 also adds specific criteria for assessment of the realistic availability of non-vacant sites during the planning period. If non-vacant sites accommodate half or more of the lower-income need, the Housing Element must present "substantial evidence" that the existing use does not constitute an impediment for additional residential use on the site. Due to the built-out nature of Clayton, most unconstrained properties have existing uses. Non-vacant sites included in the inventory have been chosen due to their location, existing uses, and potential for intensification. To ensure that appropriate sites have been chosen, properties that show recent investments or updates or that contain uses of local importance are not included, and clear criteria were used to evaluate all sites within Clayton, as described above.

Government Code Section 65583.2(c) also requires that specific parameters be placed on sites that were used in previous planning cycles but that were not developed and are now used in the current Housing Element to meet the lower income RHNA. If the City identifies any portion of its low-income housing allocation as being met on these sites, the sites must meet the required default densities (zoned to allow 20 units per acre) and must allow residential use by right for housing developments in which at least 20 percent of the units are affordable to lower-income households. "By right" means that no review is required under the California Environmental Quality Act (CEQA), unless a subdivision is required, and the project can only be reviewed using objective design standards. A program is included in this Housing Element to ensure these provisions are included in the Zoning Code.

No Net Loss Provision

A jurisdiction must ensure that its Housing Element inventory can accommodate the RHNA by income level throughout the planning period (Government Code Section 65863). If a jurisdiction approves a housing project at a lower density or with fewer units by income category than identified in the Housing Element, it must determine whether there is sufficient capacity to meet remaining unmet need. If not, the city must "identify and make available" additional adequate sites to accommodate the jurisdiction's share of housing need by income level within 180 days of approving the reduced-density project. Clayton has identified a surplus of sites to address the no-net loss provision, and Program C is included in the Housing Element to set up a process for maintaining compliance.

Comparison of Sites Inventory and RHNA

Combined, the vacant and underutilized opportunity sites identified have the potential to accommodate 687 residential units. As Table 5-10 indicates, these sites and the densities allowed/assumed, together with the pipeline projects and ADU potential, will provide opportunities to achieve remaining RHNA goals for all income categories, as well as provide a potential surplus or buffer of 226 units, which helps support no-net-loss provisions consistent with State law. Tables 5-11, 5-12, and -5-13 at the end of this chapter provide additional site-specific detail for each vacant and underutilized site identified in the inventory.

The opportunity areas identified involve sites that can realistically be redeveloped with residential units during the planning period. These areas are considered highly likely to experience redevelopment for two key reasons: 1) the high demand for more affordable housing throughout Contra Costa County; and 2) the availability of underutilized land in well-resourced areas, with the potential for high-density residential development. The sites chosen are significantly underutilized given their size and location and recent development trends. Interest is especially high in areas identified in this Housing Element, including within the Town Center.

Table 5-10: Comparison of Credits, Sites, and RHNA

General Plan Designation	Extremely/ Very Low-Income (0-50% AMI)	Low-Income (50-80% AMI)	Moderate- Income (80-120% AMI)	Above Moderate- Income (+120%)	Total
RHNA	170	97	84	219	570
RHNA Credits					
Approved	7	4	1	97	109
Projects					
Sites Inventory (N	lumber of Units)				
Projected ADU	7	7	7	3	24
Construction					
Residential Sites	12	24	50	82	168
– Vacant					
Residential Sites	8	46	0	19	73
- Underutilized					
Town Center	56	7	0	0	63
Sites					
Non-Residential	99	35	58	167	359
Sites					

Table 5-10: Comparison of Credits, Sites, and RHNA

General Plan Designation	Extremely/ Very Low-Income (0-50% AMI)	Low-Income (50-80% AMI)	Moderate- Income (80-120% AMI)	Above Moderate- Income (+120%)	Total
Subtotal Sites Inventory	182	119	115	271	687
Total Credits and Inventory	189	123	116	368	796
Surplus RHNA Units	19	26	32	149	226

CONSISTENCY WITH AFFIRMATIVELY FURTHERING FAIR HOUSING (AFFH)

State law requires that housing elements due on or after January 1, 2021, include an assessment of fair housing that considers the elements and factors that cause, increase, contribute to, maintain, or perpetuate segregation, racially or ethnically concentrated areas of poverty, significant disparities in access to opportunity, and disproportionate housing needs (Government Code Section 65583(c)(10)). Affirmatively furthering fair housing means taking meaningful actions that address significant disparities in housing needs and access to opportunity. For purposes of the Housing Element sites inventory, this means that sites identified to accommodate the lower-income need are not concentrated in lowresourced areas (for example, with a lack of access to high performing schools, proximity to jobs, location disproportionately exposed to pollution or other health impacts) or areas of segregation and concentrations of poverty.

HCD and the California Tax Credit Allocation Committee (TCAC) coordinated efforts to produce opportunity maps that identify areas in every region of the State whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families. Figure 5-2 shows that TCAC opportunity areas in Clayton are all categorized as high resource.

The distribution of identified sites improves fair housing and equal opportunity conditions in Clayton because sites are all distributed in high resources areas of Clayton. This is positive, considering that these represent locations where new higher-density housing can be provided and residents will have access to good schools, City facilities, and commercial areas. Additional opportunities for more affordable housing are presented through the City's efforts to encourage accessory dwelling units in high resource areas. A thorough AFFH analysis is included in Chapter 7 of this Housing Element.

Pittsburg TCAC Opportunity Areas - Composite Score Clayton TCAC Opportunity Areas - Composite Score - Tract **Basemap Features** Clayton City Boundary Highest Resource Highways High Resource State Routes Moderate Resource (Rapidly Changing) Open Space Moderate Resource Bay Area Waterbodies Sources: U.S. Department of High Segregation & Poverty Housing and Urban Development (HUD); County of Contra Costa, 2021. Missing/Insufficient Data

Figure 5-2: TCAC Opportunity Areas – Composite Score – Clayton (2021)

INFRASTRUCTURE CAPACITY

All residential sites identified in the inventory are located within urbanized areas, where infrastructure and public services are readily available for connections. Most public services and facilities are available to adequately serve all potential housing sites. Any missing public improvements (e.g., curbs, gutters, sidewalks, etc.) along property frontages would also be constructed at that time. Water, sewer, and dry utility services are available for all the sites included in the inventory.

ADMINISTRATIVE AND FINANCIAL RESOURCES

One of the major factors to consider in formulating programs to incentivize housing production is whether sufficient resources exist. Specifically, it is important to examine the availability and adequacy of the financial and institutional resources to support such programs, especially programs aimed at producing affordable housing. The following discussion provides an overview of financial and administrative resources available for preserving and creating new housing.

FINANCIAL RESOURCES

Most projects that are exclusively affordable housing (especially for extremely low- and very low-income households) cannot be developed without financing and other subsidies required to write down the cost of land or other development incentives necessary to reduce construction costs. Funding sources include U.S. Department of Housing and Urban Development (HUD) funds, tax credits, and other loans and grants.

Federal Resources

CDBG: Through the Community Development Block Grant (CDBG) program, HUD provides funds to local governments for a wide range of community development activities. These funds can be used for the acquisition of land for affordable housing units, rehabilitation through a nonprofit organization for housing, development of infrastructure and facilities, and public service activities. Due to its size, Clayton does not qualify as an entitlement jurisdiction and thus only receives CDBG funding through the Contra Costa County Department of Conservation and Development.

HOME: Another source of HUD funds is available under the HOME Investment Partnerships Program (HOME). These funds can be used to assist tenants or homeowners through acquisition, construction, reconstruction, or the rehabilitation of affordable housing. A federal priority for use of these funds is preservation of the at-risk housing stock. Due to its size, Clayton does not qualify as an entitlement jurisdiction and thus receives HOME funding through the Contra Costa County Department of Conservation and Development.

Housing Choice Voucher Program: The Housing Authority of the County of Contra Costa administers the HUD Section 8 Housing Choice Voucher Program for Clayton residents. The program provides rental subsidies to low-income families who spend more than 30 percent of their gross income on housing costs. The program pays the difference between 30 percent of the recipients' monthly income and the federally approved payment standard. The voucher allows a tenant to choose housing that may cost more than the payment standard, but the tenant must pay the extra cost.

State Resources

Low Income Housing Tax Credits (LIHTC): Created by the 1986 Tax Reform Act, the LIHTC program has been used in combination with City and other resources to encourage the construction and rehabilitation of rental housing for lower-income households. The program allows investors an annual tax credit over a 10-year period, provided that the housing meets the following minimum low-income occupancy requirements: 20 percent of the units must be affordable to households at 50 percent of area median income (AMI) or 40 percent of the units must be affordable to those at 60 percent of AMI. The total credit over the 10-year period has a present value equal to 70 percent of the qualified construction and rehabilitation expenditure. The tax credit is typically sold to large investors.

Additional State housing resources include:

- Affordable Housing and Sustainable Communities (AHSC)
- CalHFA Single and Multi-Family Program
- CalHome Program
- Homekey
- Housing-Related Parks Grant

Housing Resources

- Infill Infrastructure Grant (IIG)
- Local Housing Trust Fund (LHTF)
- Multifamily Housing Program (MHP)
- No Place Like Home
- Permanent Local Housing Allocation (PLHA)

Local Resources

Clayton has no City-funded housing programs due to its small size and limited financial resources.

ADMINISTRATIVE RESOURCES

With a population of just over 12,000 residents and a small tax base, Clayton operates on a lean budget and has limited staff to oversee City operations. The Community Development Department consists of a director to oversee all housing-related efforts, who works in close coordination with one part-time planner and the City Manager. The City values its small-town qualities, and staff is readily available to meet with property owners and developers to explain development processes and shepherd housing development applications through staff review and public hearings. For projects subject to the City's Inclusionary Housing Ordinance, staff can assist developers to craft a strategy to comply.

As of 2022, the City is putting place a program to facilitate ADU production, with six pre-approved construction plans available to residents who wish to build an ADU on their property



. Table 5-11: Residential Vacant and Underutilized Sites

													Subject to AB	Af			el
Site Name	Parcels Number (APN)	General Plan Designation	Zoning	Allowable Density (du/ac)	Assumed Density (du/ac)	Acres	Potential Lot cres Consolidation	Current Use	Common Ownership	Realistic Capacity	Infrastructure Capacity	On-site Constraints	1397 and Substantial Evidence	EL VL	L	M	AM
Vacant	_																
B – Silver Oaks	118020029	MD	PD	5	2.3	13.91	No	Vacant	А	35	Yes	No	No. Application pending	2	1		32
T – 6530/6500 Marsh Creek	119021019	MHD	PD	30	24	.58	Yes (see Underutilized Residential Sites)	Vacant	А	13	Yes	No	No. Property owner has expressed interest		13		
V – Seeno Hill	118370040	RD	A	0	16	7.5	No need	Vacant	А	120	To be made available	Yes	Yes – Property owner interest	10	10	50	50
Underutilized			1		u.				1		1						
E – Old Firehouse	120015011	MHD	PD	30	24	1.08	No	Residential	А	25	Yes	No	Yes	8	8		
H – 6470 Marsh Creek Road	119021054	MHD	PD	20	16	1.16	No	Single Family	А	18	Yes	No	No		18		
K – Douglas Road Triangle	119560012	LD	PD	3	3	1.47	No	Single Family	А	4	Yes	No	No. Site has conditions similar to the approved The Olivia project				2
M – Marsh Creek	78020006	LD	PD	5	4	5.86	Yes	Single Family	Α	23	Yes	No	No				13
Property	78020007	LD	PD	5	4	2.21	163	Single Family	В	8	Yes	No	No				4
T – 6530/6500 Marsh Creek	119021019	MHD	PD	30	24	.87	Yes (see Vacant Residential Sites)	Single Family	А	20	Yes	No	No. Property owner has expressed interest		20		

Housing Resources

Table 5-12: Town Center Vacant and Underutilized Sites

													Subject to AB	Aff	fordabili	ty Leve	ı
Site Name	Parcels Number (APN)	General Plan Designation	Zoning	Allowable Density (du/ac)	Assumed Density (du/ac)	Acres	Potential Lot Consolidation	Current Use	Common Ownership	Realistic Capacity	Infrastructure Capacity	On-site Constraints	1397 and Substantial Evidence	EL VL	L	M	AM
Vacant																	
G- Downtown Site	118560010	ТС	PD	20	16	1.66	No	Vacant	А	26	Yes	No	Yes City-owned site	26			
N – Center + Diablo Street	119017003	TC	PD	20	16	0.43	Yes (see Underutilized Town Center Sites)	Vacant	А	6	Yes	No	Yes Low B/LV	6			
Underutilized				•		•					•						
	119050009	тс	PD	20	16	0.22	Yes (see Table 5-12, Non-	Parks/Recreation		3	Yes	No	Yes. City-owned site		3		
F – Creekside Terrace	119050034	TC	PD	20	16	0.29	Residential Underutilized Sites)	Parks/Recreation	A	4	Yes	No	Yes. City-owned site		4		
N – Center + Diablo	119017004	ТС	PD	20	16	0.63	Yes (see Vacant Town Center Sites)	Single Family	В	9	Yes	No	Yes - Low B/LV	9			
P – City Parking Lot	119016009	ТС	PD	20	16	0.46	No	Civic Facility	А	7	Yes	No	No. City-owned site	7			
S – Clayton Community Church	119011003	ТС	L-C	20	16	0.58	No	Office	А	8	Yes	No		8			

Housing Resources

Table 5-13: Non-Residential Underutilized Sites

													Subject to AB	Af	fordabi	ity Lev	el
Site Name	Parcels Number (APN)	General Plan Designation	Zoning	Allowable Density (du/ac)	Assumed Density (du/ac)	Acres	Potential Lot Consolidation	Current Use	Common Ownership	Realistic Capacity	Infrastructure Capacity	On-site Constraints	1397 and Substantial Evidence	EL VL	L	M	AM
A – St. John's Parish	118101025	ID	PD	40	32	2.38	No	Civic Facility	Α	41	Yes	No	Yes. Property owner has expressed interest in lower-income housing	41			
D – City Flag Lot	118230002	PU	PD	3	3	2.86	No	Civic Facility	Α	8	Yes	No					6
I – Easley Ranch	119080009	PU	А	10	10	13.23	No	Single Family	А	132	Yes	No	No. Property owner has expressed interest in developing site		10	43	52
Q – Golf Course Overflow Lot	118370073	PR	PD	40	32	2.55	No	Private Parking Lot	А	81	Yes	No	No. Property owner has expressed interest in developing site			15	15
R – Presbyterian Church	118031054	КС	PD	40	32	3.68	No	Civic Facility	А	43	Yes	No	Yes. Property owner has expressed interest in developing lower-income housing	30	13		
U – Golf Course Driving Range	N/A	PR	PD	30	24	5.6	No	Golf Course	А	134	Yes	No	No. Property owner has expressed interest in developing site	28	12		94



6. Housing Element Program Accomplishments

INTRODUCTION

This chapter analyzes program performance for the City of Clayton's 2015 - 2023 Housing Element programs. State law

(California Government Code Section 65588[a]) requires each jurisdiction to review its Housing Element as frequently as appropriate and evaluate:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goals
- The effectiveness of the Housing Element in attainment of the community's housing goals and objectives
- Progress in implementation of the Housing Element

This evaluation provides critical information on the extent to which programs have achieved stated objectives and whether these programs continue to be relevant to addressing current and future housing needs in Clayton. The evaluation provides the basis for recommended modifications to policies and programs and the establishment of new housing objectives.

The Department of Housing and Community Development determined that the Clayton 2015-2023 Housing Element was in full compliance with State law. Following adoption in 2014, the City was tasked with following through on the commitments made in the housing programs.

The City has made a number of accomplishments through housing programs, specifically in regard to affordable housing, housing for special needs populations, accessory dwelling units, and the potential for new developments.

Under the Affordable Housing Plan Guidelines, in 2016 The City voted to change the allowable density in Multi-Family High Density (MHD) from 15.1 to 20 units per acre to 20 units per acre. The City Council also passed a and adopted an ordinance requiring multifamily housing types to meet the minimum density limits as set forth in the General Plan the same year. City Council also passed and adopted an inclusionary housing ordinance, which provided the details of the Affordable Housing Plan identified in Implementation Measure I.2.1. This ordinance now requires that 10% of the owner units for residential projects containing 10 or more units to be created as affordable housing units.

To address the needs of special needs populations (low-income and elderly) City Council passed an ordinance in 2016 that allows supportive and transitional housing in the Limited Commercial (LC) zoning district and subjects it only to requirements of other residential uses in this district. In 2020 City Council

Accomplishments

approved Planning entitlements for an 81-unit senior residential development with seven units to be reserved to rent to very low-income households.

Accessory Dwelling Units (ADU) are continuing to be a popular way to add more housing in Clayton. In 2016 two ADUs were approved, in 2017 one ADU was issued a building permit, and in 2020 The City issued zoning clearance for three additional ADUs.

The City continues to find ways to optimize housing by reworking existing land for future uses. In 2016 The City passed an ordinance specifically allowing employee housing for six or fewer residents as a permitted use in residential zoning districts, in compliance with Health and Safety Code Section 17021.5. On October 20, 2020, the City initiated a study to evaluate land use options for development of the Cityowned property on Oak Street and Clayton Road in the Specific Plan area.

Table 6-1 outlines the City's progress toward meeting objectives identified in the 2015-2023 Housing Element. Following Table 6-1, Table 6-2 summarizes quantified objective performance.

Table 6-1: 2015-2023 Housing Element Program Accomplishments

accommodate the City's lower-income RHNA from the

2007-2014 planning period, specifically to allow multi-

family housing by-right on these sites at a minimum

density of 20 units per acre. The City's 2007-2014

Housing Element identified a shortfall of land that

Implementation Measure Progress and Continued Appropriateness Adequate Sites and New Construction Implementation Measure I.1.1. The City ensured adequate sites were maintained, available, To ensure that adequate sites are available through the and appropriate for residential development for households at planning period to meet the City's Regional Housing all income levels. Needs Allocation (RHNA), the City will continue to maintain an inventory of sites available and appropriate **Continued Appropriateness:** for residential development for households at all income The maintenance of adequate sites is required by law and levels. In keeping with state "no net loss" provisions remains a key goal. This program will be continued and (Government Code Section 65863), if development modified to include objectives relating to tracking to ensure no projects are approved at densities lower than net loss of sites during the planning period. anticipated in the sites inventory, the City will evaluate the availability of sites appropriate for lower-income housing and, if necessary, shall rezone sufficient sites to accommodate the RHNA. **Responsibility:** Community Development Department Time Frame: Ongoing, as development projects are proposed. Funding: General Fund Implementation Measure I.1.2. The City established Affordable Housing Plan guidelines, which The City will amend the Multi-Family High Density (MHD) are contained in the City's Housing Element and continued to General Plan land use designation or otherwise amend inform potential housing developers of this requirement. The the General Plan and/or Zoning Ordinance as needed to City Council approved a General Plan amendment on July 19, meet state requirements specific to sites rezoned to 2016, changing the allowable density in Multi-Family High

Density (MHD) from 15.1 to 20 units per acre to 20 units per

acre. On August 16, 2016, the City Council passed and adopted

an ordinance requiring multifamily housing types to meet the

minimum density limits as set forth in the General Plan. The

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure

Progress and Continued Appropriateness above was the last action required by the City to meet State law

provided for residential development at a density deemed appropriate for affordable housing to accommodate 84 units to meet the extremely low-, very low-, and low-income RHNA. State law (Government Code Section 65583.2(h) and (i)) requires that land rezoned or redesignated to meet a shortfall meet the following criteria:

(GC Section 65583.2(h) and (i)).

 Require a minimum density of at least 20 units per acre. The zoning code allows multifamily housing structures by right in the M-R, M-R-M, and M-R-H zones.

• Accommodate at least 16 units per site.

To meet the RHNA for the sixth cycle, the City intends to complete General Plan and zoning map amendments to increase densities on several parcels to achieve 20 units per acre. These amendments will be accomplished in parallel with the Housing Element update.

Allow multi-family housing by-right (without a use permit).

Continued Appropriateness:

 At least 50 percent of rezoned sites must be designated for residential uses only. Because required new rezoning will be accomplished as part of this sixth cycle Housing Element, the program requiring rezoning is no longer needed. In designating the sites to be rezoned, the City will ensure each site can accommodate at least 16 units and that at least 50 percent of the sites allow residential uses only (zoned M-R-H).

In 2012, the City in good faith established the Multi-Family High Density General Plan Land Use and Zoning District designations and made specified General Plan Map and Zoning Map changes in an attempt to accommodate the City's lower income RHNA shortfall from the 2007–2014 planning period. The City was advised by HCD that these efforts fell short of state law; therefore, the City's land use regulations will be appropriately revised to comply with the above stated criteria.

Responsibility: City Council, Planning Commission,

Community Development Department **Time Frame:** By January 31, 2016.

Funding: General Fund

Implementation Measure I.2.1.

For residential projects of 10 or more units, developers will be required to develop an Affordable Housing Plan that requires a minimum of 10% of the units to be built or created as affordable housing units. The City has established the following guidelines to provide direction for the review of Affordable Housing Plans associated with individual development projects and to provide direction for the preparation of an Affordable Housing Plan. The plan shall be approved in conjunction with the earliest stage of project entitlement, typically with the City Council approval of the development agreement or

On August 16, 2016, the City Council passed and adopted an inclusionary housing ordinance, which provided the details of the Affordable Housing Plan as identified in Implementation Measure I.2.1. This ordinance requires that 10% of the units for ownership residential projects containing 10 or more units to be created as affordable housing units.

Continued Appropriateness:

Inclusionary housing requirements provide a solid means of producing affordable units. State law allows inclusionary requirements to be applied to rental units as well, so this program may be modified to expand application to all residential developments, whether ownership or rental.

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure	Progress and Continued Appropriateness
At the City Council's discretion, land or other	
contributions provided by developers as	
specified within project Affordable Housing	
Plans may be utilized to augment City efforts	
and the efforts of its nonprofit partners to	
provide affordable housing opportunities to all	
income levels throughout the community. The	
City will pursue supplemental funding to allow	
affordability to households earning less than 50	
percent of area median income.	
 In order to ensure the production and 	
preservation of housing affordable to the City's	
workforce, no productive, reasonable program	
or incentive option will be excluded from	
consideration within project-specific	
Affordable Housing Plans. Possible incentives	
may include, but are not limited to:	
 Density bonuses 	
- Fee waivers or deferrals (as reasonably	
available)	
 Expedited processing/priority processing 	
 Reduced parking standards 	
 Technical assistance with accessing 	
funding	
 Modifications to development standards 	
(on a case-by-case basis)	
Responsibility: City Council, Planning Commission,	
Community Development Department	
Time Frame: Ongoing, as projects of 10 or more units are	
processed through the Community Development	
Department. The City will monitor the implementation	
of this program to ensure that it does not cause a	
constraint to the development of housing in the City of	
Clayton and will make necessary revisions to the	
program if needed to avoid such a constraint.	
Funding: General Fund	
Implementation Measure I.2.2.	The Redevelopment Agency no longer exists.
The Redevelopment Agency shall use its Low and	
Moderate Income Housing Fund to subsidize the	Continued Appropriateness:
construction of bousing for your law law and	This implementation measure will be undeted to leverage

construction of housing for very low-, low-, and moderate-income households on designated Affordable Housing Opportunity (AHO) sites in the Redevelopment project area (Table 42, Vacant Residential Land) to meet

This Implementation measure will be updated to leverage programs run by the Contra Costa County Successor Agency, as the Redevelopment Agency no longer exists.

Table 6-1: 2015-2023 Housing Element Program Accomplishments

as density bonuses to incentivize mixed-use projects.

Implementation Measure	Progress and Continued Appropriateness
the City's fair share allocation within the current	
planning period of the Housing Element. In the event the	
accumulated cash balance of the Redevelopment	
Agency housing set-aside fund is insufficient to	
adequately subsidize such projects, the City and the	
Redevelopment Agency shall, in consultation with	
project proponents, do one of the following as a means	
of providing adequate subsidy for the projects: (1) obtain	
conventional financing from area lenders; (2) participate	
in a bond issue with neighboring jurisdictions; or (3)	
issue bonds. As part of this program the City will develop	
a marketing plan and research possible incentives aimed	
at promoting Redevelopment funds.	The City continued to promote second dwelling units also
Implementation Measure I.3.1. The City shall continue to promote the development of	The City continued to promote second dwelling units, also called Accessory Dwelling Units (ADUs) and provide
second dwelling units by publicizing information in the	informational handouts. Two second dwelling units were
general application packet and posting information on	approved during the 2016 reporting period. One second
the City's website. The City will aim to approve two	dwelling unit was issued a building permit during the 2017
second dwelling units per year during the planning	reporting period. The City issued zoning clearance for three
period.	accessory dwelling units in the 2020 calendar year.
F5.753.	
Responsibility: Community Development Department	With the passage of several new State laws 2017-2019
Time Frame: Ongoing, 2015–2023	intended to encourage ADUs, the City's ADU ordinance has
Funding: General Fund	become outdated. The ADU ordinance will need to be updated
	to reflect current law. Also, the City may consider other means
	to encourage ADU production. Given the preponderance of
	single-family lots in Clayton, ADUs provide a good opportunity
	to produce affordable housing.
	Continued Appropriateness:
	The program will be strengthened and objectives for new
	construction will be increased.
Implementation Measure I.4.1.	The City continued to promote and encourage mixed-use
To encourage development of mixed-use projects in the	development in the Town Center through the Specific Plan and
Town Center, the City has adopted the Clayton Town	discussions with potential developers. The Town Center
Center Specific Plan which provides detailed policy	Specific Plan is available at City offices as well as on the City's
direction, standards, and guidelines that encourage	website. On October 20, 2020, the City initiated a study to
mixed-use and second-story residential development.	evaluate land use options for development of the City-owned
The City will continue to promote development	property on Oak Street and Clayton Road in the Specific Plan
opportunities in the Town Center, circulate a	area.
development handbook that describes the permitting	Continued Appropriateness:
process for mixed-use projects, and offer incentives such	Continued Appropriateness:

Mixed-Use projects will be a major source of new housing downtown while addressing community needs with regard to

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure	Progress and Continued Appropriateness
The City will aim to facilitate the development of at least	commercial services, amenities and tax revenue. This program
one mixed-use project within the planning period.	will be continued and modified to include new objectives
Responsibility: City Council, Planning Commission,	including a possible overhaul of the Specific Plan to facilitate
Community Development Department	housing and mixed use development.
Time Frame: Annually and upon receiving development	Housing and mixed use development.
inquiries for mixed-use development.	
Funding: General Fund	
Regulatory Relief and Incentives	
Implementation Measure II.1.1.	The City continued to discuss special needs populations witl
Work with housing providers to address special housing	housing providers. On March 3, 2020, the City Council approve
needs for seniors, large families, female-headed	Planning entitlements for an 81-unit senior residentia
households, single-parent households with children,	development with seven units to be reserved for rent to very
persons with disabilities and developmental disabilities,	low income households.
farmworkers, and homeless individuals and families. The	low income nouseriolas.
City may seek funding under the federal Housing	Continued Appropriateness:
Opportunities for Persons with AIDS, California Child	This program will be strengthened and updated to addres
Care Facility Financing Program, and other state and	recent State laws that require zoning amendments t
federal programs designated specifically for special	accommodate low barrier navigation centers and transitions
needs groups such as seniors, persons with disabilities,	and supportive housing.
and persons at risk for homelessness. The City will aim	and supportive nousing.
to work with housing providers on at least one project	
serving a special needs group during the planning period.	
ser ving a special receas 8, out auting the planning period.	
Responsibility: Planning Commission, Community	
Development Department	
Time Frame: Ongoing, 2015–2023	
Funding: General Fund	
Implementation Measure II.1.2.	On August 16, 2016, the City Council adopted and passed a
The City shall amend the Zoning Ordinance to specifically	ordinance specifically allowing employee housing for six of
allow employee housing for six or fewer residents as a	fewer residents as a permitted use in residential zonin
permitted use in residential zoning districts, in	districts, in compliance with Health and Safety Code Sectio
compliance with Health and Safety Code Section	17021.5.
17021.5.	
	Continued Appropriateness:
Responsibility: Planning Commission, City Council,	This program was completed and will be taken out.
Community Development Department	
Time Frame: 2015	
Funding: General Fund	
Implementation Measure II.1.3.	On August 16, 2016, the City Council passed and adopted a
The City shall amend the Zoning Ordinance to allow	ordinance allowing transitional and supportive housing in the
transitional and supportive housing in the Limited	Limited Commercial (LC) zoning district subject only to the
Commercial (LC) zoning district as a residential use	requirements of other residential uses in this district.
subject only to the requirements of other residential	

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure	Progress and Continued Appropriateness
uses in this district in compliance with Senate Bill 2	Continued Appropriateness:
(2007).	This program will be strengthened and updated to address
	recent State laws that require zoning amendments to
Responsibility: Community Development Department	accommodate low barrier navigation centers and transitional
Time Frame: Within one to two years of adoption of the	and supportive housing.
Housing Element	-
Funding: General Fund	
Implementation Measure II.2.1.	The City's Zoning Ordinance allows for flexibility in standards as
The City shall continue to authorize regulatory incentives	well as a density bonus for affordable housing developments.
and concessions for development projects that include	The City continued to consider regulatory incentives and
residential units affordable to extremely low-, very low-	concessions such as a reduction or deferral in certain
, and low-income households and special needs groups	development fees and priority application processing.
including disabled and developmentally disabled	
persons. Incentives and concessions may include:	On March 3, 2020, the City Council approved Planning
 Flexibility in development standards (e.g., 	entitlements, including a density bonus with concessions and
reduced parking requirements, landscaping,	waivers, for an 81-unit senior residential development with
setbacks)	seven units to be reserved for rent to very-low-income
Reduction or deferral of certain development	households.
fees	
 Priority application processing to decrease 	Continued Appropriateness:
review and approval time	Funding and technical assistance facilitate the development of
 Density bonus in accordance with State density 	affordable housing. This program remains in the Housing
bonus law (Government Code Section 65915).	Element with modified objectives to ensure feasibility for
The City will aim to facilitate the development	assisting developments that include affordable housing.
of at least one affordable or special needs	
project during the planning period.	
project daring the planning period.	
Responsibility: City Council, Planning Commission,	
Community Development Department	
Time Frame: Ongoing, as residential development	
projects are proposed.	
Funding: General Fund	
Implementation Measure II.2.2.	The City continued to monitor the impact of development fees.
The City shall monitor the impact of development fees	
and consider waiving or deferring fees for affordable	Continued Appropriateness:
housing projects, if and when funding is available.	The opportunity to waive or defer fees did not arise between
	2015 and 2021. The City will focus on strengthening programs
Responsibility: City Council, Planning Commission,	such as the Affordable Housing Plan to ensure feasibility for
Community Development Department	assisting developments that include affordable housing.
Time Frame: Ongoing, as residential development	
projects are proposed.	
Funding: General Fund	
8	

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure	Progress and Continued Appropriateness
Implementation Measure Implementation Measure III.1.1.	The City continued to promote assistance for first-time
The City shall continue to refer interested persons to	homebuyers and lower-income renters by referring inquiries to
information regarding Contra Costa County's Mortgage	County programs and by disseminating information as it
Credit Certificate Program, the Mortgage Revenue Bond	becomes available.
Program, and the Owner-Occupied Housing	becomes available.
Rehabilitation Program. The City will continue to	Continued Appropriateness:
disseminate information regarding Contra Costa	This program will be modified to remove discontinued
Housing Authority's Lower-Income Rental Assistance	programs, including the Lower-Income Rental Assistance
Program and Aftercare Certificates as information	Program and Aftercare Certificates, and reflect existing Contra
becomes available.	Costa County programs and will continue.
becomes available.	costa county programs and will continue.
Responsibility: Community Development Department	
Time Frame: Ongoing, 2015–2023	
Funding: General Funds (used to post information)	
Implementation Measure III.1.2.	The City explored funding sources such as CalHome and HOME
The City shall seek funding to develop and implement a	and did not find any funding sources available for this use. The
down payment assistance program for first-time	City continued to seek funding to implement a down payment
homebuyers by working with the County or by	assistance program for first time homebuyers.
developing its own program that can be used with the	,
Mortgage Credit Certificate program, new inclusionary	Continued Appropriateness:
units, or alone.	This program will be modified to implement a feasible down
	payment assistance program for first-time homebuyers.
Responsibility: City Council, Planning Commission,	
Community Development Department	
Time Frame: Examine funding sources and program	
opportunities by 2015.	
Funding: CalHome, HOME, or other available sources	
Implementation Measure III.1.3.	The City did not have any eligible projects.
The City shall review potential funding opportunities	
through the County HOME program and apply for	Continued Appropriateness:
funding for applicable projects when development	This program was not used between 2015 and 2021. However,
opportunities arise.	with increased State funding available for housing programs
	and increased opportunities for housing in Downtown, this
Responsibility: City Council, Planning Commission,	program will be modified and continued.
Community Development Department	
Time Frame: Apply annually upon notice of funding	
availabilities.	
Funding: HOME funds	
Implementation Measure III.2.1.	The City continued to maintain and annually update the
The City will continue to maintain and annually update	inventory of affordable housing, which includes the date the
the inventory of affordable housing projects and identify	affordability expires. Annual reports from privately owned
those that may be at risk of converting to market rate in	affordable housing units are required to be submitted to the
the future. Specifically the City will:	City.

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Progress and Continued Appropriateness Implementation Measure Work to ensure that affordable projects and **Continued Appropriateness:** units remain in or are transferred to an An updated version of this program remains in the Housing Element, as preservation of affordable housing is an important organization capable of maintaining affordability restrictions for the life of the goal. project, including proactively ensuring notices to qualified entities, coordinating an action plan with qualified entities upon notice, and assisting with financial resources or supporting funding applications. Provide assistance to any tenants that are displaced or are in danger of being displaced due to a conversion to market rate. Annually monitor local investment in projects that have been acquired by nonprofit or forprofit entities to ensure that properties are well managed and maintained and are being operated in accordance with the City's property rehabilitation standards. Work with owners, tenants, and nonprofit organizations to assist in the nonprofit acquisition of at-risk projects to ensure longterm affordability of the development. Meet with stakeholders and housing interests to participate and support, through letters and meetings and technical assistance, with local legislators in federal, state, or local initiatives that address affordable housing preservation (e.g., support state or national legislation that addresses at-risk projects, support full funding of programs that provide resources for preservation activities). **Responsibility:** Community Development Department Time Frame: Annually Funding: General Fund

Equal Access

Implementation Measure IV.1.1.

The City shall review its Zoning Ordinance, policies, and practices to ensure compliance with fair housing laws.

Responsibility: Community Development Department

Time Frame: Annually, 2015–2023

Funding: General Fund

At the time new laws are passed, the City reviews the Zoning Ordinance, policies, and practices to ensure compliance with fair housing laws. The City makes updates and changes when necessary to ensure compliance.

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure	Progress and Continued Appropriateness
	Continued Appropriateness: Fair Housing is an important City goal. This program has beer strengthened with modified objectives pursuant to State requirements.
Implementation Measure IV.2.1. The City will provide information on proposed affordable housing projects to the public through the City's public hearing process in the form of study sessions, public hearings, and public meetings. Responsibility: City Council, Community Development Department Time Frame: Ongoing, as projects are submitted and	The City ensures the public is notified of any City hearings or development projects, including affordable housing projects for which State statute or local procedure calls for a public hearing. For any such hearings, notice is placed on community boards within the City. Notice is also published in the loca newspaper of general circulation (Contra Costa Times), and/o mailed by first class mail to owners of property within a 300 foot radius of the proposed project site.
processed. Funding: General Fund	Continued Appropriateness: Outreach and engagement provide transparency and an equitable decision-making process. This program has been strengthened and updated with modified objectives.
Implementation Measure IV.3.1. The City shall continue to distribute public information brochures on reasonable accommodations for disabled persons and enforcement programs of the California Fair	The City currently distributes and will continue to distribute public information brochures on reasonable accommodation for disabled persons and enforcement programs.
Employment and Housing Council.	Continued Appropriateness: This program will be strengthened for the updated Housing
Responsibility: Community Development Department Time Frame: Ongoing, 2015–2023 Funding: General Fund	Element to establish a procedure for disabled persons or their representatives to request a reasonable accommodation from the City's zoning laws, building codes, and land use regulations policies, and procedures to provide disabled persons with an opportunity to use and enjoy housing equal to that of non disabled persons.
Implementation Measure IV.3.2. The City will continue to implement its universal design ordinance and continue to distribute its brochure on universal design standards, resources for design, and compliance with City requirements.	The City continued to implement its universal design ordinanc codified in Clayton Municipal Chapter 15.92 as projects cam forward and continued to distribute brochures on universal design.
Responsibility: Community Development Department Time Frame: Implement universal design standards as development is proposed. Funding: General Fund	Continued Appropriateness: This program will continue.

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Table 6-1: 2015-2023 Housing Element Program Acc	
Implementation Measure	Progress and Continued Appropriateness
Energy Conservation	
Implementation Measure V.1.1.	The City provides and will continue to provide energy
The City shall continue to provide energy conservation	conservation brochures at City Hall and at the Clayton
brochures at City Hall and the Clayton Community	Community Library. The City has also dedicated a page on its
Library.	website to Green Building, which includes energy conservation
	through building design.
Responsibility: Community Development Department	
Time Frame: Ongoing, 2015–2023	Continued Appropriateness:
Funding: General Fund	This program will continue.
Implementation Measure V.1.2.	The City supports and will continue to support energy
The City will review and consider possible amendments	conservation by encouraging Green Building in both new
to the General Plan, Zoning Ordinance, and related	development and remodels. In 2018, the City dedicated a page
policy and regulatory documents to improve energy	on its website to Green Building
conservation beyond CalGreen Tier 1 standards. The City	(https://claytonca.gov/community-
$will \ \ consider \ \ establishing \ \ an \ \ incentivized \ \ residential$	development/building/green-building/), which includes energy
green building program to encourage energy-efficient	conservation through building design.
retrofitting, and the use of renewable energy in	
residential applications. Some of the incentives the City	Continued Appropriateness:
will consider when drafting this program will be:	This program will be updated with modified objectives.
 Providing eligible projects with building and plan check fee rebates (when financially feasible). Achieving third-party green building certification. Renewable energy systems. Green roofs. Responsibility: Community Development Department Time Frame: Consider establishing a residential green	
building program by 2017.	
Funding: General Fund	
Implementation Measure V.1.3.	The City has opted into three different PACE programs: HERO,
The City will explore home energy and water efficiency	Figtree, and CaliforniaFirst.
$improvement\ financing\ opportunities\ available\ through$	
PACE programs, such as HERO or Figtree PACE. To make	Continued Appropriateness:
this financing option available to Clayton residents, the	This program will be updated with modified objectives, as
City would need to adopt a resolution opting in to a Joint	HERO and Figtree PACE no longer exists.
Powers Authority. These programs are available at no	
cost to the City.	
Responsibility: Community Development Department	
Time Frame: Consider opting into a PACE program by	
2015.	
	1

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure	Progress and Continued Appropriateness
Funding: General Fund	
Regional Planning	
Implementation Measure VI.1.1. The City shall continue to support responsible state legislation which allows municipalities to enter into equitable agreements with other entities to transfer and financially participate in the provision of fair-share housing units closer to transportation centers and work centers outside the city limits, while retaining full credit for the transferred units.	Clayton is not a regional jobs center and is not well served by transit. Regional planning goals include focusing development near transit and jobs. The State legislature continues to pass laws, like SB 10 in 2021, that encourage such development approaches. However, over the past decade little legislative interest has been shown to allow jurisdictions to "trade" RHNA allocations among themselves.
	Continued Appropriateness:
Responsibility: City Council Time Frame: Ongoing, 2015–2023 Funding: General Fund	This program will not be included in the update element.
Implementation Measure VI.1.2. The City shall continue to participate in programs in Contra Costa County (e.g., "Shaping Our Future" project and Contra Costa Affordable Housing Trust Fund). TRANSPAC (Transportation Partnership and Cooperation) is the regional transportation planning committee for central Contra Costa and other regional planning efforts addressing housing, employment, and	The City participates in regional efforts addressing housing, employment, and transportation issues by being involved in ABAG's Plan Bay Area process and TRANSPAC (regional transportation planning committee for central Contra Costa County). Continued Appropriateness: This program will be updated to reflect existing programs and
transportation issues. Responsibility: City Council Time Frame: Ongoing, 2015–2023 Funding: General Fund	continued.
Implementation Measure VI.1.3. The City shall continue cooperation with the regional/countywide housing task force. The City shall use this task force as a means of gaining new policy and technical perspectives.	The City cooperates with and will continue to cooperate with the regional/countywide housing task force. Continued Appropriateness: This program will continue.
Responsibility: Community Development Department Time Frame: Ongoing, 2015–2023 Funding: General Fund	
Implementation Measure VI.1.4. The City shall continue to work with the Association of Bay Area Governments on FOCUS program implementation. FOCUS is a regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area. Some of the strategies that FOCUS promotes are listed below:	Many of the FOCUS initiatives have limited application to Clayton given the lack of transit service and virtually no land available to create employment centers. However, the City recognizes that its Downtown has the potential to support more dense housing that could enhance the walkability of the district and make more efficient use of land resources.

Table 6-1: 2015-2023 Housing Element Program Accomplishments

Implementation Measure	Progress and Continued Appropriateness
 Encourage infill and the efficient use of land capacity within existing communities. Provide for compact, complete, resource-efficient communities near existing or planned transit and other infrastructure. Provide opportunities for people to live near their jobs and work near their homes. Encourage a mix of land uses with jobs, housing, retail, schools, parks, recreation, and services in proximity. 	Continued Appropriateness: This program will be modified to address direct applicability to Clayton, particularly to position the City for grants and other funding sources to achieve goals for Downtown.
Responsibility: Community Development Department Time Frame: Ongoing, 2015–2023 Funding: General Fund	

QUANTIFIED OBJECTIVES

Table 6-2 summarizes Clayton's quantified objectives for the 2015-2023 Housing Element planning period and the progress the City has made, including progress meeting the City's fifth cycle RHNA.

Table 6-2: 2015-2023 Housing Element Quantified Objectives

	Income Level									
Objectives	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total				
Construction	n Objectives (RI	HNA)								
Goal	25	26	25	31	34	141				
Progress	0	0	1	0	0	1				
Single-Famil	y Rehabilitatio	n Objective								
Goal		8	8			16				
Progress	0	0	0	0	0	0				
At-Risk Hou	At-Risk Housing Units to Preserve									
Goal	20	66	14	26		126				
Progress	0	0	0	0	0	0				



7. Affirmatively Furthering Fair Housing

INTRODUCTION AND OVERVIEW OF AB 686

In January 2017, Assembly Bill 686 (AB 686) introduced an obligation to affirmatively further fair housing (AFFH) into California law. AB 686 defined "affirmatively further fair housing" to mean "taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity" for persons of color, persons with disabilities, and other protected classes.

ANALYSIS REQUIREMENTS

AB 686 requires that all housing elements prepared on or after January 1, 2021, assess fair housing through the following components:

- An assessment of fair housing within the jurisdiction that includes the following components: 1)
 a summary of fair housing issues and assessment of the City's fair housing enforcement and
 outreach capacity; 2) an analysis of segregation patterns and disparities in access to opportunities;
 3) an assessment of contributing factors; and 4) identification and prioritization of fair housing
 goals and actions.
- A sites inventory that accommodates all income levels of the City's share of the RHNA that also serves the purpose of furthering more integrated and balanced living patterns.
- Responsive housing programs that affirmatively further fair housing, promote housing
 opportunities throughout the community for protected classes, and address contributing factors
 identified in the assessment of fair housing.

The analysis must address patterns at a regional and local level and trends in patterns over time. This analysis compares the locality at a county level for the purposes of promoting more inclusive communities.

SOURCES OF INFORMATION

- U.S. Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) reports
- U.S. Census Bureau's Decennial Census (referred to as "Census") and American Community Survey (ACS)
- Contra Costa Analysis of Impediments to Fair Housing Choice in January 2020 (2020 AI)
- HCD's AFFH Data Viewer
- Local knowledge

- The Clayton Pioneer
- The East Bay Times

HCD has developed a statewide AFFH Data Viewer that consists of map data layers from various data sources and provides options for addressing each of the components within the full scope of the assessment of fair housing. The data source and time frame used in the AFFH mapping tools may differ from the ACS data in the 2020 AI. While some data comparisons may have different time frames (often different by one year), the differences do not affect the identification of possible trends.

HISTORY OF HOUSING IN CLAYTON

The City of Clayton has a long history of retaining and enhancing its small-town character, taking pride in its residential nature, and working hard to protect its historic downtown. The geographic location of Clayton—coupled with desires to maintain a family-oriented community—historically has been a constraint on housing construction. In 2004, then Mayor Julie Pierce noted on adding housing in the City: "In Clayton, there's not a lot of available ground for new housing. We are landlocked by Mt. Diablo State Park, Concord, and the Urban Limit Line. So, the issue is becoming one of higher density. And that's not why most folks are in Clayton. We bought into lower density. High density should go nearer to major job and transportation centers." (The Clayton Pioneer) Development issues such as Urban Limit Line expansion have been a subject of debate in the City over the years, with City Council members sometimes expressing an aversion to greater expansion. "The voters of Contra Costa County established the Urban Limit Line, and I strongly believe that the voters should ratify any movement of the Line. In Clayton, the Urban Limit Line is a key factor in our defense against high-density development on our borders." (The Clayton Pioneer, 2004)

Pressures to meet housing allocations have continued, but opposition to new development and the construction of denser, more affordable housing units has remained consistent for many residents. As recently as 2020, a group of Clayton residents filed several lawsuits against the City over the approval of The Olivia at Marsh Creek, a three-story, 81-unit housing development for individuals over 55, stating that the project could have significant impacts on parking, traffic, noise, and air and water quality for residents surrounding the development. (East Bay Times, 2020)

Clayton's zoning code has additionally worked against the development of multi-family and lower-income housing. Historically, Clayton's land use and zoning regulations have capped residential densities at 20 units per acre, a density which does not provide much incentive to multi-family housing developers. Limited financial resources have also hindered partnerships with affordable housing developers to bring these homes into the community.

These factors have all created an environment in which there is very limited affordable and higher-density housing available in Clayton. Compared to nearby communities, Clayton has fallen behind on meeting housing obligations. An East Bay Times article from 2019 graded cities and jurisdictions in California based on their progress towards meeting housing development goals for very low-income, low-income, moderate-income, and above moderate-income units. While Contra Costa County overall received an A, the City of Clayton received an F. Nearby Antioch received a C, Pittsburg received a B+, Martinez received a D-, Concord received a D, Pleasant Hill received a D-, and Walnut Creek received a C-. Clayton is not alone in its struggles to provide adequate affordable housing to residents, but community and City Council

opposition, geographic constraints, zoning limitations, and community priorities have all contributed to the current patterns of segregation seen in the City today.

ASSESSMENT OF FAIR HOUSING ISSUES

FAIR HOUSING ENFORCEMENT AND OUTREACH

Fair housing enforcement and outreach capacity refers to the ability of a locality and fair housing entities to disseminate information related to fair housing laws and rights, and to provide outreach and education to community members. Enforcement and outreach capacity also includes the ability to address compliance with fair housing laws, such as investigating complaints, obtaining remedies, and engaging in fair housing testing. The Fair Employment and Housing Act and the Unruh Civil Rights Act are the primary California fair housing laws. California law extends anti-discrimination protections in housing to several classes not covered by the federal Fair Housing Act (FHA) of 1968, including prohibiting discrimination on the basis of sexual orientation.

In Contra Costa County, local housing, social services, and legal service organizations include the Fair Housing Advocates of Northern California (FHANC), Eden Council for Hope and Opportunity (ECHO) Fair Housing, Bay Area Legal Aid, and Pacific Community Services.

FAIR HOUSING ENFORCEMENT

California's Department of Fair Employment and Housing (DFEH) has statutory mandates to protect the people of California from discrimination pursuant to the California Fair Employment and Housing Act (FEHA), Ralph Civil Rights Act, and Unruh Civil Rights Act (with regards to housing).

The FEHA prohibits discrimination and harassment on the basis of race, color, religion, sex (including pregnancy, childbirth, or related medical conditions), gender, gender identity, gender expression, sexual orientation, marital status, military or veteran status, national origin, ancestry, familial status, source of income, disability, and genetic information, or because another person perceives the tenant or applicant to have one or more of these characteristics.

The Unruh Civil Rights Act (Civ. Code, § 51) prohibits business establishments in California from discriminating in the provision of services, accommodations, advantages, facilities and privileges to clients, patrons and customers because of their sex, race, color, religion, ancestry, national origin, disability, medical condition, genetic information, marital status, sexual orientation, citizenship, primary language, or immigration status.

The Ralph Civil Rights Act (Civil Code, § 51.7) guarantees the right of all persons within California to be free from any violence, or intimidation by threat of violence, committed against their persons or property because of political affiliation, or on account of sex, race, color, religion, ancestry, national origin, disability, medical condition, genetic information, marital status, sexual orientation, citizenship, primary language, immigration status, or position in a labor dispute, or because another person perceives them to have one or more of these characteristics. Clayton does not have its own housing authority or other entity that monitors and enforces compliance with State and federal fair housing laws. The Housing Authority of Contra Costa County (HACC) provides those services. In the HACC's most recent (2019) Analysis of Impediments to Fair Housing report, no violations of fair housing laws and regulations were reported in Clayton.

Regional Trends

Based on DFEH annual reports, Table 7-1 shows the number of housing complaints filed by Contra Costa County to DFEH between 2015-2020. A slight increase in the number of complaints precedes the downward trend from 2016-2020. Note that fair housing cases alleging a violation of FEHA can also involve an alleged Unruh violation, as the same unlawful activity can violate both laws. DFEH creates companion cases that are investigated separately from the housing investigation.

Table 7-1: Number of DFEH Housing Complaints in Contra Costa County (2020)

Year	Housing	Unruh Civil Rights Act
2015	30	5
2016	32	2
2017	26	26
2018	22	2
2019	22	2
2020	20	1

Source: https://www.dfeh.ca.gov/LegalRecords/?content=reports#reportsBody

The Department of Housing and Urban Development's Office of Fair Housing and Equal Opportunity (HUD FHEO) enforces fair housing by investigating complaints of housing discrimination. Table 7-2 shows the number of FHEO filed cases by protected class in Contra Costa County between 2015 and 2020. A total of 148 cases were filed within this period, with disability being the top allegation of basis of discrimination, followed by familial status, race, national origin, and sex. These findings are consistent with national trends stated in FHEO's FY 2020 State of Fair Housing Annual Report to Congress where disability was also the top allegation of basis of discrimination.

Table 7-2: Number of FHEO Filed Cases by Protected Class in Contra Costa County (2015–2020)

Year	Number of Filed Cases	Disability	Race	National Origin	Sex	Familial Status
2015	28	17	4	2	2	4
2016	30	14	8	7	5	6
2017	20	12	3	5	1	5
2018	31	20	6	3	4	9
2019	32	27	4	4	4	1
2020	7	4	1	0	2	1
Total	148	94	26	21	18	26
Percentage of Total Filed Cases *Note that cases may be filed on more than one basis.		63.5%	17.5%	14.2%	12.2%	17.6%

Source: Data.Gov - Department of Housing and Urban Development Office of Fair Housing and Equal Opportunity (FHEO) Filed Cases, https://catalog.data.gov/dataset/fheo-filed-cases

Table 7-3 indicates that the highest number of fair housing complaints are due to discrimination against those with disabilities, followed by income source, race, and national origin. A summary of ECHO's Fair Housing Complaint Log on fair housing issues, actions taken, services provided, and outcomes can be found in Tables 7-4 and 7-5.

Table 7-3: Action(s) Taken/Services Provided

Protected Class	1	3	5	6	7	Grand Total
Race	21	0	0	2	0	23
Marital Status	0	0	0	1	0	1
Sex	0	0	0	0	0	0
Religion	0	0	0	0	0	0
Familial Status	0	0	0	3	0	3
Sexual Orientation	0	0	0	0	0	0
Sexual Harassment	0	0	0	1	0	1
Income Source	15	0	1	7	1	24
Disability	7	1	14	33	5	60
National Origin	13	0	0	1	0	14
Other	0	0	1	11	5	17
Total	56	1	16	59	11	143

^{1.} Testers sent for investigation; 3. Referred to attorney; 5. Conciliation with landlord; 6. Client provided with counseling; 7. Client provided with brief service; Source: ECHO Fair Housing (2020 - 2021)

Affirmatively Furthering Fair Housing

Table 7-4: Outcomes

Protected Class	Counseling provided to landlord	Counseling provided to tenant	Education to Landlord	Insufficient evidence	Preparing Site Visit	Referred to DFEH/HUD	Successful mediation	Grand Total
Race	0	0	2	20	0	1	0	23
National Origin	0	0	1	13	0	0	0	14
Marital Status	0	0	0	1	0	0	0	1
Sex	0	0	0	0	0	0	0	0
Disability	2	25	2	12	0	4	15	60
Religion	0	0	0	0	0	0	0	0
Sexual Orientation	0	0	0	0	0	0	0	0
Familial Status	0	3	0	0	0	0	0	3
Income Source	3	3	0	16	1	0	1	24
Sexual Harassment	0	8	2	2	1	4	0	17
Other	0	0	0	0	0	1	0	1
Total	5	39	7	64	2	10	16	143

Source: ECHO Fair Housing (2020 - 2021)

Services that were not provided include: case tested by phone, case referred to HUD, and case accepted for full representation. The most common actions taken/services provided are providing clients with counseling, followed by sending testers for investigation and conciliation with landlords. Regardless of actions taken or services provided, almost 45 percent of cases are found to have insufficient evidence. Only about 12 percent of all cases resulted in successful mediation

Local Trends

No fair housing enforcement data are available from ECHO Fair Housing about Clayton. The AFFH data viewer similarly did not have any significant information about fair housing complaints in Clayton.

FAIR HOUSING TESTING

Fair housing testing is a randomized audit of property owners' compliance with local, State, and federal fair housing laws. Initiated by the Department of Justice's Civil Rights Division in 1991, fair housing testing involves the use of an individual or individuals who pose as prospective renters for the purpose of determining whether a landlord is complying with local, State, and federal fair housing laws.

Regional Trends

ECHO conducts fair housing investigations in Contra Costa County (except Pittsburg) and unincorporated Contra Costa County. The 2020 Contra Costa County AI, however, did not report any findings on fair housing testing on the county level nor at the local level for the City of Clayton. However, it does bring to attention that private discrimination is a problem in Contra Costa County that continues to perpetuate segregation.

FAIR HOUSING EDUCATION AND OUTREACH

Fair housing outreach and education is imperative to ensure that those experiencing discrimination know when and how to seek help. Below are more detailed descriptions of fair housing services provided by local housing, social services, and legal service organizations.

Fair Housing Advocates of Northern California (FHANC)

FHANC is a non-profit agency with a mission to actively support and promote fair housing through education and advocacy. Fair housing services provided to residents outside of Marin, Sonoma, or Solano County include foreclosure prevention services and information, information on fair housing law for the housing industry, and other fair housing literature. The majority of the fair housing literature is provided in Spanish and English, with some provided in Vietnamese and Tagalog.

Eden Council for Hope and Opportunity (ECHO) Fair Housing

ECHO Fair Housing is a HUD-approved housing counseling agency that aims to promote equal access in housing, provide support services to aid in the prevention of homelessness, and promote permanent housing conditions. The organization provides education and charitable assistance to the public in matters related to obtaining and maintaining housing, in addition to rental assistance, housing assistance, tenant/landlord counseling, home seeking, home sharing, and mortgage and home purchase counseling. In Contra Costa County, ECHO Fair Housing provides fair housing services, first-time home buyer

counseling and education, and tenant/landlord services. (Rent review and eviction harassment programs are available only in Concord.)

- Fair housing services encompasses counseling, investigation, mediation, enforcement, and education.
- First-time home buyer counseling provides one-on-one counseling with a housing counselor on the homebuying process. The counselor will review all documentation, examine and identify barriers to homeownership, create an action plan, and prepare potential homebuyers for the responsibility of being homeowners. The counselor will also review credit reports, determine what steps need to be taken to clean up adverse credit, provide counseling on money-saving methods, and assist in developing a budget.
- First-time home buyer education provides classroom training regarding credit information, home ownership incentives, home buying opportunities, predatory lending, home ownership responsibilities, and government-assisted programs as well as conventional financing. The class also provides education on how to apply for HUD-insured mortgages, purchase procedures, and alternatives for financing the purchase. Education also includes information on fair housing and fair lending and how to recognize discrimination and predatory lending procedures and locate accessible housing if needed.
- ECHO's Tenant/Landlord Services provides information to tenants and landlords on rental housing issues such as evictions, rent increases, repairs and habitability, harassment, illegal entry, and other rights and responsibilities regarding the tenant/landlord relationship. Trained mediators assist in resolving housing disputes through conciliation and mediation.
- In cities that adopt ordinances to allow rent reviews (City of Concord only in Contra Costa County), tenants can request a rent review from ECHO Housing by phone or email. This allows tenants who experience rent increases exceeding 10 percent in a 12-month period to seek non-binding conciliation and mediation services.

Although the Contra Costa County Consortium Analysis of Impediments to Fair Housing states that the organization provides information in Spanish, the ECHO website is predominantly in English, with options to translate the homepage into various languages. Navigating the entire site may be difficult for the limited-English proficient (LEP) population.

Bay Area Legal Aid (BayLegal)

BayLegal is the largest civil legal aid provider serving seven Bay Area counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, and Santa Clara). With respect to affordable housing, BayLegal has a focus area in housing preservation (landlord-tenant matters, subsidized and public housing issues, unlawful evictions, foreclosures, habitability, and enforcement of fair housing laws), as well as a homelessness task force that provides legal services and advocacy for systems change to maintain housing, help people exit homelessness, and protect unhoused persons' civil rights. The organization provides translations for their online resources to over 50 languages and uses volunteer interpreters/translators to help provide language access. Its legal advice line provides counsel and advice in different languages. Specific to Contra Costa County, tenant housing resources are provided in English and Spanish.

The Housing Preservation practice is designed to protect families from illegal evictions, substandard housing conditions, and wrongful denials and terminations of housing subsidies. The practice also works to preserve and expand affordable housing and protect families from foreclosure rescue scams. BayLegal helps low-income tenants obtain or remain in safe, affordable housing by providing legal assistance in housing-law related areas such as public, subsidized (including Section 8 and other HUD-subsidized projects) and private housing, fair housing and housing discrimination, housing conditions, rent control, eviction defense, lock-outs and utility shut-offs, residential hotels, and training advocates and community organizations.

BayLegal also provides free civil legal services to low-income individuals and families to prevent homelessness and increase housing stability, as well as assist unhoused youth/adults address legal barriers that prevent them from exiting homelessness. This is accomplished through a mix of direct legal services, coalition building and partnerships, policy advocacy, and litigation to advocate for systems change that will help people maintain housing, exit homelessness, and protect unhoused persons' civil rights. The Homelessness Task Force (HTF) was developed in response to complex barriers and inequities contributing to homelessness and strives to build capacity and develop best practices across the seven counties to enhance BayLegal's coordinated, multi-systems response to homelessness.

Pacific Community Services, Inc. (PCSI)

PCSI is a private non-profit housing agency that serves East Contra Costa County (Bay Point, Antioch, and Pittsburg) and provides fair housing counseling in English and Spanish. Housing counseling services provided include:

- Foreclosure Prevention: Consists of a personal interview and the development of a case management plan for families to keep their homes and protect any equity that may have built up.
 Relief measures sought include loan modification or reduced payments, reinstatement and assistance under "Keep Your Home" program, forbearance agreements, deed-in-lieu of foreclosure, refinancing or recasting the mortgage, or sale of the property.
- Homeownership Counseling: Prepares first-time buyers for a successful home purchase by helping them with budgeting, understanding the home purchase process, and understanding the fees that lenders may charge to better prepare new buyers when acquiring their first home.
- Rental Counseling and Tenant and Landlord Rights: PCSI provides information and assistance in dealing with eviction and unlawful detainer actions, deposit returns, habitability issues, getting repairs done, mediation of tenant/landlord disputes, assisting tenant organizations, legal referrals to Bay Area Legal Aid & Bar Association resources, pre-rental counseling, and budgeting.
- Fair Housing Services: Include counseling regarding fair housing rights, referral services, and education and outreach. PCSI offers training for landlords and owners involving issues of compliance with federal and State fair housing regulations.
- Fair Housing Education and Outreach: Offers informative workshops for social service organizations and persons of protected categories. These workshops are designed to inform individuals how to recognize and report housing discrimination.

PCSI lacks contact information, resources, and accessibility on their website.

Overall, the capacity and funding of the above organizations are generally insufficient. Greater resources would enable stronger outreach efforts, including to populations that may be less aware of their fair housing rights, such as limited-English proficiency and LGBTQ residents. Although ECHO serves most of Contra Costa County, it suffers from a severe lack of resources and capacity, with only one fair housing counselor serving the County. A lack of funding also constrains BayLegal's ability to provide fair housing services for people facing discrimination, which further burdens groups like ECHO that provide such services.

INTEGRATION AND SEGREGATION

RACE/ETHNICITY

Segregation is defined as the separation or isolation of a race/ethnic group, national origin group, individuals with disabilities, or other social group by enforced or voluntary residence in a restricted area, by barriers to social connection or dealings between persons or groups, by separate educational facilities, or by other discriminatory means.

To measure segregation in a jurisdiction, HUD provides racial or ethnic dissimilarity trends. Dissimilarity indices are used to measure the evenness with which two groups (frequently defined on racial or ethnic characteristics) are distributed across the geographic units, such as block groups within a community. The index ranges from 0 to 100, with 0 meaning no segregation and 100 indicating complete segregation between the two groups. The index score can be understood as the percentage of one of the two groups that would need to move to produce an even distribution of racial/ethnic groups within the specified area. For example, if an index score is above 60, 60 percent of people in the specified area would need to move to eliminate segregation. The following shows how HUD views various levels of the index:

• <40: Low Segregation

• 40-54: Moderate Segregation

• >55: High Segregation

Ethnic and racial composition of a region is useful in analyzing housing demand and any related fair housing concerns, as it tends to demonstrate a relationship with other characteristics such as household size, locational preferences, and mobility. Prior studies have identified socioeconomic status, generational care needs, and cultural preferences as factors associated with "doubling up": households with extended family members and non-kin. These factors have also been associated with ethnicity and race. Other studies have also found minorities tend to congregate in metropolitan areas, although their mobility trend predictions are complicated by economic status (minorities moving to the suburbs when they achieve middle class) or immigration status (recent immigrants tend to stay in metro areas/ports of entry).

Regional Trends

Contra Costa County is a large, diverse jurisdiction in which people of color represent a majority of the population. As of the 2010 Census, 47.75 percent of residents were non-Hispanic Whites, 8.92 percent of residents were non-Hispanic Blacks, 24.36 percent were Hispanics, 14.61 percent were non-Hispanic Asians or Pacific Islanders, 0.28 percent were non-Hispanic Native Americans, 3.77 percent were non-Hispanic multiracial individuals, and 0.30 percent identified as some other race. See Figure 7-1 for the distribution of non-white residents at the block group level.

Affirmatively Furthering Fair Housing

In Contra Costa County, all non-White residents combined are considered moderately segregated from White residents, with an index score of 41.86 at the Census tract level and 44.93 at the block group level (Table 7-5). Segregation between non-White and White residents has remained relatively steady since 1990. However, since 1990, segregation has increased from low to moderate levels for Hispanic residents, the largest increase among all racial/ethnic groups. This trend is commonly seen throughout California and is likely attributed to an increase of Hispanic residents during the migration boom of the mid- to late 1990s. An increase of 2 in the index score also occurred for Asian or Pacific Islander residents during the mid- to late 1990s. Block group level data reveals that segregation is more prominent amongst Asian or Pacific Islander residents than what is measured at the tract level (index score of 40.55 at the block group level versus 35.67 at the tract level). For Black residents, the segregation index score has gone down by 9 points between 1990 and 2010. The proportion of Black residents in the County has remained relatively steady during this same period, indicating segregation has been declining for the Black population.

Table 7-5: Racial/Ethnic Dissimilarity Trends (1990–2020)

	Contra Costa County					
Dissimilarity Index	1990 Trend	2000 Trend	2010 Trend	Current (2010 Census Block Group)		
Non-White/White	41.19	41.95	41.86	44.93		
Black/White	67.52	62.54	58.42	61.80		
Hispanic/White	36.70	45.24	48.07	49.49		
Asian or Pacific Islander/White	34.89	32.73	35.67	40.55		

Source: HUD's Affirmatively Furthering Fair Housing Tool (AFFH-T), Table 3 – Racial/Ethnic Dissimilarity Trends, Data version: AFFHT006, released July 10th, 2020.

Note: The table presents Decennial Census values for 1990, 2000, and 2010, all calculated by HUD using census tracts as the area of measurement. The "current" figure is calculated using block groups from the 2010 Decennial Census, because block groups can measure segregation at a finer grain than census tracts due to their smaller geographies. See https://www.hud.gov/program_offices/fair_housing_equal_opp/affh for more information.

Pinole Recrules

Martinez

Gencord

Antioch

Richmond- El Gerrito

Plastant Hill

Glayton

Brontwood

Richmond- El Gerrito

Coinda

Moraga

Danvillo

San Ramon

Percent of Total Non-White Population

- Block Group

≤ 20%

21 - 40%

41 - 60%

61 - 80%

> 81%

Figure 7-1: Regional Racial Demographics (2021)

Local Trends

Basemap Features

County Boundary

Highways

State Routes

Bay Area Waterbodies

Open Space

Clayton's population consists predominantly of White residents, as shown on Figure 7-2, with most census tracts having between 21 to 40 percent non-White populations and one tract with a non-White concentration that falls below 20 percent. (Two tracts shown on the map with greater than 81 percent non-White population are not residential areas but rather are school and park sites.) The City's single census tract with a non-White population below 40 percent does not correlate to other trends in the City that might explain this lower percentage. Clayton is close to the cities of Concord, Pleasant Hill, and Walnut Creek. Concord, which is much larger and more economically diverse than Clayton, has several census tracts with non-White populations between 41 to 60 percent and 61 to 80 percent. Similar to Concord, Pleasant Hill has more tracts with 41 to 60 percent and 61 to 80 percent non-White populations, as well as a few tracts with a non-White population of 81 percent and above. Walnut Creek, a more affluent community, more resembles Clayton, with most tracts having a non-White population of 21 to 40 percent, a few tracts with 41 to 60 percent, and a small concentration with a non-White population of less than 20 percent.

When comparing demographics in Clayton to those of other proximate cities, the difference is stark. The city of Antioch has no census tracts where the percentage of non-White population is below 41 to 60

Sources: U.S. Department of

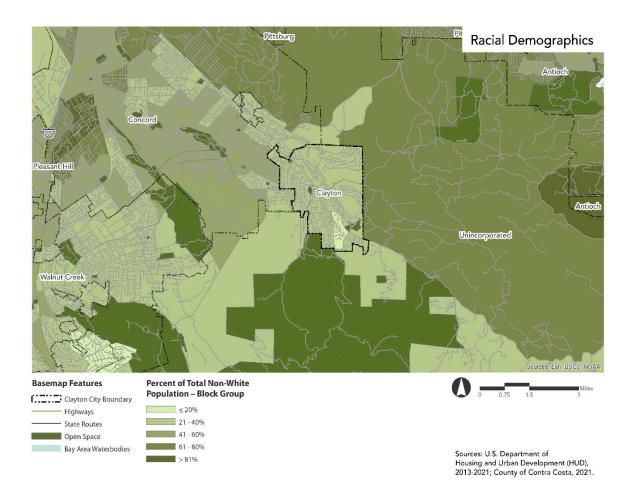
Housing and Urban Development (HUD); County of Contra Costa, 2021.

Affirmatively Furthering Fair Housing

percent. Most of the census tracts in Antioch have a non-White population between 61 to 80 percent, and some tracts in the city have a non-White population above 81 percent. The city of Pittsburg to the north and west has one concentration in the eastern part of the city where the non-White population is between 41 to 60 percent; otherwise, the rest of the census tracts have a non-White population between 61 to 80 percent and above 81 percent.

West of Pittsburg is the unincorporated community of Bay Point. All census tracts in this area have a non-White population of 61 to 80 percent and above 81 percent. Lastly, the city of Martinez, northwest of Clayton and along the Carquinez Strait, shows demographic patterns more similar to Clayton than Bay Point, Pittsburg, or Antioch. The majority of Martinez has census tracts with a non-White population between 21 to 40 percent, a few census tracts between 41 to 60 percent, and one concentration where the non-White population is below 20 percent. These demographic differences are also reflected by concentrations of low- to moderate-income households (earning less than 80 percent of the area median income) in areas with higher rates of non-White population. The areas with higher non-White populations also experience lower TCAC composite scores which consider economic, environmental, and educational resources.

Figure 7-2: Racial Demographics of Clayton (2021)



See Table 7-6 for a comparison of racial composition in Contra Costa County and Clayton.

Table 7-6: Racial Composition Contra Costa County and Clayton (2019)

	Contra Costa County	Clayton
White, non-Hispanic	47.75%	74.6%
Black or African-American, non-Hispanic	8.92%	2.3%
American Indian and Alaska Native, non- Hispanic	0.28%	0.1%
Asian, non-Hispanic	14.61%*	7.6%
Native Hawaiian and Other Pacific Islander, non-Hispanic	N/A	0%
Some other race, non-Hispanic	0.30%	.02%
Two or more races, non-Hispanic	3.77%	5%
Hispanic or Latino	24.36%	10.2%

^{*}Asian and Pacific Islander combined

Sources: American Community Survey, 2015-2019; ABAG Housing Needs Data Package; Contra Costa County Consortium Analysis of Impediments to Fair Housing 2020-2025

PERSONS WITH DISABILITIES

In 1988, Congress added protections against housing discrimination for persons with disabilities through the Fair Housing Act, or FHA, which protects against intentional discrimination and unjustified policies and practices with disproportionate effects. The FHA also includes the following unique provisions to persons with disabilities: (1) prohibits the denial of requests for reasonable accommodations for persons with disabilities if necessary to afford an individual equal opportunity to use and enjoy a dwelling; and (2) prohibits the denial of reasonable modification requests. With regards to fair housing, persons with disabilities have special housing needs because of the lack of accessible and affordable housing and the higher health costs associated with their disability. In addition, many may be on fixed incomes that further limit their housing options.

Regional Trends

According to the 2015-2019 American Community Survey (ACS) 5-year estimates, 118,603 residents (10.9 percent of Contra Costa County's population) reported having one of six disability types listed in the ACS (hearing, vision, cognitive, ambulatory, self-care, and independent living). The percentage of residents detailed by disability are listed in Table 7-9. In both Contra Costa County and the City of Clayton, the percentage of individuals with disabilities also increases with age, with the highest percentage of individuals being those 75 years and older.

In Clayton, 8.5 percent of the population experiences a disability (Table 7-7). This rate is lower than Contra Costa County (11.2 percent). The disability rate is highest among residents who identify as Some Other Race (9.6 percent) and Hispanic or Latino Residents (8.4 percent). In the County, the highest percentage of disabled residents by race is among American Indian and Alaskan Native residents (21.2 percent). The overwhelming majority of residents in Clayton with a disability are 75 years and older (47.9 percent); this is also reflected in the County (47.2 percent). In Clayton, the most common disability is an ambulatory

difficulty (4.5 percent), followed by an independent living difficulty (4.3 percent). The highest percentage of disability experienced by residents in Contra Costa County is similarly those with ambulatory difficulties (5.7 percent) followed by those with an independent living difficulty (5.4 percent).

Table 7-7. Populations of Persons with Disabilities – Contra Costa County and Clayton

	Contra Costa County Percent with	Clayton Percent with a		
	a Disability	Disability		
Civilian non-institutionalized	11.2%	8.5%		
population				
Race/ Ethnicity				
Black or African-American alone	16%	4.7%		
American Indian and Alaska Native	21.2%	0%		
alone				
Asian alone	8%	7.9%		
Native Hawaiian and Other Pacific	9.6%	0%		
Islander alone				
Some other race alone	7.4%	9.6%		
Two or more races	9.9%	3.1%		
White alone, not Hispanic or Latino	12.2%	9%		
Hispanic or Latino (of any race)	9.4%	8.4%		
Age				
Under 5 years	0.5%	0%		
5 to 17 years	4.9%	2.3%		
18 to 34 years	6.6%	6.6%		
35 to 64 years	10.1%	4.6%		
65 to 74 years	21%	12.6%		
75 years and over	47.2%	47.9%		
Туре				
Hearing difficulty	3.1%	3.4%		
Vision difficulty	1.9%	0.4%		
Cognitive difficulty	4.7%	3%		
Ambulatory difficulty	5.7%	4.5%		
Self-care difficulty	2.4%	2.3%		
Independent living difficulty	5.4%	4.3%		

Source: 2019 ACS 5-year Estimates, Table S1810

In terms of geographic dispersal, there is a relatively homogenous dispersal of persons with disability, especially in central Contra Costa County, where most census tracts have less than 10 percent of individuals with disabilities. Towards eastern Contra Costa County, the western boundary, and parts of southern Contra Costa County, however, the percentage of population with disabilities increases to 10 to 20 percent. Pockets where over 40 percent of the population has disabilities can be observed around Martinez, Concord, and the outskirts of Lafayette. Comparing Figure 7-3 and Figure 7-11, note that areas with a high percentage of populations with disabilities correspond with areas with high housing choice voucher concentration (24 percent of people who utilize housing choice vouchers, or HCVs, in Contra Costa County have a disability). Although use of HCVs does not represent a proxy for actual accessible units, participating landlords remain subject to the FHA to provide reasonable accommodations and allow

tenants to make reasonable modifications at their own expense. Areas with a high percentage of populations with disabilities also correspond to areas with high percentages of low-moderate income communities. The above demographic information indicates socioeconomic trends of populations of persons with disabilities.

Population with a Disability Lafayette Walnut Creel Unincorporated Orinda Percent of Population with a Disability **Basemap Features** County Boundary < 10% 10% - 20% Highways State Routes 20% - 30% 30% - 40% Open Space Sources: American Community Survey, Bay Area Waterbodies 2015-2019; U.S. Department of Housing and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-3: Regional Populations of Persons with Disabilities by Tract (2019)

Local Trends

In Clayton, fewer than 10 percent of residents live with a disability. In Concord, most tracts have a 10 to 20 percentage of residents with a disability; one concentration of census tracts displays a percentage between 30 to 40 percent. In Pleasant Hill, few residents have disabilities, with most tracks below 10 percent and only a few concentrations of 10 to 20 percent. Similarly, census tracts in Walnut Creek largely report disability percentages 10 to 20 percent or below 10 percent. In Antioch, most tracts show 10 to 20 percent of residents with a disability. In one area, this percentage falls to below 10 percent, and in another area, the percentage is between 20 to 30 percent. Similarly in Pittsburg, much of the city shows rates of residents with a disability between 10 to 20 percent, with one concentration where this rate falls below 10 percent and another concentration with a rate between 20 to 30 percent. Rates of residents with a disability in the unincorporated area of Bay Point are below 10 percent and between 10 to 20 percent. The city of Martinez mostly has rates of residents with a disability below 10 percent and between 10 to

20 percent, but an area along the waterfront has a rate greater than 40 percent. This area with elevated rates of residents with a disability overlap with higher rates of low to moderate income levels (75 to 100 percent), higher rates of housing choice voucher usage (15 to 30 percent), lower household median outcome (less than \$55,000), and higher rates of overpayment by rents (40 to 60 percent), suggesting a need for more resources for residents with disabilities. As one means of addressing the specific needs of persons with disabilities, Clayton plans to develop a pre-approved accessory dwelling unit (ADU) plan program to encourage the construction of ADUs throughout the City. Of the six plans, all or single-story and can be further adapted to accommodate the needs of residents with disabilities. Additionally, The Olivia at Marsh Creek is a three-story housing project with 81 senior rental units which has been approved. Since the majority of residents with disabilities are those aged 75 years and older, this housing project will likely serve many residents with disabilities.

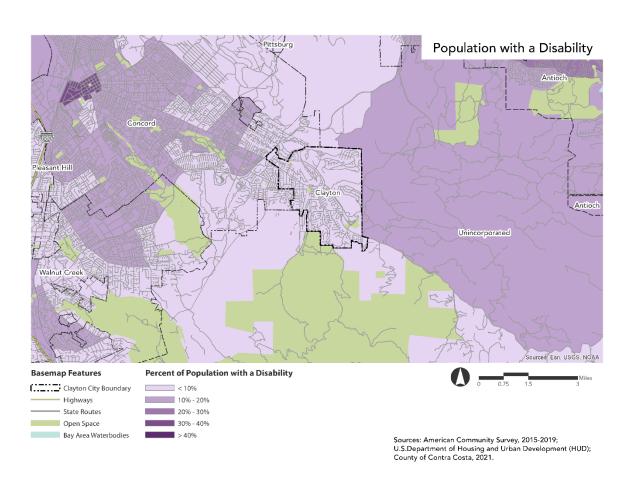


Figure 7-4: Percent of Population with a Disability – Clayton (2021)

FAMILIAL STATUS

Under the Fair Housing Act, housing providers may not discriminate because of familial status. Familial status covers the presence of children under the age of 18, pregnant persons, and any person in the process of securing legal custody of a minor child (including adoptive or foster parents). Examples of

Affirmatively Furthering Fair Housing

familial status discrimination include refusing to rent to families with children; evicting families once a child joins the family through birth, adoption, or custody; or requiring families with children to live on specific floors or in specific buildings or areas. Single-parent households are also protected by fair housing law.

Families with children often have special housing needs due to lower per capita income, the need for affordable childcare, the need for affordable housing, or the need for larger units with three or more bedrooms. Single-parent households are also protected by fair housing law. Of particular consideration are female-headed households, who may experience greater housing affordability challenges due to typically lower household incomes compared to two-parent households. Often, sex and familial status intersect to compound the discrimination faced by single mothers.

Regional Trends

In Contra Costa County, 24.3 percent of households have children under the age of 18 (Table 7-8). Within Contra Costa County, Clayton and Danville have the highest percentage of households with children (30.8 percent and 29.9 percent, respectively). Across all cities in Contra Costa County, there are higher percentages of single-parent female households than single-parent male households. Within the County, Danville and Walnut Creek have the highest percentages of single-parent female households (3.8 percent and 3.0 percent, respectively). While a lower overall percentage, Lafayette and Danville have the highest percentages of single-parent male households (1.9 percent and 1.1 percent, respectively).

Table 7-8. Households with Children in Contra Costa County and Incorporated Cities

		Contra Costa		Walnut		
	Bay Area	County	Danville	Creek	Lafayette	Clayton
Married Couple	23.8%	24.3%	29.9%	17.2%	29.2%	30.8%
with Children						
Single-Parent,	2.3%	1.2%	1.1%	0.9%	1.9%	0.8%
Male						
Single-Parent,	5.7%	5%	3.8%	3%	2.2%	1.2%
Female						

Source: American Community Survey, 2015-2019 (5-Year Estimates), Table DP02

Figure 7-5 indicates that most children living in Contra Costa County live in married-couple households, especially in central parts of the county where the percentage of children in such households exceed 80 percent. Census tracts adjacent to these areas also have relatively high percentages of children living in married-couple households (60 to 80 percent). Census tracts with the lowest percentage of children in married-couple households (less than 20 percent) are located between Pittsburg and Antioch.

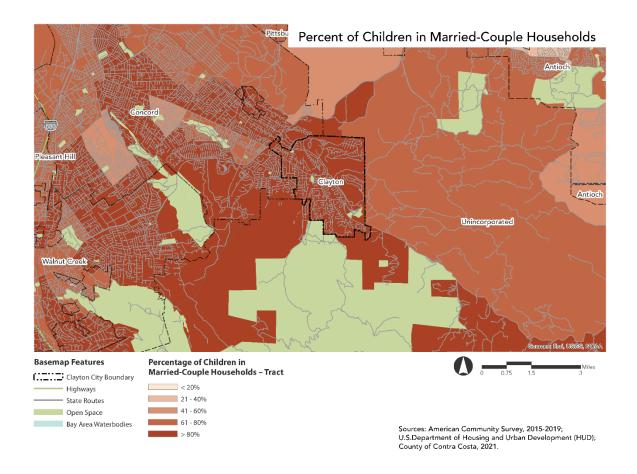
Percent of Children in Married-Couple Households **Clayton** Lafayette Walnut Gree **Basemap Features** Percentage of Children in Married-Couple Households - Tract County Boundary < 20% Highways 21 - 40% State Routes 41 - 60% Open Space Sources: American Community Survey, 61 - 80% Bay Area Waterbodies 2015-2019; U.S. Department of Housing > 80% and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-5: Regional Percentage of Children in Married-Couple Households by Tracts (2019)

Local Trends

All of Clayton has a rate of children in a married couple households above 80 percent (Figure 7-6). More than half of Concord census tracts are above 80 percent, while the rest are between 40 to 60 percent. The same breakdown is reflected in Pleasant Hill. The majority of Walnut Creek census tracts have children in a married couple household between 40 to 60 percent, while this goes up to 80 percent in a few tracts. Antioch has a wider range of rates of children in married-couple households, with rates of 21 to 40 percent, 41 to 60 percent, and a concentration of above 80 percent. In Pittsburg, most of the city shows rates between 41 to 60 percent, with some areas between 21 to 40 percent and 61 to 80 percent. The unincorporated area of Bay Point has rates of children in a married-couple household between 61 to 80 percent and above 80 percent. Martinez has a wider range of percentages. An area adjacent to the waterfront has a rate of children in married-couple households below 20 percent. However, most of the city has rates between 61 to 80 percent and above 80 percent.

Figure 7-6: Percent of Children in Married-Couple Households – Clayton (2021)



Regional Trends

Figure 7-7 depicts the concentration of households headed by single mothers in the County by census tract. Areas of concentration include Richmond, San Pablo, Rodeo, Bay Point, Pittsburg, Antioch, and to the west of Concord. Those communities are also areas of high minority populations. By contrast, central County, in general, and the portions of central County to the south of Concord have relatively low concentrations of children living in female-headed households (less than 20 percent). These tend to be more heavily White or White and Asian and Pacific Islander communities.

Percent of Children in Female Headed Households (No Spouse/ Partner) Unincorporated Orinda Basemap Features Percentage of Children in Female Headed-Households No Spouse/Partner Households - Tract County Boundary < 20% - Highways 21 - 40% 41 - 60% Open Space 61 - 80% Sources: American Community Survey, Bay Area Waterbodies 2015-2019; U.S. Department of Housing > 80% and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-7: Regional Percent of Children in Female-Headed Households by Tract (2019)

Local Trends

In Clayton, the percent of children living in a female-headed household with no spouse/partner is below 20 percent for the entire City (Figure 7-8). Surrounding cities of Concord, Pleasant Hill, and Walnut Creek all have a few tracts where between 20 to 40 percent of households are female headed with no spouse. Cities and areas along the Carquinez Strait, Suisun Bay and San Joaquin River waterfronts show a wider range of percentages. The city of Antioch has a diversity of rates of children in female headed households, with rates below 20 percent, between 20 to 40 percent, and between 40 to 60 percent. Nearby Pittsburg shows similar percentage breakdowns, with percentages below 20 percent, between 20 to 40 percent, and between 40 to 60 percent. The unincorporated community of Bay Point displays percentages of below 20 percent and between 20 to 40 percent. Lastly, the city of Martinez mostly shows rates of children in female headed households below 20 percent, with a smaller area showing rates between 20 to 40 percent and an area along the waterfront showing rates between 60 to 80 percent.

Percent of Children in Female Headed Households (No Spouse/ Partner) Percentage of Children in Female Headed-Households **Basemap Features** No Spouse/Partner Households - Tract Clayton City Boundary < 20% Highways 21 - 40% State Routes 41 - 60% Open Space 61 - 80% Bay Area Waterbodies Sources: American Community Survey, 2015-2019; > 80% U.S.Department of Housing and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-8: Percent of Children in Female Headed Households – Clayton (2021)

INCOME LEVEL

Each year, HUD receives custom tabulations of American Community Survey (ACS) data from the U.S. Census Bureau. Known as the "CHAS" data (Comprehensive Housing Affordability Strategy), it demonstrates the number of households in need of housing assistance by estimating the number of households that have certain housing problems and have income low enough to qualify for HUD's programs (primarily 30, 50, and 80 percent of median income). HUD defines a Low to Moderate Income (LMI) area as a census tract or block group where over 51 percent of the population is LMI (based on HUD income definition of up to 80 percent of the Area Median Income).

Regional Trends

Table 7-9 lists Contra Costa County households by income category and tenure. Based on the above definition, 38.7 percent of Contra Costa County households are considered LMI, as they earn less than 80 percent of the HUD Area Median Family Income (HAMFI). Almost 60 percent of all renters are considered LMI compared to 27.5 percent of owner households. In Clayton, 15.2 percent of owner and renter households are low or moderate income. A much larger percentage of renter households in Contra Costa County are low or moderate income (52.2 percent) compared to low- or moderate-income owner households (24.9 percent). This breakdown is reflected in Clayton as well, with 37.5 percent of renter

households earning low or moderate incomes and only 13.9 percent of owner households earning low or moderate incomes. Overall, Clayton has a much larger percentage of owner and renter households earning above the area median income (79.8 percent) compared to the County (56.4 percent).

Table 7-9. Contra Costa County and Clayton Households by Income Category and Tenure

Contra Costa County									
Income Category	Owner	Renter	Total						
0%-30% of AMI	6.5%	23.4%	12.3%						
31%-50% of AMI	8.2%	15%	10.5%						
51%-80% of AMI	10.2%	13.8%	11.4%						
81%-100% AMI	8.3%	10.7%	9.1%						
Greater than 100% of	66.7%	36.8%	56.4%						
AMI									
Total	257,530	134,750	392,275						
Clayton									
Income Category	Owner	Renter	Total						
0%-30% of AMI	4.9%	5.3%	5%						
31%-50% of AMI	4.4%	19.6%	5.4%						
51%-80% of AMI	4.4%	8.9%	4.7%						
81%-100% AMI	4.3%	12.5%	4.8%						
Greater than 100% of	81.7%	53.5%	79.8%						
AMI									
Total	3,920	280	4,200						

Source: HUD CHAS (based on 2014-2018 ACS), 2020.

Figure 7-9 shows the LMI areas in Contra Costa County by block group. Most of central Contra Costa County has less than 25 percent of LMI populations. Block groups with high concentrations of LMI (between 75 and 100 percent of the population) can be found clustered around Antioch, Pittsburg, Richmond, and San Pablo. There are also small pockets with high percentages of LMI population around Concord. Other areas of the county have a moderate percentage of LMI population (25 to 75 percent).

Population with Low to Moderate Income Levels Sources: Esri, USGS, NOAA **Basemap Features** Percent of Low-Moderate Income Population - Block Group County Boundary < 25% Highways 25% - 50% State Routes 50% - 75% Open Space Sources: American Community Survey, 75% - 100% Bay Area Waterbodies 2011-2015; U.S. Department of Housing and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-9: Regional Concentrations of LMI Households by Tract (2015)

Local Trends

In Clayton, almost all census tracts have a less than 25 percent LMI population. In the western part of Clayton, there are tracts where the LMI population rises to 25 to 50 percent. Part of this area also overlaps with higher rates of housing choice voucher use (5 to 15 percent) (Figure 7-13), slightly lower median incomes (less than \$125,000) (Figure 7-19), and higher rates of overpayment by renters (20 to 40 percent) (Figure 7-36).

The surrounding cities of Concord, Pleasant Hill, and Walnut creek have more LMI populations than Clayton. The majority of Concord census tracts have between 25 to 50 percent LMI populations, and a sizeable concentration of tracts where this percentage rises to 50 to 75 percent and 75 to 100 percent LMI populations. Pleasant Hill has a similar breakdown of census tracts to Concord, while Walnut Creek mainly has census tracts with less than 25 percent and 25 to 50 percent LMI populations, with a small section of 50 to 75 percent LMI populations.

Unlike Clayton, cities and areas along the Carquinez Strait, Suisun Bay and San Joaquin River waterfronts show higher rates of LMI levels. The city of Antioch shows rates of LMI populations between 25 to 50 percent, 50 to 75 percent, a concentration between 75 to 100 percent, and a small area below 20. The nearby city of Pittsburg shows similar LMI rates, with a small area below 20 percent, areas between 25 to

50 percent, 50 to 75 percent, and concentrations between 75 to 100 percent. The unincorporated area of Bay Point shows rates between 25 to 50 percent, 50 to 75 percent, and 75 to 100 percent. The city of Martinez displays the complete range of rates of LMI population.

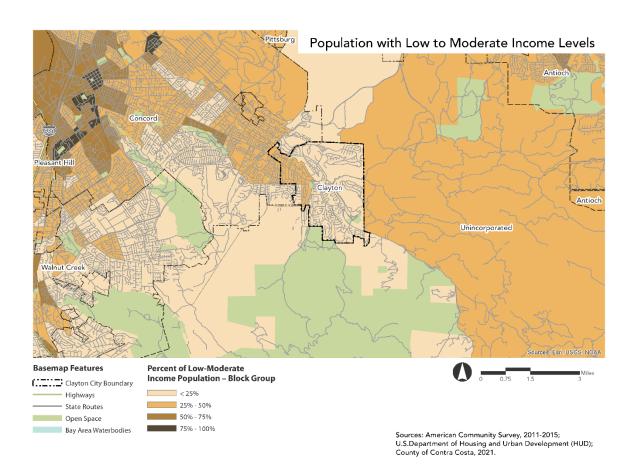


Figure 7-10: Population with Low to Moderate Income Levels - Clayton (2021)

HOUSING CHOICE VOUCHERS

Housing Choice Vouchers (HCVs) are a form of HUD rental subsidy issued to a low-income household that promises to pay a certain amount of the household's rent. Prices, or payment standards, are set based on the rent in the metropolitan area, and voucher households must pay any difference between the rent and the voucher amount. Participants of the HCV program are free to choose any rental housing that meets program requirements

An analysis of the trends in HCV concentration can be useful in examining the success of the program in improving the living conditions and quality of life of its holders. Key objectives of the HCV program are to encourage participants to avoid high poverty neighborhoods and encourage the recruitment of landlords with rental properties in low poverty neighborhoods. HCV programs are managed by Public Housing Agencies (PHAs), and the programs assessment structure (SEMAPS) includes an "expanding housing

opportunities" indicator that shows whether the PHA has adopted and implemented a written policy to encourage participation by owners of units located outside areas of poverty or minority concentration.

A study prepared by HUD's Office of Policy Development and Research found a positive association between the HCV share of occupied housing and neighborhood poverty concentration and a negative association between rent and neighborhood poverty¹. This means that HCV use was concentrated in areas of high poverty where rents tend to be lower. In areas where these patterns occur, the program has not succeeded in moving holders out of areas of poverty.

Regional Trends

In Contra Costa County, the Housing Authority of Contra Costa County (HACCC) administers approximately 7,000 units of affordable housing under the HCV program (and Shelter Care Plus program). Northwest Contra Costa County is served by the Richmond Housing Authority (RHA) that administers approximately 1,851 HCVs. East Contra Costa County is served by the Housing Authority of the City of Pittsburg (HACP), which manages 1,118 tenant-based HCVs. HCV recipients who live outside of Pittsburg must live within the jurisdiction for the first year after which portability outside of Pittsburg is available.

The HCV program serves as a mechanism for bringing otherwise unaffordable housing within reach of low-income populations. With reference to Figure 7-11, the program appears to be most prominent in western Contra Costa County, in heavily Black and Hispanic areas, and in the northeast of the County, in predominantly Black, Hispanic, and Asian areas. Central Contra Costa County largely has no data on the percentage of renter units with HCVs. The correlation between low rents and a high concentration of HCV holders holds true for the areas around San Pablo, Richmond, Martinez, Pittsburg, and Antioch.

.

¹ Devine, D.J., Gray, R.W., Rubin, L., & Taghavi, L.B. (2003). *Housing choice voucher location patterns: Implications for participant and neighborhood welfare*. Prepared for the U.S. Department of Housing and Urban Development, Office of Policy Development and Research, Division of Program Monitoring and Research.

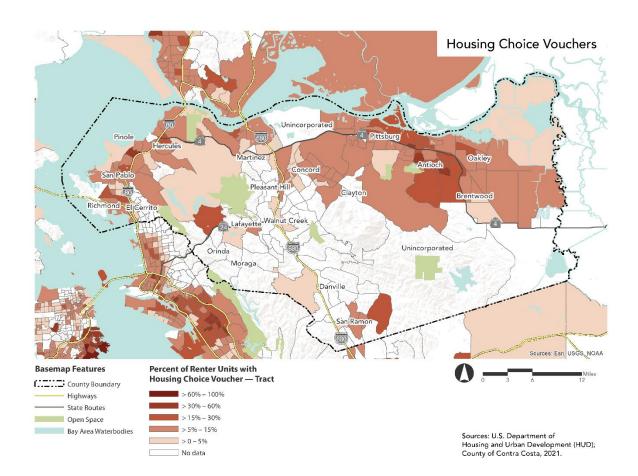


Figure 7-11: Regional Housing HCV Concentration by Tract in Contra Costa County (2021)

Figure 7-12 shows the Location Affordability Index in Contra Costa County. The index was developed by HUD in collaboration with the Department of Transportation under the federal Partnership for Sustainable Communities. One objective of the partnership is to increase public access to data on housing, transportation, and land use. Before this index was established, there was no standardized national data source on household transportation expenses, which limited the ability of homebuyers and renters to fully account for the cost of living in a particular city or neighborhood.

The prevailing standard of affordability in the United States is paying 30 percent or less of a household's income on housing. However, this prevailing standard fails to account for transportation costs, and transportation costs have grown significantly as a proportion of household income since the standard was established. According to the Bureau of Labor Statistics, in the 1930s, American households spent just 8 percent of their income on transportation. Since then, as a substantial proportion of the U.S. population has migrated from center cities to surrounding suburbs and exurbs and come to rely more heavily (or exclusively) on cars, that percentage has steadily increased, peaking at 19.1 percent in 2003. As of 2020, households spent on average about 17.4 percent of their annual income on transportation, second only

to housing costs in terms of budget impact.² And for many working-class and rural households, transportation costs actually exceed housing costs.

In Contra Costa County, most of the county has a median gross rent of \$2,000 to \$2,500. Central Contra County (areas between Danville and Walnut Creek) have the highest rents, or around \$3,000 or more. The most affordable tracts in the county are along the perimeter of the County in cities like Richmond, San Pablo, Martinez, Pittsburg, Antioch and Oakley. There are also some areas in the central part of the county with more affordable rents like Concord and sections of Walnut Creek.

Location Affordability Index Unincorporated **Clayton** Lafayette Walnut Creek Unincorporated Danville **Basemap Features** Median Gross Rent - Tract County Boundary <\$1,000 <\$1,500 Highways State Routes <\$2.000 <\$2,500 Bay Area Waterbodies <\$3,000 Sources: U.S. Department of Greater than \$3.000 Housing and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-12: Regional Median Gross Rent/Affordability Index by Tract (2021)

Local Trends

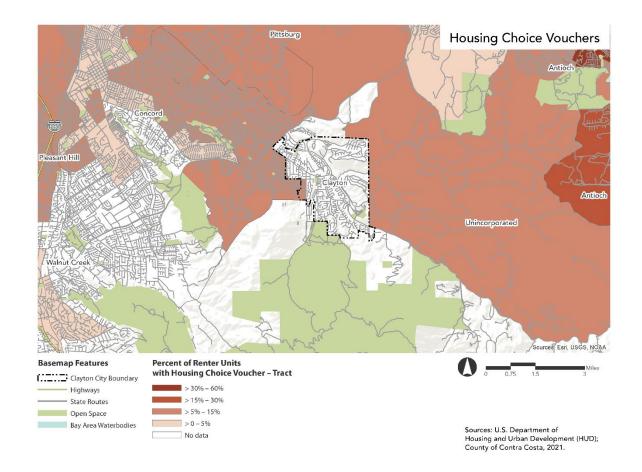
In Clayton, data report virtually no HCV use (Figure 7-13) except for a concentration of higher HCV use (five to 15 percent) one portion of the very western edge of the City. This higher rate may reflect spillover from the surrounding City of Concord since, within Clayton, these census tracts correspond to lower rates of overpayment by renters (20 to 40 percent). Most of Concord has between five to 15 percent HCV use,

² U.S. Department of Transportation, Bureau of Transportation Statistics, https://data.bts.gov/stories/s/ida7-k95k, accessed 4/26/22.

with a few areas of 0 to 5 percent. Like Clayton, Pleasant Hill has a few areas of HCV use except between five to 15 percent along its western edge. Walnut Creek has a concentration of HCV use between five to 15 percent along Interstate 680. Housing choice voucher use increases north of Clayton. In the city of Antioch, most of the city shows HCV usage rates between 15 to 30 percent, with some areas between 5 to 15 percent, and a few concentrations of 30 to 60 percent HCV use. The city of Pittsburg similarly shows rates of HCV use: between 5 to 15 percent and 15 to 30 percent. The unincorporated area of Bay Point shows rates of 5 to 15 percent HCV use. Lastly, the city of Martinez shows a wide range of HCV usage. Large areas of the southern part of the city show no HCV use, central parts of the city show usage between 0 to 5 percent and 5 to 15 percent, with an area adjacent to the waterfront showing HCV usage rates between 15 to 30 percent.

The entire City of Clayton reports median gross rents of between \$2,000 to \$2,500. Concord has rents between \$1,500 to \$2,000, while Pleasant Hill has rents between \$1,500 and \$2,500 and Walnut Creek between \$2,000 to \$2,500. Concord appears to be slightly more affordable for renters than Clayton and nearby cities. Median gross rent is much more varied among cities to the north and is more affordable than in Clayton. The city of Antioch shows a range of median gross rent, with the southern part of the city mostly showing rents between \$2,000 and \$2,500. Central and northern Antioch show rates between \$1,500 and \$2,000. The city of Pittsburg has median gross rental rates between \$1,500 and \$2,000. The same rates can be seen in the unincorporated area of Bay Point. In Martinez, areas closer to the waterfront are more affordable with median rents between \$1,000 and \$1,500 and increasing to between \$2,000 and \$2,500 in central and southern Martinez.

Figure 7-13: Housing Choice Vouchers - Clayton (2021)



Pittsburg Location Affordability Index Unincorporated Median Gross Rent - Tract **Basemap Features** Clayton City Boundary <\$1.000 Highways <\$1,500 State Routes <\$2,000 Open Space <\$2.500 Sources: American Community Survey, <\$3,000 Bay Area Waterbodies 2015-2019; U.S. Department of Housing Greater than \$3,000 and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-14: Location Affordability Index - Clayton (2021)

RACIALLY AND ETHNICALLY CONCENTRATED AREAS OF POVERTY (R/ECAP)

Racially and Ethnically Concentrated Areas of Poverty (R/ECAPs) are geographic areas with significant concentrations of poverty and minority populations. HUD developed a census-tract based definition of R/ECAP that relies on a racial and ethnic concentration threshold and a poverty test. The threshold states that an area with a non-White population of 50 percent or more would be identified as a R/ECAP; the poverty test defines areas of extreme poverty as areas where 40 percent or more of the population live below the federal poverty line or where the poverty rate is three times the average poverty rate for the metropolitan area (whichever is lower). Thus, an area that meets either the racial or ethnic concentration, and the poverty test would be classified as a R/ECAP. Identifying R/ECAPs facilitates an understanding of entrenched patterns of segregation and poverty due to the legacy effects of historically racist and discriminatory housing laws.

In Contra Costa County, the only area that meets the official definition of a R/ECAP is Monument Corridor in Concord (highlighted with red stripes in Figure 7-15).

Racially or Ethnically Concentrated Areas of Poverty "R/ECAPs"

Ploasant Hill
Richmond's El Carsto

Richmond's El Carsto

Orinda

Basemap Features

Racially or Ethnically Concentrated
Areas of Poverty (R/ECAPs) - Tract

Figure 1

Figure 2

Sources: U.S. Department of Housing and Urban Development, 2021 (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014) (2014)

Figure 7-15: Regional Racially and Ethnically Concentrated Areas of Poverty "R/ECAPs" (2021)

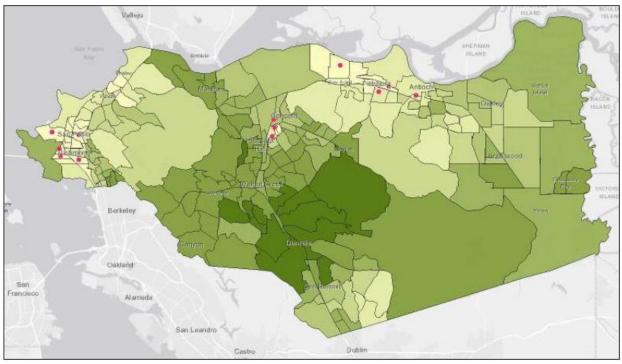
EXPANDED R/ECAPS IN CONTRA COSTA COUNTY

The HUD definition that utilizes the federal poverty rate is not suitable for analysis in the San Francisco Bay Area due to the high cost of living, according to the 2020 Contra Costa County AI. The HUD definition would severely underestimate whether an individual is living in poverty. The Contra Costa County AI proposes an alternate definition of a R/ECAP that includes majority-minority census tracts that have poverty rates of 25 percent or more. Under this definition, 12 additional census tracts (relative to using the HUD standard alone) would qualify as R/ECAPs in the areas of Antioch, Bay Point, Concord, Pittsburg, North Richmond, Richmond, and San Pablo (refer to Figure 7-16).

According to the 2012-2016 ACS, 69,326 people lived in these expanded R/ECAPs, representing 6.3 percent of the County's population. Hispanic and Black populations make up a disproportionately large percentage of residents who reside in R/ECAPs compared to the population of the County or region as a whole. In Contra Costa County, approximately 53 percent of individuals living in R/ECAPs are Hispanic, nearly 18 percent are Black, 19.57 percent are Mexican American, 4.65 percent are Salvadoran American, and 1.49 percent are Guatemalan American. Families with children under 18 still in the household make up almost 60 percent of the population in Contra Costa County's R/ECAPs, significantly higher than neighboring metropolitan areas of San Francisco, Oakland, and Hayward. To those already living in

poverty, the higher rate of dependent children in their households would translate to a greater strain on their resources.

Figure 7-16: Expanded R/ECAPs in Contra Costa County



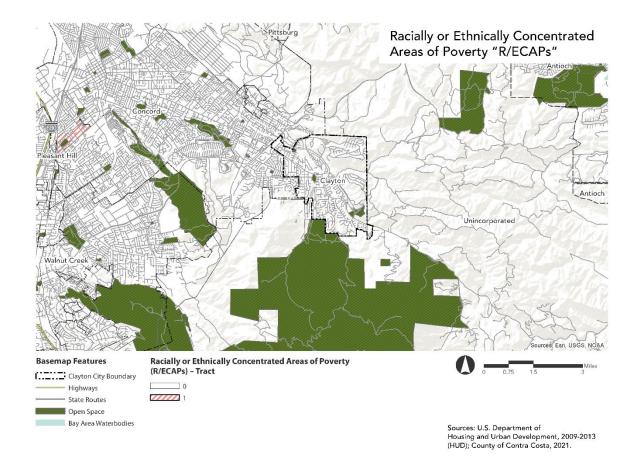
Source: Contra Costa County Analysis of Impediments to Fair Housing Choice January 2020-2025 (2020 AI).

Note: The 2020 AI does not provide a legend for the map shown above nor does it name the specific 12 additional R/ECAPs identified. The map shows the general location of the expanded R/ECAPs identified in the County.

Local Trends

There are no R/ECAP areas in Clayton (Figure 7-17).

Figure 7-17: Racially or Ethnically Concentrated Areas of Poverty "R/ECAPs" - Clayton (2021)



RACIALLY CONCENTRATED AREAS OF AFFLUENCE (RCAAS)

Racially Concentrated Areas of Affluence (RCAAs) are defined by HUD as communities with a large proportion of affluent and non-Hispanic White residents. According to a policy paper published by HUD, non-Hispanic Whites are the most racially segregated group in the United States. In the same way that neighborhood disadvantage is associated with concentrated poverty and high concentrations of people of color, distinct advantages are associated with residence in affluent, White communities.

Regional Trends

Figure 7-18 depicts RCAAs within Contra Costa County. According to the AFFH Data Viewer, the cities of Clayton, Danville, and Lafayette are considered RCAAs. Portions of Brentwood, San Ramon, Concord, Walnut Creek, Pleasant Hill, and Martinez are considered RCAAs. RCAAs are mostly concentrated in the central part of the County, with very little presence in cities along the San Joaquin River, Suisun Bay and Carquinez Strait.

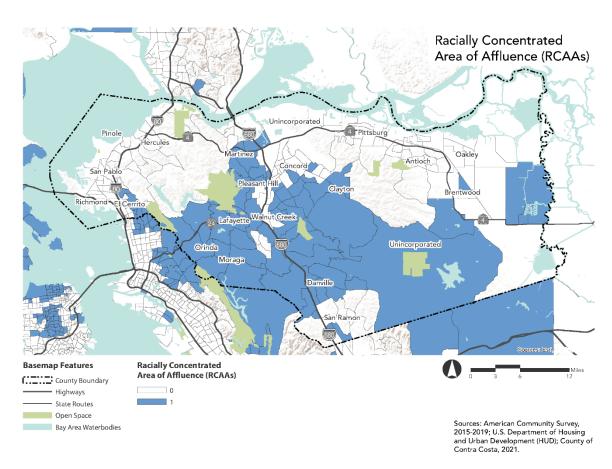


Figure 7-18: RCAA in Contra Costa County (2021)

Local Trends

The entire City of Clayton is defined as a RCAA, reflecting the high percentage of non-Hispanic White residents and high-income households. The southern part of the city of Concord bordering Walnut Creek is also considered a RCAA, along with a concentration in central Concord. The majority of the city of Pleasant Hill is an RCAA (apart from the southern part of the city). Much of Walnut Creek is also identified as a RCAA, with the exception of the central part of the city along Interstate 680. As for the waterfront cities and areas of Antioch, Pittsburg, Bay Point, and Martinez, only southern Martinez bordering Pleasant

Hill is identified as a RCAA. This pattern is reflective of higher percentages of non-White residents and lower household incomes in these communities, resulting in less advantaged communities.

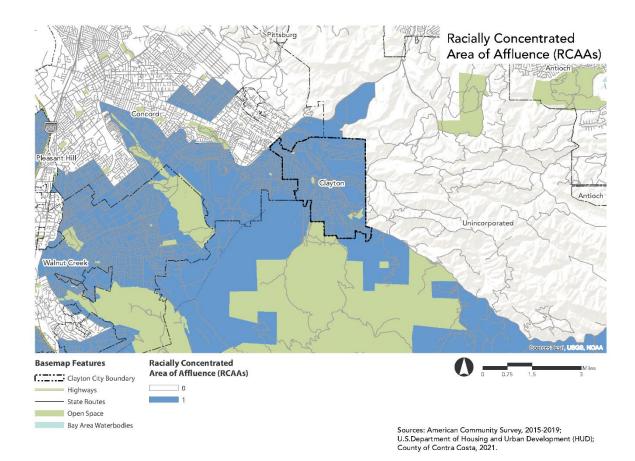


Figure 7-19: Racially Concentrated Areas of Affluence – Clayton (2021)

ACCESS TO OPPORTUNITIES

Access to opportunity is a concept to approximate the link between place-based characteristics (e.g., education, employment, safety, and the environment) and critical life outcomes (e.g., health, wealth, and life expectancy). Ensuring access to opportunity means both improving the quality of life for residents of low-income communities, as well as supporting residents' mobility and access to so-called high resource neighborhoods.

TCAC OPPORTUNITY MAPS

TCAC maps are opportunity maps created by the California Fair Housing Task Force (a convening of the Department of Housing and Community Development and the California Tax Credit Allocation Committee or TCAC) to provide research and evidence-based policy recommendations to further HCD's fair housing goals of: 1) avoiding further segregation and concentration of poverty; and 2) encouraging access to opportunity through land use policy and affordable housing, program design, and implementation. These

opportunity maps identify census tracts with highest to lowest resources, segregation, and poverty, which in turn inform the TCAC as to how to equitably distribute funding for affordable housing in areas with the highest opportunity through the Low-Income Housing Tax Credit (LIHTC) Program.

TCAC Opportunity Maps display areas by highest to lowest resources by assigning scores between 0 to 1 for each domain by census tracts where higher scores indicate higher "access" to the domain or higher "outcomes." Refer to Table 7-9 for a list of domains and indicators for opportunity maps. Composite scores are a combination score of the three domains that do not have a numerical value but rather rank census tracts by the level of resources (low, moderate, high, highest, and high poverty and segregation). The opportunity maps also include a measure or "filter" to identify areas with poverty and racial segregation. The criteria for these filters were:

- Poverty: Tracts with at least 30 percent of population under the federal poverty line
- Racial Segregation: Tracts with location quotient higher than 1.25 for Blacks, Hispanics, Asians, or all people of color in comparison to the County

Table 7-10: Domains and List of Indicators for Opportunity Maps

Domain	Indicator		
Economic	Poverty		
	Adult Education		
	Employment		
	Job Proximity		
	Median home value		
Environmental	CalEnviroScreen 3.0 pollution Indicators and values		
Education	Math proficiency		
	Reading proficiency		
	High School graduation rates		
	Student poverty rates		

Source: California Fair Housing Task Force, Methodology for the 2021 TCAC/ HCD Opportunity Maps, December 2020

High resource areas have high index scores for a variety of opportunity indicators such as high employment rates, low poverty rates, proximity to jobs, high educational proficiency, and limited exposure to environmental health hazards. High resource tracts are areas that offer low-income residents the best chance of a high quality of life, whether through economic advancement, high educational attainment, or clean environmental health. Moderate resource areas have access to many of the same resources as the high resource areas but may have fewer job opportunities, lower performing schools, lower median home values, or other factors that lower their indexes across the various economic, educational, and environmental indicators. Low resource areas are characterized as having fewer opportunities for employment and education, or a lower index for other economic, environmental, and educational indicators. These areas have greater quality of life needs and should be prioritized for future investment to improve opportunities for current and future residents.

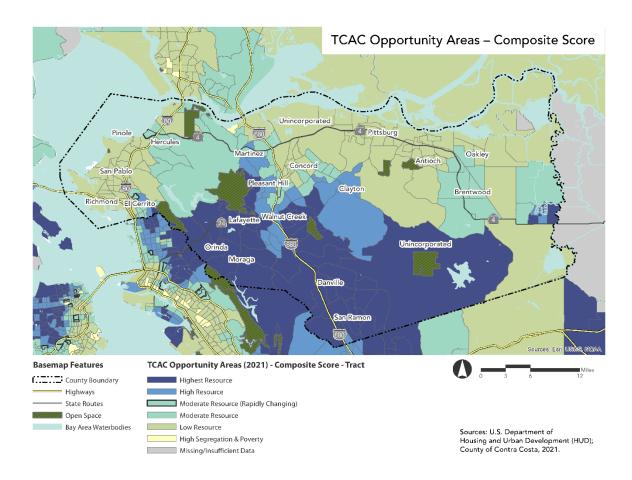
Information from opportunity mapping can help highlight the need for housing element policies and programs that would help to remediate conditions in low resource areas or areas of high segregation and

poverty, and to encourage better access to housing in high resource areas for low- and moderate-income households and negatively impacted households of Black, Indigenous, and People of Color (BIPOC).

Regional Trends

Figure 7-20 provides a visual representation of TCAC Opportunity Areas in Contra Costa County based on a composite score, where each tract is categorized based on percentile rankings of the level of resources within the region. The only census tract in Contra Costa County considered an area of high segregation and poverty is located in Martinez. Concentrations of low resource areas are located in the northwestern and eastern parts of the county (Richmond to Hercules and Concord to Oakley); census tracts with the highest resources are located in central and southern parts of the county (San Ramon, Danville, Moraga, and Lafayette).

Figure 7-20: Regional TCAC Composite Scores by Tract (2021)



Local Trends

Clayton has a high resource composite score for the entire City (Figure 7-21). Walnut Creek is most similar to Clayton with high and highest resource scores. Pleasant Hill has moderate and high resource scores. The City of Concord has mostly low resource scores, with a few concentrations of moderate resource scores and a small area of high resource scores. Communities along the Carquinez Strait, Suisun Bay and

San Joaquin River have starkly different TCAC composite scores. Antioch, Pittsburg, and Bay Point all have low TCAC composite scores. An area of Martinez adjacent to the waterfront has a high segregation and poverty score. Scores improve in areas of the city farther from the waterfront, with the rest of the city having moderate and high resource scores.

TCAC Opportunity Areas – Composite Score Clayton **Basemap Features** TCAC Opportunity Areas - Composite Score - Tract Clayton City Boundary Highest Resource High Resource Highways - State Routes Moderate Resource (Rapidly Changing) Open Space Moderate Resource Bay Area Waterbodies Low Resource Sources: U.S. Department of Housing and Urban Development (HUD);

Figure 7-21: TCAC Opportunity Areas – Composite Score - Clayton (2021)

OPPORTUNITY INDICES

This section presents the HUD-developed index scores based on nationally available data sources to assess residents' access to key opportunity assets in comparison to the County. Table 7-10 provides index scores or values (the values range from 0 to 100) for the following opportunity indicator indices:

School Proficiency Index: The school proficiency index uses school-level data on the performance of 4th grade students on State exams to describe which neighborhoods have high-performing elementary schools nearby and which are near lower performing elementary schools.

High Segregation & Poverty

Missing/Insufficient Data

The higher the index value, the higher the school system quality is in a neighborhood.

County of Contra Costa, 2021.

Labor Market Engagement Index: The labor market engagement index provides a summary description of the relative intensity of labor market engagement and human capital in a neighborhood. This is based upon the level of employment, labor force participation, and educational attainment in a census tract.

The higher the index value, the higher the labor force participation and human capital in a neighborhood.

Transit Trips Index: This index is based on estimates of transit trips taken by a family that fits the description of a three-person single-parent family with income at 50 percent of the median income for renters for the region (i.e., the Core-Based Statistical Area, or CBSA).

The higher the transit trips index value, the more likely residents in that neighborhood utilize public transit.

Low Transportation Cost Index: This index is based on estimates of transportation costs for a family that fits the description of a three-person single-parent family with income at 50 percent of the median income for renters for the region/CBSA.

The higher the index value, the lower the cost of transportation in that neighborhood.

Jobs Proximity Index: The jobs proximity index quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within a region/CBSA, with larger employment centers weighted more heavily.

The higher the index value, the better the access to employment opportunities for residents in a neighborhood.

Environmental Health Index: The environmental health index summarizes potential exposure to harmful toxins at a neighborhood level. The higher the index value, the less exposure to toxins harmful to human health.

The higher the index value, the better the environmental quality of a neighborhood, where a neighborhood is a census block-group.

Table 7-11: Opportunity Indices by Race/Ethnicity – Contra Costa County

	Cohool Torreit			contra costa coanty		
	School	Labor	Transit	Low	Jobs	
	Proficiency	Market	Trip	Transportation	Proximity	Environmental
	Index	Index	Index	Cost Index	Index	Health Index
Contra Costa Co	ounty					
Total Populatio	on					
White, Non-	68.58	68.81	25.37	85.80	44.03	45.07
Hispanic						
Black, Non-	33.93	41.36	47.38	87.29	24.51	27.23
Hispanic						
Hispanic	37.52	41.48	38.92	87.46	28.52	33.18
Asian or	60.52	66.82	34.60	85.77	36.63	37.04
Pacific						
Islander,						
Non-Hispanic						
Native	47.92	50.96	32.08	86.46	31.05	39.26
American,						
Non-Hispanic						
Population Belo	ow Federal Povei	ty Line				
White, Non-	53.57	55.48	29.27	86.99	38.40	40.47
Hispanic						
Black, Non-	23.53	30.31	51.51	88.92	23.77	25.63
Hispanic						
Hispanic	27.11	31.43	43.96	88.74	26.45	29.31
Asian or	47.64	51.79	42.36	88.62	38.86	28.47
Pacific						
Islander,						
Non-Hispanic						
Native	27.08	34.40	46.03	88.11	27.10	25.31
American,						
Non-Hispanic						
				le and are subject to sam		

Note: American Community Survey Data are based on a sample and are subject to sampling variability. See page 31 for index score meanings.

Source: AFFHT Data Table 12; Data Sources: Decennial Census; ACS; Great Schools; Common Core of Data; SABINS; LAI; LEHD; NATA

EDUCATION

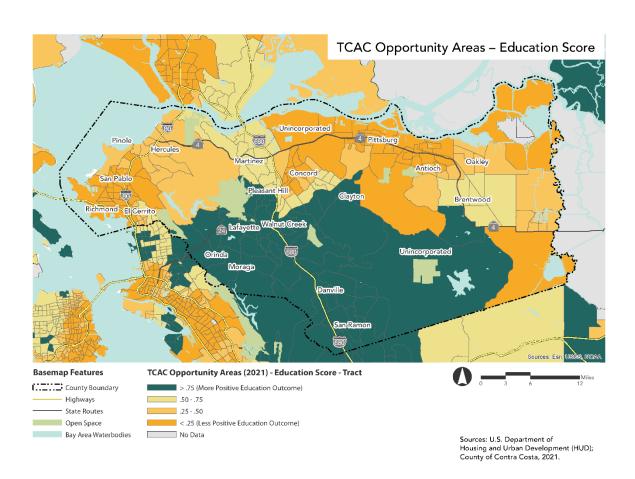
Housing and school policies are mutually reinforcing, which is why it is important to analyze access to educational opportunities when assessing fair housing. At the most general level, school districts with the greatest amount of affordable housing tend to attract larger numbers of LMI families (largely composed of minorities). As test scores reflect student demographics, where Black/Hispanic/Latino students routinely score lower than their White peers, less diverse schools with higher test scores tend to attract higher income families to the school district. This is a fair housing issue because as higher income families move to the area, the overall cost of housing rises and an exclusionary feedback loop is created, leading to increased racial and economic segregation across districts as well as decreased access to high-performing schools for non-White students.

Regional Trends

The 2021 TCAC Opportunity Areas Education Composite Score for a census tract is based on math and reading proficiency, high school graduation rate, and student poverty rate indicators. The score is broken up by quartiles, with the highest quartile indicating more positive education outcomes and the lowest quartile signifying less positive outcomes.

There are 19 public school districts in Contra Costa County, in addition to 124 private schools and 19 charter schools. Map 22 shows that the northwestern and eastern parts of the county have the lowest education domain scores (less than 0.25) per census tracts, especially around Richmond, San Pablo, Pittsburg, Antioch, east of Clayton, and Concord and its northern unincorporated areas. Census tracts with the highest education domain scores (greater than 0.75) are located in central and southern parts of the county (bounded by San Ramon on the south; Orinda and Moraga on the west; and Lafayette, Walnut Creek, Clayton, and Brentwood on the north). Overlaying Figures 7-10 and 7-22 reveals that areas with lower education scores correspond with areas with lower-income households (largely composed of minorities) and vice versa. Table 7-12 indicates that index values for school proficiency are higher for White residents, indicating a greater access to high quality schools regardless of poverty status.

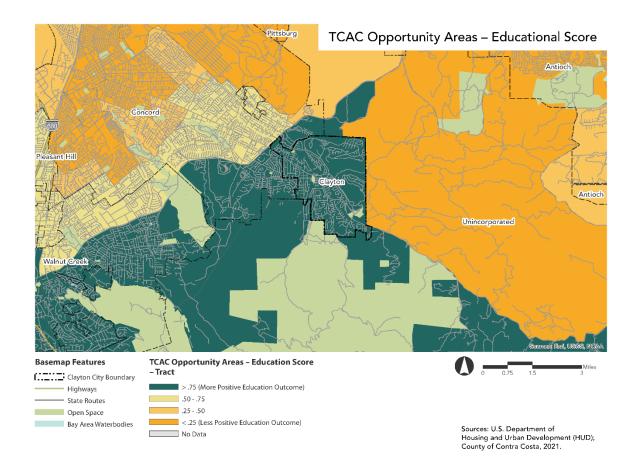
Figure 7-22: Regional TCAC Education Scores (2021)



Local Trends

According to www.publicschoolreview.com, two public schools are located within Clayton. The entire City has a TCAC education score above 0.75, which is the most positive education outcome (Figure 7-23). The two public schools in Clayton are within the top 30 and 20 percent of California school rankings based on student test scores (Figure 7-24). The cities of Walnut Creek and Pleasant Hill have TCAC scores of 0.50 to 0.75, while the City of Concord has scores mostly below 0.25, with some areas having scores between 0.25 and 0.50 and 0.50 and 0.75. Pittsburg and Bay Point have TCAC education scores below 0.25 percent, indicating poorer educational outcomes. The majority of Antioch also receives TCAC education scores below 0.25, with two sections on the eastern edge of the city bordering Oakley and Brentwood receiving scores between 0.25 and 0.5 and 0.5 and 0.75. Martinez has a wider array of scores, with most of the city receiving a TCAC education score between 0.5 and 0.75. Southern areas of the city close to Pleasant Hill receive the most positive TCAC score of above 0.75.

Figure 7-23: TCAC Opportunity Areas – Education Score - Clayton (2021)



California Public School Rankings, 2021

Antioch

Pleasant Hill

Pleasant Hill

Unincorporated

Figure 7-24: California Public School Rankings (2021)

California School Rankings

Top 1%

Top 5% Top 10%

Top 20%

Top 30%

Top 50% Bottom 50%

0

based on Student Test Scores



Basemap Features

Clayton City Boundary

Bay Area Waterbodies

Highways

Open Space

Access to public transit is of paramount importance to households affected by low incomes and rising housing prices, especially because lower-income households are often transit dependent. Access to employment via public transportation can reduce reliance on government subsidies and increase housing mobility, which enables residents to locate housing outside of traditionally low-income neighborhoods.

Transportation opportunities are depicted by two indices: 1) the transit trips index; and 2) the low transportation cost index. The transit trips index measures how often low-income families in a neighborhood use public transportation. The index ranges from 0 to 100, with higher values indicating a higher likelihood that residents in a neighborhood utilize public transit. The low transportation cost index measures cost of transportation and proximity to public transportation by neighborhood. It, too, varies from 0 to 100, and higher scores point to lower transportation costs in that neighborhood.

Sources: Public School Review, 2021;

and Urban Development (HUD); County of Contra Costa, 2021.

U.S. Department of Housing

Regional Trends

In Contra Costa County, neither index, regardless of poverty level, varies noticeably across racial/ethnic categories. All races and ethnicities score highly on both indices, with values close in magnitude. If these indices are accurate depictions of transportation accessibility, it might be concluded that all racial and ethnic classes have high and relatively equal access to transportation at both the jurisdictional and regional levels. If anything, both indices appear to take slightly higher values for non-Hispanic Blacks and Hispanics, suggesting better access to transit and lower costs for these protected groups.

Contra Costa County is served by light and heavy rail, bus, and ferry transit, but the quality of service varies across the county. Much of Contra Costa County is connected to other parts of the East Bay—as well as to San Francisco and San Mateo counties—by Bay Area Rapid Transit (BART) rail service. The Richmond-Warm Springs/South Fremont and Richmond-Daly City/Millbrae BART Lines serve El Cerrito and Richmond during peak hours, while the Antioch-SFO Line extends eastward from the San Francisco Peninsula and Oakland to serve Orinda, Lafayette, Walnut Creek, Contra Costa Center/Pleasant Hill, Concord, and the Pittsburg/Bay Point station. An eastward extension, commonly known as eBART, began service on May 26, 2018. The extension provides service beyond the Pittsburg/Bay Point station to the Pittsburg Center and Antioch stations. BART is an important form of transportation that helps provide Contra Costa County residents access to jobs and services in other parts of the Bay Area. The Amtrak Capitol Corridor route provides (heavy) rail service between San Jose and Sacramento and serves commuters at stations located in Martinez and Richmond.

In contrast to rail transportation, bus service is much more fragmented in the County and regionally. Several different bus systems—including Tri-Delta Transit, AC Transit, County Connection, and WestCat—provide local service in different sections of the County. In the Bay Area, 18 different agencies provide bus service. The lack of an integrated network can make it harder for transit riders to understand how to make a trip that spans multiple operators and add costs during a daily commute. For example, an East Bay Regional Local 31-day bus pass is valid on County Connection, Tri-Delta Transit, and WestCAT but cannot be used on AC Transit. Additionally, these bus systems often do not have frequent service. In central Contra Costa, County Connection buses may run as infrequently as every 45 to 60 minutes on some routes.

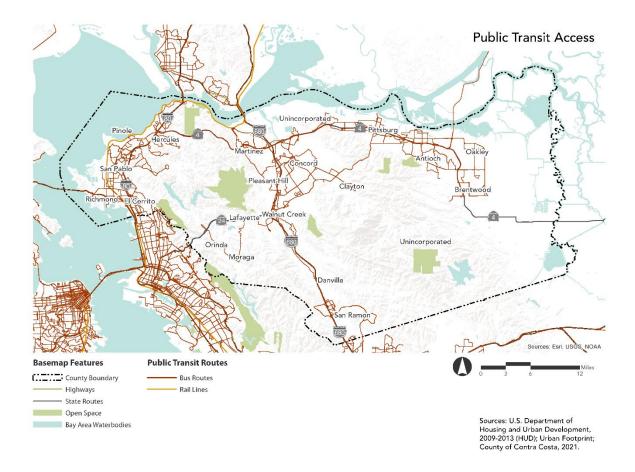
Within Contra Costa County, transit is generally not as robust as compared to more urban cities in the Bay Area, in despite growing demand for public transportation among the County's residents. The lack of adequate public transportation makes it more difficult for lower-income people to access jobs. Average transit commutes in Pittsburg and Antioch exceed 70 minutes. In Brentwood, average transit commute times exceed 100 minutes.

Transit agencies that service Contra Costa County include County Connection, Tri Delta Transit, WestCAT, AC Transit, and BART. The County Connection bus system, operated by the Central Contra Costa Transit Authority (CCCTA), is the largest bus transit system in the county that provides fixed-route and paratransit bus service for communities in Central Contra Costa. Other non-Contra Costa agencies that provide express service to the county include:

- San Francisco Bay Ferry (Richmond to SF Ferry Building)
- Golden Gate Transit (Line 40)

- WHEELS Livermore Amador Valley Transit Authority (Route 70x)
- SolTrans (Route 80/82 and the Yellow Line)
- Amtrak Capitol Corridor (Richmond/Martinez to cities between Auburn and San Jose)
- Fairfield & Suisun Transit (Intercity express routes)
- Altamont Corridor Express (commute-hour trains from Pleasanton)
- Napa Vine Transit (Route 29)

Figure 7-25: Regional Public Transit Access (2021)



Local Trends

The website www.alltransit.cnt.org measures the number of transit trips per week a household takes and the number of jobs accessible by transit for a geographic area and assigns a score. Based on these factors, Clayton has an alltransit.org score of 3.1 out of 9+. Clayton has both a low number of trips per week and a low number of jobs accessible by transit. The website estimates that only 14 percent of Clayton residents commute by transit. County Connection provides fixed-route bus service for Clayton to connect to nearby cities and the Concord BART Station. The surrounding cities of Concord, Pleasant Hill, and Walnut Creek have higher alltransit.org scores of 5.5, 5.2, and 4.7 respectively. As visualized in Figure 7.25, cities along the waterfront are generally better connected via bus routes. Antioch and Pittsburg receive high alltransit.org scores of 6.6 and 7.5, respectively. Bay Point does not receive a score as an unincorporated

area. Martinez receives a score of 4.8, indicating a low number of trips per week and jobs accessible via transit.

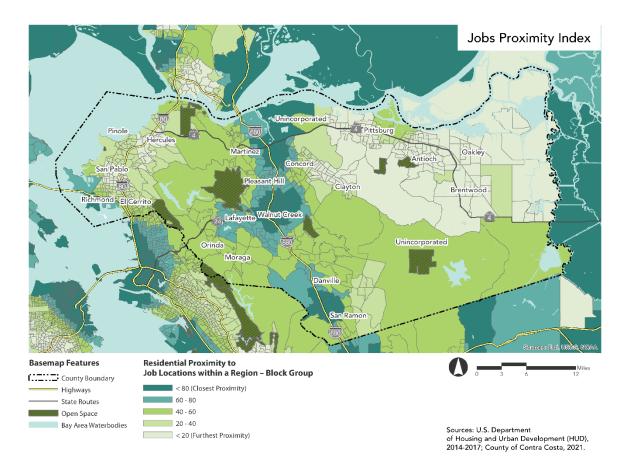
ECONOMIC DEVELOPMENT

Employment opportunities are indicated by two indices: 1) the labor market engagement index; and 2) the jobs proximity index. The labor market engagement index provides a summary description of the relative intensity of labor market engagement and human capital in a neighborhood, considering the unemployment rate, labor-force participation rate, and percent with a bachelor's degree or higher. The index ranges from 0 to 100, with higher values indicating higher labor force participation and human capital. The jobs proximity index quantifies the accessibility of a neighborhood to jobs in the region by measuring the physical distances between jobs and places of residence. It too varies from 0 to 100, and higher scores point to better accessibility to employment opportunities.

Regional Trends

In Contra Costa County, non-Hispanic Whites and non-Hispanic Asians/Pacific Islanders are at the top of the labor market engagement index with scores of 66.76 and 66.87, respectively. Non-Hispanic Blacks and Hispanics score the lowest in the county, with scores around 32. (Refer to Table 7-12 for a full list of indices.) Map 26 shows the spatial variability of jobs proximity in Contra Costa County. Tracts extending north from Lafayette to Martinez and surrounding unincorporated areas have the highest index values, followed by directly adjacent areas. Cities like Pittsburg, Antioch, Brentwood, Oakley, and Hercules have the lowest index scores (less than 20).

Figure 7-26: Regional Jobs Proximity Index (2021)



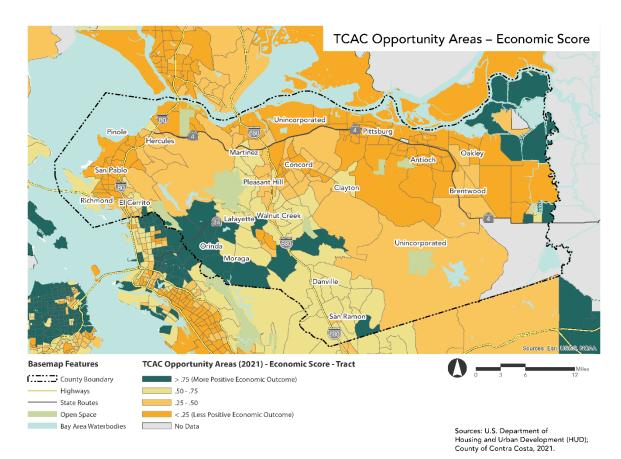


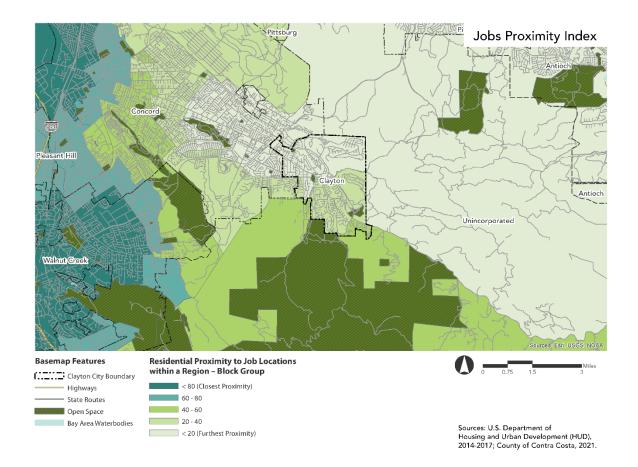
Figure 7-27: Regional TCAC Opportunity Areas – Economic Score (2021)

Local Trends

Most of Clayton has a jobs proximity index of below 20, which is the furthest proximity (Map 28). The eastern and southern parts of Clayton have a jobs proximity index score between 20 to 40, which corresponds to higher economic scores (Map 29). The southern part of Clayton is closer to the CEMEX quarry, the third largest employer in Clayton as of 2022 according to City records. The nearby City of Concord similarly has some tracts adjacent to Clayton where the job proximity index is below 20. The closer the census tract is to State Route 242 and I-680 and their adjacent commercial corridors, the higher the jobs proximity index score, with some tracts having the closest proximity score of 80 or above. The City of Pleasant Hill has scores of 60 to 80, while tracts further away from the highway have scores of 40 to 60. Walnut Creek has census tracts adjacent to I-680 with a job proximity index of above 80; similar to other cities, this score goes down (between 40 to 60 at the lowest) the farther away the census tract is from the freeways and commercial corridors.

The city of Antioch receives similar job proximity index scores to Clayton, with most of the city receiving a score below 20, indicating farthest proximity. Two small areas on the edge of the city receive slightly higher scores between 20 to 40. The eastern part of Pittsburg receives scores between 20 to 40 and 40 to 60, while the western part of the city receives scores below 20. The unincorporated area of Bay Point also receives scores below 20. Martinez receives the highest jobs proximity index scores, with eastern parts of the city along I-680 receiving scores above 80, indicating the closest job proximity. The western parts of the city farther from the interstate and commercial corridor receive scores between 40 to 60.

Figure 7-28: Jobs Proximity Index – Clayton (2021)



In Clayton, the City has economic scores of 0.25 to 0.50 and 0.50 to 0.75. Scores above 0.75 represent the most positive economic outcome while scores below 0.25 are the least positive economic outcome. The economic score accounts for levels of poverty, adult education, employment, job proximity, and median home value for the area. Nearby Walnut Creek is similar to Clayton, with most census tracts having scores between 0.25 to 0.50 and 0.50 to 0.75. Pleasant Hill and Concord both have lower economic scores between 0.25 to 0.50 and below 0.25, which is the least positive economic outcome. Economic scores in Antioch, Pittsburg, and Bay Point are all less than 0.25, indicating the least positive economic outcome. Northern Martinez receives scores of less than 0.25 and between 0.25 and 0.5. Scores improve to between 0 And 0.75 in the western part of Martinez.

Pittsburg TCAC Opportunity Areas – Economic Score Antioch Unincorporated ources: Esri, USGS, NOA TCAC Opportunity Areas - Economic Score **Basemap Features** Clayton City Boundary > .75 (More Positive Economic Outcome) Highways .50 - .75 State Routes Open Space < .25 (Less Positive Economic Outcome)</p> Bay Area Waterbodies Sources: U.S. Department of No Data Housing and Urban Development (HUD); County of Contra Costa, 2021.

Figure 7-29: TCAC Opportunity Area – Economic Score - Clayton (2021)

ENVIRONMENT

The Environmental Health Index summarizes potential exposure to harmful toxins at a neighborhood level. Index values range from 0 to 100 and the higher the index value, the less exposure to toxins harmful to human health. Therefore, the higher the value on the Environmental Health Index, the better the environmental quality of a neighborhood, where a neighborhood is a census block-group. There are modest differences across racial and ethnic groups in neighborhood access to environmental quality. All racial/ethnic groups in Contra Costa County are shown to have moderate scores, ranging from low 40s to mid–50s. Non-Hispanic Blacks and Hispanics have the lowest scores among all residents in Contra Costa County, with scores of 43, whereas non-Hispanic Whites and Asians/Pacific Islanders have the highest scores (over 50) (refer to Table 7-12).

CalEnviroScreen was developed by the California Environmental Protection Agency (CalEPA) to evaluate pollution sources in a community while accounting for a community's vulnerability to the adverse effects of pollution. Measures of pollution burden and population characteristics are combined into a single composite score that is mapped and analyzed. Higher values on the index indicate higher cumulative environmental impacts on individuals arising from these burdens and population factors.

The California Office of Environmental Health Hazard Assessment (OEHHA) compiles these scores to help identify California communities disproportionately burdened by multiple sources of pollution. In addition to environmental factors (pollutant exposure, groundwater threats, toxic sites, and hazardous materials exposure) and sensitive receptors (seniors, children, persons with asthma, and low birth weight infants), CalEnviroScreen also considers socioeconomic factors such as educational attainment, linguistic isolation, poverty, and unemployment. For the CalEnviroScreen metric, the lower the value, the better the environmental quality of a neighborhood.

Regional Trends

Figure 7-30 displays the Environmental Score for Contra Costa County based on CalEnviroScreen 3.0 Pollution Indicators and Values that identify communities in California disproportionately burdened by multiple sources of pollution and that face vulnerability due to socioeconomic factors. The highest scoring 25 percent of census tracts were designated as disadvantaged communities. In Contra Costa County, disadvantaged communities include census tracts in North Richmond, Richmond, Pittsburg, San Pablo, Antioch, Rodeo, and Oakley.

Figure 7-30: Regional TCAC Opportunity Areas – Environmental Score (2021)

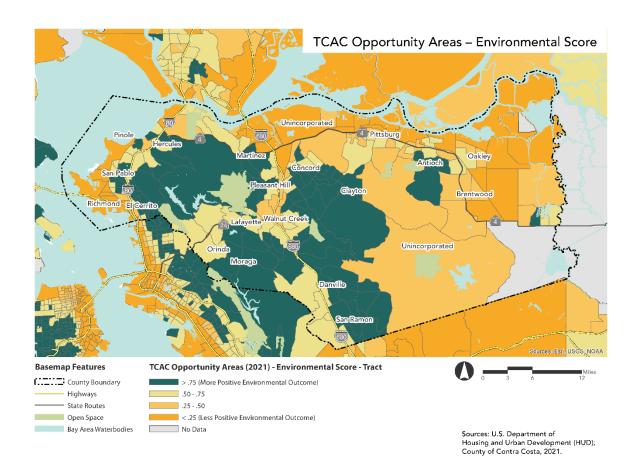


Figure 7-31 shows updated scores for CalEnviroscreen 4.0 released by the California Office of Environmental Health Hazard Assessment. Adverse environmental impacts are concentrated around the northern border of the County (Bay Point to Pittsburg) and the western County border (Richmond to Pinole). Areas around Concord to Antioch have moderate scores, and the rest of the County has relatively low scores. From central Contra Costa County, the data display an almost radial gradient effect of green to red (least to most pollution).

CalEnviroScreen 4.0 **Basemap Features** CalEnviroScreen 4.0 Results - Tract County Boundary 24% or Lower Highways 25% - 49% State Routes 50% - 74%

Figure 7-31: Regional CalEnviroScreen 4.0 (2021)

Local Trends

Open Space

Bay Area Waterbodies

75% or Higher

The entire City of Clayton has a CalEnviroScreen 4.0 score of 24 percent or lower, which indicates fewer adverse environmental impacts. Walnut Creek and Pleasant Hill have scores between 25 to 49 percent, while Concord has score of 50 to 75 percent and 75 percent or higher, indicating more adverse environmental impacts. Waterfront cities in the area generally experience greater adverse environmental impacts. Unincorporated Bay Point receives a score of 75 percent or higher along with the northern part of Pittsburg, indicating the greatest level of adverse environmental impacts. The southern part of Pittsburg receives scores between 50 to 74 percent. Northern Martinez near the waterfront similarly receives a score of 75 percent or higher, with scores decreasing to between 50 and 74 percent and 25 to 49 percent in areas of the city away from the strait.

Sources: California Office of Environmental

Health Hazard Assessment, 2021, U.S. Department of Housing and Urban Development (HUD); County of Contra Costa, 2021.

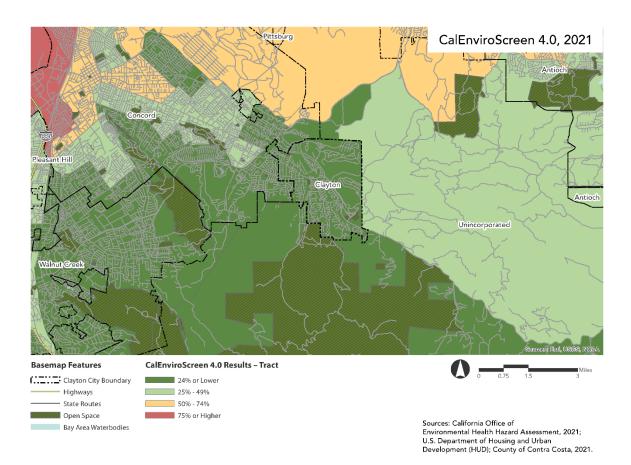


Figure 7-32: CalEnviroScreen 4.0 - Clayton (2021)

HEALTH AND RECREATION

Residents should have the opportunity to live a healthy life and live in healthy communities. The Healthy Places Index (HPI) is a tool that allows local officials to diagnose and change community conditions that affect health outcomes and the wellbeing of residents. The HPI tool was developed by the Public Health Alliance of Southern California to assist in comparing community conditions across the State and combined 25 community characteristics such as housing, education, economic, and social factors into a single indexed HPI Percentile Score, where lower percentiles indicate lower conditions.

Regional Trends

Figure 7-33 shows the HPI percentile score distributions for Contra Costa County. The majority of the County falls in the two highest categories, indicating healthy conditions. Cities with the highest percentile ranking, which indicates less healthy conditions, are Pittsburg, San Pablo, and Richmond, as well as portions of Concord.

Healthy Places Index **Healthy Places Index** Basemap Features (Total Percentile Ranking) County Boundary 0 - 25 (Less Healthy Conditions) Highways

Figure 7-33: Regional Healthy Places Index (2021)

25-50

75 -100 (Healthier Conditions)

50-75

Local Trends

State Routes

Bay Area Waterbodies

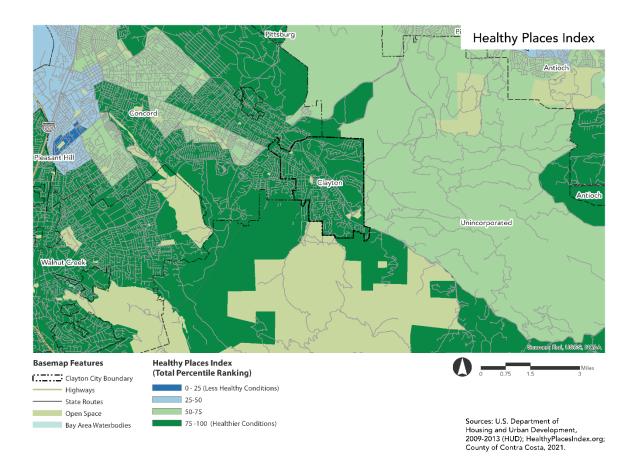
Open Space

The entire City of Clayton has a HPI score of 75 to 100, which indicates healthier conditions (Figure 7-34). Walnut Creek and Pleasant Hill have the same HPI score, while Concord has census tracts with scores of 25 to 50 and a small area with a score of 0 to 25, which indicates less healthy conditions. Communities along the waterfront generally experience less healthy conditions. The city of Antioch receives HPI scores of 0 to 25 and 25 to 50 closer to the riverfront and scores of 50 to 75 and 75 to 100 farther inland, suggesting that conditions are poorer in riverfront neighborhoods. In Pittsburg, much of the city receives scores between 0 to 25 and 25 to 50, with a few areas receiving scores between 50 to 75. Unincorporated Bay Point similarly receives scores between 0 to 25 and 25 to 50. Healthy Places Index scores in Martinez follow a similar pattern to that of Antioch, with poorer scores of 25 to 50 along waterfront areas and healthier scores of 50 to 75 and 75 to 100 farther inland away from the strait.

Sources: U.S. Department of

Housing and Urban Development, 2009-2013 (HUD); HealthyPlacesIndex.org; County of Contra Costa, 2021.

Figure 7-34: Healthy Places Index - Clayton (2021)



DISPROPORTIONATE NEEDS

Disproportionate housing needs generally refers to a condition in which significant disparities exist in the proportion of members of a protected class experiencing a category of housing need when compared to the proportion of members of any other relevant groups, or the total population experiencing that category of housing need in the applicable geographic area. The Comprehensive Housing Affordability Strategy (CHAS) developed by the U.S. Census for HUD provides detailed information on housing needs by income level for different types of households in Contra Costa County. Housing problems considered by CHAS include:

- Housing cost burden, including utilities, exceeding 30 percent of gross income
- Severe housing cost burden, including utilities, exceeding 50 percent of gross income
- Overcrowded conditions (housing units with more than one person per room)
- Units with physical defects (lacking complete kitchen or bathroom)

According to the Contra Costa County AI, a total of 164,994 households (43.9 percent) in the County experience any one of the above housing problems; 85,009 households (22.62 percent) experience severe housing problems. Based on relative percentage, Hispanic households experience the highest rate of housing problems regardless of severity, followed by Black households and Other races. Table 7-11 lists the demographics of households with housing problems in the County.

Table 7-12: Demographics of Households with Housing Problems in Contra Costa County

	Total Number of Households	Households v Probl			h Severe Housing olems
White	213,302	80,864	37.91%	38,039	17.83%
Black	34,275	19,316	56.36%	10,465	30.53%
Asian/Pacific Islander	51,353	21,640	42.14%	10,447	20.34%
Native American	1,211	482	39.80%	203	16.76%
Other	10,355	5,090	49.15%	2,782	26.87%
Hispanic	65,201	37,541	57.58%	23,002	35.28%
Total	375,853	164,994	43.90%	85,009	22.62%

Source: Contra Costa County AI (2020)

Significant disparities are apparent between the rates of housing problems that larger families (households of five or more people) experience and the rates of housing problems that families of five or fewer people experience. Larger families tend to experience housing problems more than smaller families. Non-family households in Contra Costa experience housing problems at a higher rate than smaller family households, but at a lower rate than larger family households. Table 7-12 lists the number of households with housing problems according to household type.

Table 7-13: Household Type and Size in Contra Costa County

Household Type	No. of Households with Housing Problems
Family Households (< 5 people)	85,176
Family Households (> 5 people)	26,035
Non-family Households	53,733

Source: Contra Costa County AI (2020)

COST BURDEN (OVERPAYMENT)

Housing cost burden, or overpayment, is defined as households paying 30 percent or more of their gross income on housing expenses, including rent or mortgage payments and utilities. Renters are more likely to overpay for housing costs than homeowners. Housing cost burden is considered a housing need because households that overpay for housing costs may have difficulty affording other necessary expenses, such as childcare, transportation, and medical costs.

Regional Trends

Figure 7-35 identifies concentrations of cost-burdened renter households in and around San Pablo, Pittsburg, Antioch, west Brentwood and Oakley, East San Ramon, and northern parts of Concord. In these tracts, over 80 percent of renters experience cost burdens. The majority of east Contra Costa has 60 to 80 percent of renter households that experience cost burdens; west Contra Costa has 20 to 40 percent of renter households that experience cost burdens. Census tracts with a low percentage of cost-burdened households are located between San Ramon and Martinez on a north-south axis. In these tracts, less than 20 percent of renter households experience cost burdens.

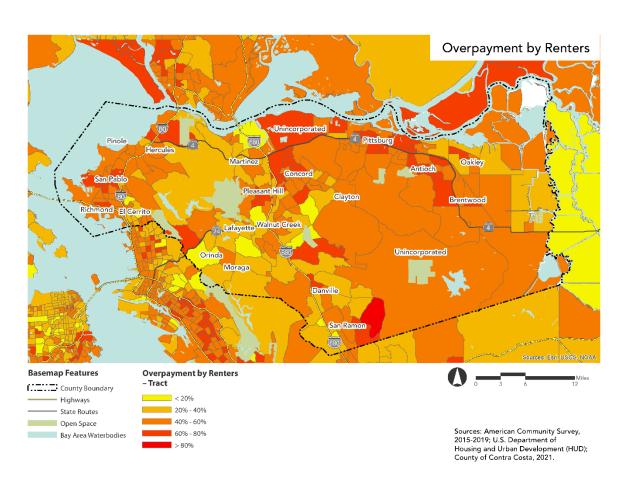


Figure 7-35: Regional Overpayment by Renters (2021)

Local Trends

As presented in Table 7-13, 42 percent of all households in Clayton experience cost burdens. This rate is higher for renter households, with 55 percent experiencing cost burdens, than owner households, with 41 percent experiencing cost burdens. In comparison, Contra Costa County residents overall have a higher rate of cost burden (52 percent). Renters in Contra Costa County experience cost burdens at higher rates than owners (72.8 percent compared to 40.6 percent).

Table 7-14: Households that Experience Cost Burden by Tenure in Contra Costa County and Clayton

		<u> </u>	<u> </u>	
			Contra Costa County	
Total Num Househo		Cost burden > 30%	Cost burden > 50%	Percentage of Households that Experience Cost Burden
Owners Only	257,530	74,545	30,010	40.6%
Renters Only	134,750	65,055	33,040	72.8%
All Households	392,280	139,595	63,050	51.6%
Clayton				
Total Number Households	of	Cost burden > 30%	Cost burden > 50%	Percentage of Households that Experience Cost Burden
Owners Only	3,920	1,095	530	41%
Renters Only	280	95	60	55%
All Households	4,200	1,185	590	42%

Source: https://www.huduser.gov/portal/datasets/cp.html

Most of Clayton census tracts have 40 to 60 percent of overpayment by renters (Map 36). A concentration of tracts occurs in western Clayton, where overpayment by renters falls below 40 percent. This area may be spillover from surrounding areas, as this trend is not explained by other trends in Clayton. The City of Concord has areas of higher rates of overpayment—between 60 to 80 percent—but mostly tracts with overpayment by 40 to 60 percent. Pleasant Hill has tracts with renters overpaying between 20 to 40 percent, 40 to 60 percent, and 60 to 80 percent. In Walnut Creek, depending upon location, households experience overpayment by 20 to 40 percent and 40 to 60 percent, and unlike the other cities, concentrations exist where overpayment by renters is below 20 percent.

Similar to Clayton, overpayment by renters is an issue in Antioch and Pittsburg. Both cities see rates of renter overpayment between 40 to 60 percent and 60 to 80 percent. The unincorporated area of Bay Point has rates of renter overpayment between 60 to 80 percent. Martinez has a wider range of renter overpayment rates. Areas closer to the waterfront experience overpayment below 20 percent, which reflects lower rent prices as identified in Figure 7.12. Central and southern Martinez show overpayment rates between 20 to 40 percent and 40 to 60 percent, likely due in part to more expensive rents in these areas.

Reasemb Features
Clayton City Boundary
Highways
State Routes
State Rou

Figure 7-36: Overpayment by Renters – Clayton (2021)

OVERCROWDED HOUSEHOLDS

60% - 80%

> 80%

Open Space

Bay Area Waterbodies

Overcrowding is defined as housing units with more than one person per room (including dining and living rooms but excluding bathrooms and kitchen).

Regional Trends

Figure 7-37 indicates that Contra Costa County in general has low levels of overcrowded households. Tracts in San Pablo, Richmond, and Pittsburg with higher percentages of non-White population show higher concentrations of overcrowded households compared to the rest of the county. Monument Corridor, the only official R/ECAP in Contra Costa County, a predominantly Hispanic community in Concord, also exhibits more overcrowding than other parts of the County.

Sources: American Community Survey, 2015-2019; U.S. Department of Housing

and Urban Development (HUD); County of Contra Costa, 2021.

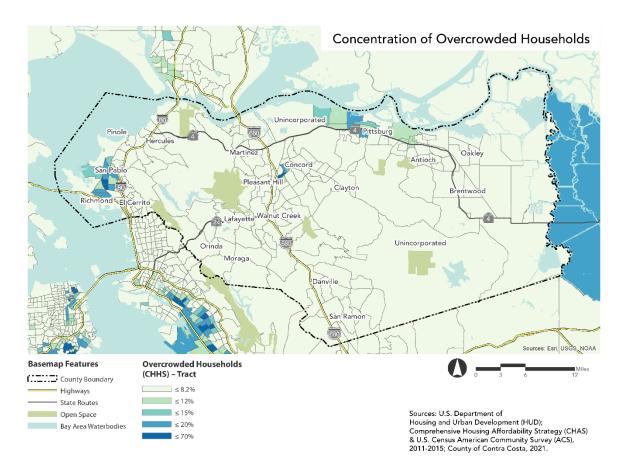


Figure 7-37: Regional Overcrowded Households by Tract (2015)

Local Trends

According to the 2019 five-year ACS estimates and as displayed in Table 7-14, 2.6 percent of County households are overcrowded. Clayton has lower overcrowding rates, with only 1 percent for overcrowded and 0 percent severely overcrowded households. Only owner-occupied households have rates of overcrowding (at 1 percent), while there was no overcrowding or severe overcrowding reported for renters. In the County, overcrowding and severe overcrowding rates are higher for renters, at 6.9 and 2.5 percent, respectively.

Table 7-15: Overcrowded Households – Contra Costa County and Clayton

	Contra Costa County		Clayton	
	Severely Overcrowded			Severely Overcrowded
	Overcrowded (>1.0 persons per room)	(>1.5 persons per room)	Overcrowded (>1.0 persons per room)	(>1.5 persons per room)
Owner-Occupied	1.1%	0.2%	1%	0%
Renter-Occupied	6.9%	2.5%	0%	0%
All HH	2.6%	0.8%	1%	0%

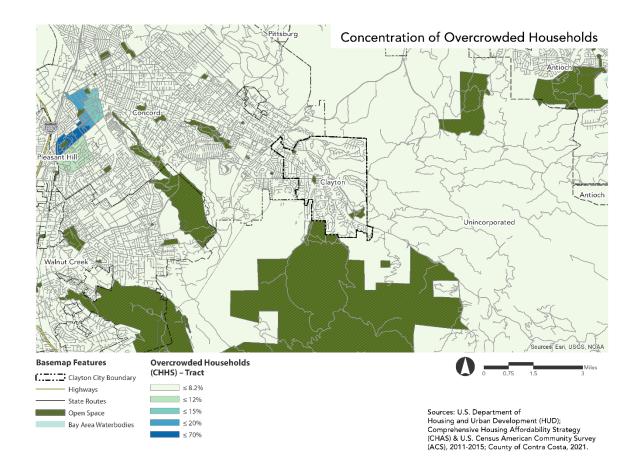
Source: American Community Survey, 2015-2019. Table B25014

Affirmatively Furthering Fair Housing

Figure 7-38 shows that the entire City has less than 8.2 percent of tracts with overcrowded households. The surrounding cities of Concord and Walnut Creek generally have a similar percentage below 8.2 percent, though Concord has some areas along the Monument Boulevard corridor reporting higher rates of overcrowding above 70 percent.

Overcrowding becomes more prevalent in communities along the Carquinez Strait, Suisun Bay and San Joaquin River waterfronts. Most of Antioch experiences overcrowded households below 8.2 percent, but an area close to the riverfront shows percentages below or equal to 12 percent. Pittsburg households experience overcrowding rates below 8.2 percent, 12 percent, 15 percent, and as high as 20 percent. Unincorporated Bay Point experiences overcrowding rates at 12 percent and 15 percent. Martinez households, similar to Clayton, experience overcrowding rates below 8.2 percent for the entire city.

Figure 7-38: Concentration of Overcrowded Households - Clayton (2021)



SUBSTANDARD CONDITIONS

Incomplete plumbing or kitchen facilities can be used to measure substandard housing conditions.

Regional Trends

According to 2015–2019 ACS estimates, shown in Table 7-17, 0.86 percent of households in Contra Costa County lack complete kitchen facilities and 0.39 percent of households lack complete plumbing facilities. Renter households are more likely to lack complete facilities compared to owner households.

Local Trends

Clayton households do not have any record of owner or renter units lacking complete kitchen or plumbing facilities (Table7-15).

Table 7-16: Substandard Housing Conditions – Contra Costa County and Clayton

	Contra Costa County		Clayton			
	Owner	Renter	All HHs	Owner	Renter	All HHs
Lacking complete kitchen facilities	0.19%	0.67%	0.86%	0%	0%	0%
Lacking complete plumbing facilities	0.19%	0.20%	0.39%	0%	0%	0%

Source: Source: American Community Survey, 2015-2019, table B25053, B25049

DISPLACEMENT RISK

Displacement occurs when housing costs or neighboring conditions force current residents out and rents become so high that lower-income people are excluded from moving in. The University of California at Berkeley's Urban Displacement Project states that a census tract is a sensitive community if the proportion of very low-income residents was above 20 percent in 2017 and the census tracts meet two of the following criteria: 1) share of renters above 40 percent in 2017; 2) share of Non-White population above 50 percent in 2017; 3) share of very low-income households (50 percent AMI or below) that are also severely rent burdened households above the county median in 2017; or 4) nearby areas have been experiencing displacement pressures.

Regional Trends

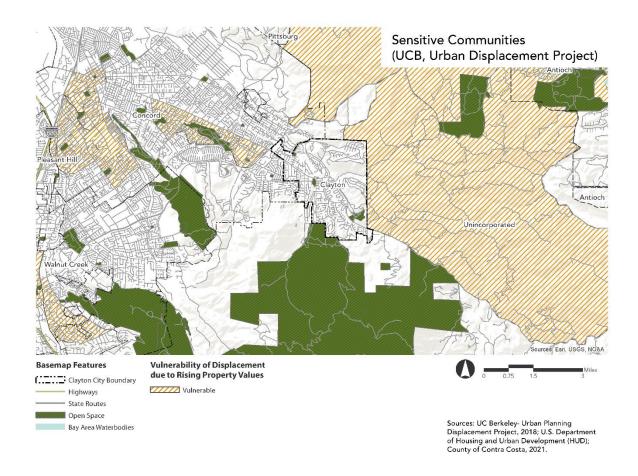
Using this methodology, sensitive communities were identified in areas between El Cerrito and Pinole; Pittsburg, Antioch, and Clayton; East Brentwood; and unincorporated land in Bay Point. Small pockets of Sensitive Communities are also found in central Contra Costa County from Lafayette toward Concord (refer to Figure 7-39).

Figure 7-39: Regional Sensitive Communities at Risk of Displacement by Tract (2021)

Local Trends

There were no sensitive communities identified in Clayton as of 2021 (Figure 7-40). The nearby cities of Concord and Walnut Creek both have areas identified as sensitive communities subject to potential displacement. Sensitive communities are much more prevalent within the communities along the Carquinez Strait, Suisun Bay and San Joaquin River waterfronts, indicating more vulnerability to displacement. Areas of Antioch, all of Pittsburg, all of Bay Point, and a coastal section of Martinez were identified as sensitive communities. Rising property values in these areas put communities with lower incomes and resources at risk of being displaced from previously affordable environments.

Figure 7-40: Sensitive Communities (UCB, Urban Displacement Project) – Clayton (2021)



SITES INVENTORY ANALYSIS

The City of Clayton does not have concentrations of low income or minority households; thus, the sites inventory is not resulting in further concentration of affordable housing in such areas. The City strategically plans to accommodate lower-income housing along corridors and in the town center, both areas with access to services and regional transit routes.

CONCLUSIONS

The table below summarizes the issues identified in this Assessment of Fair Housing.

Table 7-17: Fair Housing Summary

Fair Housing Issue	Summary
Integration and Segregation	
Low to Moderate Income Populations	Western Clayton has census tracts where the LMI population rises to 25 to 50 percent.
Housing Choice Voucher Use	The western edge of Clayton with experiences HCV
riousing choice voucher ose	use between 5 and 15 percent.

Table 7-17: Fair Housing Summary

Fair Housing Issue	Summary
Integration and Segregation	
Median Income	The eastern part of Clayton has households with
	income levels below \$30,000 and the western part of
	Clayton has households with income levels below
	\$125,000 which is lower than the rest of the City.
Access to Opportunities	
Transportation	The City receives a 3 out of 9+ score for transportation
	according to AllTransit.
Economic	Most of Clayton has a jobs proximity index of below 20
	(the furthest proximity), with only the southern part of
	the City receiving scores between 20 to 40. TCAC
	economic score are between .50 to .75 and .25 to .50,
	with .75 indicating a more positive economic
	outcome.
Disproportionate Housing Needs	
Cost Burden	42 percent of all Clayton households experience a cost
	burden; this percentage is higher for renters (55
	percent) than owners (41 percent).
Overpayment by Renters	Almost all of Clayton renter households experience
	overpayment between 40 to 60 percent.

Contributing Factors

A number of factors may contribute to the fair housing issues identified in Clayton:

- **High cost of living** Median rent in Clayton is above \$2,500 and median property value is \$771,400³.
- Small workforce As of 2019, the employed population of Clayton was 5,920, only 48 percent of the total population⁴.
- Homogenous population 74.6 percent of Clayton residents are non-Hispanic White.
- **Limited expansion** Clayton is mostly built out and constrained by geologic conditions and steep topography to the east and south.

Meaningful Actions

Prioritize alternate and affordable housing types such as affordable multifamily and accessory
dwelling units, transitional housing, and supportive housing for individuals unable to afford the
high cost of rent and home prices, by streamlining zoning and fees and offering incentives for
these housing types. This will also contribute to more diverse individuals being able to move into
the City and may encourage younger families to establish roots.

⁴ Datausa.io

³ Datausa.io

• Prioritize capital improvement projects to bring greater alternative mobility connectivity into, out of, and within Clayton (transit, bicycle infrastructure, sidewalks). This can help to provide more economic opportunities in Clayton by attracting more businesses and allow lower-income families without personal vehicles to live in the City.

•

Table 7-18: AFFH Meaningful Actions Matrix

HE programs or	Specific Commitment	Timeline	Geographic	2021-2029
Other Activities			Targeting	Metrics
Integration and Se	egregation			
Program B2: Town Center Mixed Use	The City will amend the Town Center Specific Plan to allow for and encourage compact, creative types of housing, including live/ work units, senior housing, efficiency apartments, and co-	2024	Citywide	The Specific Plan will be amended by 2024.
Program D1: General Plan and Zoning Code Amendments to Remove Constraints	housing. The City will amend the General Plan Land Use Element to clarify density ranges for multi-family housing and make amendments to the zoning code increasing zoning for multi-family housing and encouraging development of housing at all income levels.	June 2023	Citywide	Concurrently with adoption of the Housing Element, the City will prepare the General Plan Land Use amendments with a goal of adoption before June 2023.
Program D2: Zoning Code Amendments	The zoning code amendment will include the provision that the City allow residential development by right for any project with at least 20 percent of the units affordable to lower-income households.	2023	Citywide	Zoning code amendments will be completed by June 2023.
Program G1: Monitoring Access to Opportui	The City will consider modifying the Affordable Housing Plan ordinance to expand application to both ownership and rental developments and may lower the threshold for providing affordable units to fewer than 10 units. The City will also consider adjusting in-lieu fees and consider offering other options for constructing off-site housing.	2026, with potential implementation in 2028	Citywide	The City will investigate expanding requirements to rental housing and lowering the threshold by 2026 and implementing by 2028.

Table 7-18: AFFH Meaningful Actions Matrix

HE programs or	Specific Commitment	Timeline	Geographic	2021-2029
Other Activities	Specific Commitment	Timeine	Targeting	Metrics
Program E:	The City will refer interested	2023 and	Citywide	Add to City's
Increased	persons to information regarding	annually	CityWide	Housing webpage
Homebuying	Contra Costa County's Mortgage	aillidally		and update
Opportunities	Credit Certificate Program,			resource links
Opportunities	Mortgage Revenue Bond			annually. Make
	Program, Owner-Occupied			at least 10
	Housing Rehabilitation Program,			referrals annually.
	and other programs the County			referrals armually.
	may offer over time.			
Program E2:	The City will seek funding to	2025	Citywide	The City will
Mortgage	develop and implement a	2023	Citywide	examine funding
Assistance	sustainable down payment			sources and
Assistance	assistance program for first -time			program
	home buyers by working with the			opportunities by
	County or developing the City's			2025. The goal
	own program.			will be to assist at
	own program.			least two home
				buyers annually
				once a program is
				in place.
Disproportionate H	 Joursing Needs			in place.
Program B1:	The City will facilitate the	2023 and	Citywide	Information will
Accessory	development of 10 ADUs	annually	CityWide	be publicized on
Dwelling Units	annually by publicizing	amadily		the City website
5 Weiming Office	information in the general			by June 2023,
	application packet and posting			standard plans
	information on the City website,			will be created by
	creating a preapproved set of			the end of 2023,
	construction plans for several			and other efforts
	types of ADUs, and providing			will continue
	incentives for developers of new			annually. The
	housing to use ADUs to meet City			goal is to facilitate
	inclusionary housing			10 ADUs annually.
	requirements.			,
Program B3:	The City will create a database of	Annually	Citywide	The database will
Affordable	sites to help developers identify	,		be developed and
Housing	suitable sites for affordable			the expediated
Development	residential and mixed-use			process and
	development. Additionally, the			priority policy will
	City will prioritize affordable			be in place by the
	housing applications, encourage			end of 2024. The
	the use of density bonus			City will
	provisions, alert developers when			proactively reach
	opportunities are available, and			out to at least
	opportunities are available, and			out to at least

Table 7-18: AFFH Meaningful Actions Matrix

HE programs or	Specific Commitment	Timeline	Geographic	2021-2029
Other Activities			Targeting	Metrics
	adopt a policy to provide priority			one developer
	water and sewer services to new			annually.
	low-income housing			
	developments.			
Program I1:	To keep Stranahan subdivision	2024	Citywide	The City will
Monitor and	housing units affordable, the City			contact potential
Provide Options	will notify affordable housing			nonprofit
	providers regarding the potential			purchasers in
	availability of the units for sale			2024, send letters
	one year prior to the covenant			to property
	expiration, send letters to			owners of at-risk
	property owners of units that are			units 3 years, 1
	at risk encouraging owners to			year, and 6
	allow affordable housing			months prior to
	providers to purchase the units,			expiration, and
	and amend Clayton Municipal			consider
	Code (CMC) Chapter 17.92 to			amendments to
	allow purchase of these units and			CMC Chapter
	extending the affordability			17.92 by 2024,
	covenants as a means of			potentially
	satisfying inclusionary housing			amending by
	goals.			2025.



8. Community Engagement and Outreach

PUBLIC PARTICIPATION

The Housing Element must reflect the values and preferences of the community. Therefore, public participation plays an important role in the development of this Element. Section 65583(c)(7) of the Government Code states: "The local government shall make diligent efforts to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort." This process not only includes residents of the community but also coordinates participation among local agencies and housing groups, community organizations, and housing sponsors.

Engaging the public in the early stages of the decision-making process can help ensure that programming and policies have public support and reflect community values. Including and involving residents in the process helps policy makers and officials gain a stronger understanding of these values and the ideas and recommendations that members of the community believe can advance housing goals. Along with a better understanding of community values, meaningful community engagement keeps residents informed and cultivates trust in public processes.

Community engagement for the City of Clayton's Housing Element included a project webpage, stakeholder interviews, community workshops, and online surveys. Joint and separate work sessions were also conducted with the City Council and Planning Commission to introduce the goals, objectives, scope, and timeline of the Housing Element. Outreach for the sixth cycle Housing Element was challenging because much of the update process occurred during the COVID-19 pandemic. Restrictions on public gatherings prevented the City from holding traditional public workshops. Instead, the City utilized newspaper articles and virtual engagement tools such as online surveys, e-mails, social media posts and web-based meeting platforms to connect with the public. An extensive and direct effort at outreach, facilitated by the City's Mayor and Vice-Mayor with support from community volunteers, consisted of printing and City-wide delivery of doorhangers to residences with information about the Housing Element, directions to where additional information about the Housing Element could be found online, and an invitation to participate in an online housing planning simulation.

Prior to initiating the Housing Element update, the City had engaged a consultant to lead a community engagement effort to identify preferred uses of a City-owned vacant property in Downtown Clayton. As that work got underway, the City recognized the efficiencies of combining that effort with the Housing Element sites identification task, since the City-owned property represents a potential site for new housing. Thus, this approach was adopted.

PROJECT WEBPAGE

The City launched a project webpage (https://claytonca.gov/community-development/housing/housing-element/) to provide content and periodic updates on the Housing Element program, as well as for documents to be uploaded for public review and to announce community engagement opportunities. Residents were also able to find answers to Frequently Asked Questions, review a glossary of terms, and follow the project schedule on the webpage. A "Housing Element" button that directed site visitors directly to the project webpage was added in a prominent location on the main City homepage.

STAKEHOLDER INTERVIEWS

The Housing Element consultant team met with City Council members and Planning Commissioners at the beginning of the Housing Element process to identify key issues, challenges, opportunities, and potential strategies to address housing needs. Due to COVID-19 constraints, the interviews were conducted via phone or online video conferencing. The guiding questions and key findings from the conversations can be found on the Housing Element webpage.

JOINT CITY COUNCIL/PLANNING COMMISSION WORK SESSION (SEPTEMBER 28, 2021)

On September 28, 2021, the City conducted a joint City Council and Planning Commission study session to introduce the consultant team, present the requirements and process of updating the Housing Element, and communicate the roles of the Council and Commission in the process. During the work session, the City reviewed the community engagement strategy and plan, provided preliminary direction to the project team, presented a timeline of next steps, and provided an opportunity to hear initial public comments. No further comments were recorded. Refer to the Appendix for the PowerPoint presentation for the session.

COMMUNITY WORKSHOP #1 (OCTOBER 20, 2021)

On October 20, 2021, the City conducted an online community workshop using video conferencing to gather input from residents regarding their vision for Clayton's future, housing needs, and potential

locations for new housing. Twenty-two members of the public attended the workshop. The workshop began with an introduction of the team and a live polling session to better understand the demographic of attendees. The presentation then provided an overview of the Housing Element's intent, content, local housing needs, and potential housing strategies. The presentation was followed by a facilitated discussion regarding housing issues with a real-time digital whiteboard.



Community Engagement and Outreach

Housing Element law requires that targeted outreach occur to often underrepresented households, such as minority, low- and moderate-income, and special needs residents. Clayton's population is relatively homogenous, with 75 percent reporting as White, 10 percent as Hispanic, 2 percent as Black, and around 8 percent as Asian/Pacific Islander (and the rest as "other"). Regarding household income, 79.8 percent are above moderate, 4.8 percent moderate, and the balance of 15.1 percent lower income. In addition to advertising the workshop on the Housing Element webpage and main City homepage, the City posted paper copies of the workshop announcement on three posting boards located at City Hall, the Clayton Library and in Town Center; placed paper copies of the announcement at the Clayton Library; posted virtual copies of the announcement on the City's homepage and social media site (Next Door); and emailed the announcement to representatives of the Clayton Business and Community Association, local church representatives, for-profit and non-profit developers of housing in Clayton, and individuals who had expressed an interest in housing in the City. At the October 19, 2021, meeting of the City Council, the City Manager also announced the date and time of the workshop and extended an invitation for the public to attend. A summary of the workshop is provided in the Appendix.

Key themes that emerged from the discussion included:

- Housing affordability
- Diversity and inclusivity
- Importance of community events for drawing the community together
- Providing housing for young adults and seniors
- Maintaining Clayton's character through consistency in design between new and existing development
- Need for housing variety: smaller units, multi-family housing (semi-detached homes, duplexes, ADUs)
- Concerns about lack of infrastructure to support large development projects
- Use of vacant properties for new housing

At the end of the session, the City and consultant team encouraged participants to stay involved by visiting the Housing Element website and taking the upcoming online survey, and highlighted that there would be additional workshops and opportunities for residents to continue to participate. Refer to the Appendix for the workshop presentation, findings, and digital whiteboard.

PLACE-BASED HOUSING ELEMENT SURVEY (NOVEMBER 5 – DECEMBER 10, 2021)

The City's consultant developed a map-based on-line community survey to learn from residents where they believe the most appropriates sites for new housing are in Clayton. The online questionnaire was available starting on November 5, 2021 and was closed on December 13, 2021. It included several questions focused on housing issues and challenges, possible strategies and solutions for the City, locations for new housing, the community vision and goals, and optional questions to gather demographic information. The survey also incorporated questions regarding the City-owned property in Downtown. Members of the community were invited to provide input on the site's development direction and to submit photos or drawings to support their vision for the site. Concept images were also embedded in the survey to assist those who did not have their own images to share.

Community Engagement and Outreach

The questionnaire was available in English. The City promoted the questionnaire through its website and social media channels, at public meetings and facilities, and through the local monthly newspaper, the *Concord Clayton Pioneer*. City Council members, Planning Commissioners, and community groups were encouraged to share the link on their social media channels and email lists, as well as colleagues, friends, and neighbors. The survey was accessed over 450 times on-line, demonstrating wide reach and successful publication, although fewer than 450 people finished the survey or answered every question. All questions were optional.

While survey results should not be interpreted as statistically representative, the results help identify common and shared themes, concerns, and priorities. The survey provided insights into community priorities and needs. The following are notable results and themes from the questionnaire results.

- Over half (56 percent) of respondents said they were in favor of the potential growth increase in housing in Clayton. Most in support of more housing also indicated concerns about possible impacts of growth.
- When asked to rank the importance of housing issues and challenges in the City, respondents listed traffic and congestion (69 percent), preserving community character (67 percent), limited infrastructure (65 percent), and overcrowding (64 percent) as the top issues, with a 10 out of 10 ranking.
- A lack of diverse housing options (34 percent) and housing supply (30 percent) were the least important housing issues, with several participants ranking these issues 1 out of 10.
- When asked to rank the strategies or solutions that are appropriate for Clayton, participants indicated that supporting homeowners who want to build ADUs or in-law units on single-family lots (38 percent) and encouraging the rehabilitation of existing housing in older neighborhoods (21 percent) were the top options, with a 10 out of 10 ranking.
- Providing shelters and transitional housing for homeless families and individuals, along with services that help move people into permanent housing (48 percent) and targeting efforts to address long-term inequities in the housing market (42 percent) were the least important strategies, with several respondents ranking these issues 1 out of 10.
- A quarter of respondents indicated that new housing should blend in with the character of surrounding neighborhoods (25 percent), and nearly a quarter of respondents said that new housing should be located where it will have the least impact on traffic (22 percent).

With respect to the Downtown site:

- Respondents were most supportive of entertainment and commercial uses (30 percent) for the site, followed by arts and cultural uses (20 percent) and commercial uses (18 percent).
- Of all the concept images for example housing types for the Downtown site shown in the survey, participants indicated the highest level of support for mixed-use housing combined with dining, retail, and grocery stores.
- Of all the concept images for example housing types for the Downtown site shown in the survey, participants indicated the lowest level of support for new apartments/condominiums, commercial offices, townhomes, and entertainment/arts center.

See the Appendix for a complete survey summary.

CITY COUNCIL STUDY SESSION ON HOUSING ELEMENT GOALS (JANUARY 4, 2022)

On January 4, 2022, City staff provided a progress report to the City Council on the Housing Element update to allow for discussion and to have the Council direct staff regarding draft housing element goals. The progress report introduced preliminary housing opportunity sites and briefed the Council on planned community engagement opportunities, potential need to rezone properties to support the RHNA, and the schedule for compliance with the California Environmental Quality Act (CEQA).

Key issues brought forward by members of the public included:

- The importance of the Housing Element in light of increasing rent prices, unattainable homes with average prices over \$1,000,000, and the lack of affordable housing near jobs and transit that could push out long-standing members of the community
- Providing measurable goals with respect to the climate crisis and the need to manage climate risk and increase climate resilience through energy in the built environment and nature-based solutions
- Suggestion to remove Site J from the preliminary opportunity sites due to its proximity to an existing quarry and its role in carbon sequestration and wildfire mitigation as an open space
- Request for more community engagement efforts moving forward

City staff shared with the City Council two letters that they received from Greenbelt Alliance and East Bay for Everyone, with other partnering community organizations undersigned. The letters included housing policy recommendations for climate resilience and comments on specific sites identified in the preliminary site analysis.

See the Appendix for the meeting agenda and complete letters.

PLANNING COMMISSION STUDY SESSION ON THE HOUSING ELEMENT, CEQA, AND BALANCING ACT DEMONSTRATION (FEBRUARY 22, 2022)

City staff provided a work program status report to the Planning Commission on February 22, 2022. This included a demonstration of the public engagement opportunity consisting of a housing planning simulation (Balancing Act) to be posted to the City website at the end of February 2022.

Only one public comment was recorded for the session, with the person asking whether all housing was proposed to occur on one site. The commenter was informed that the Housing Element would include potential housing units on multiple sites and that the Housing Element included the entire city, not one discrete location.

BALANCING ACT HOUSING SIMULATION (FEBRUARY 25 - APRIL 3, 2022)

Between February 25 and April 3, 2022, the City offered an opportunity for residents and other interested parties to participate in the Clayton Housing Balancing Act simulation. The Balancing Act Community Survey is a virtual simulation. For Clayton, participants reviewed 15 vacant and underutilized sites in the city and were asked what density of housing they preferred to see on each site. Participants started with a default density of either 2 or 3 units per acre on each site and were allowed to change density in

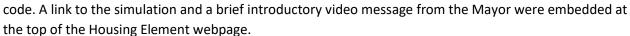
Community Engagement and Outreach

increments of 1 unit per acre; changes could be made to reflect density as low as 0 units per acre if they did not want to see housing on a site and up to as many as 30 units per acre.

To announce the opportunity to participate, City staff used the following approaches:

- Demonstration of Balancing Act at the regular Planning Commission meeting of February 22, 2022
- Flyers on three community posting boards located near City Hall, the Clayton Library, and in the Town Center; copies of the flyers were also available for visitors to take from the lobby of the library.
- E-mails to persons and organizations who expressed interest in the Housing Element Update process and virtual announcements on Next Door and on the City's homepage at www.claytonca.gov
- 4. Volunteer effort facilitated by the City's Mayor and Vice Mayor to place door hangers on each residence in the City

All printed and virtual announcements included a QR code linked directly to the Housing Element page, as well as directions for how to access the City's Housing Element webpage without using the QR



In the 38 days the simulation was accessible to the public, it was accessed 382 times, with each participant spending an average of 16 minutes and 17 seconds within the program. At the time of closing of the simulation on April 4, 2022, a total of 44 housing plans had been submitted.

See the Appendix for a complete summary of respondent demographics (age and neighborhood of residence), submitted housing plans, and written comments.

PLANNING COMMISSION AND CITY COUNCIL WORKSHOPS ON THE DRAFT HOUSING ELEMENT

The draft Housing Element was made available for public review on May 20, 2022. In May and June, 2022, the Planning Commission and City Council conducted a series of public workshops to review the draft Housing Element. The Commission met first on May 24, 2022, with the intent to forward comments and recommendations to the Council for consideration. The Commission made preliminary recommendations and expressed a desire to conduct a second study session. On May 31, the Council met to review the element and the Commission's initial ideas, then tabled a decision pending completion of the Commission's review at a subsequent workshop, which occurred on June 14, 2022. The Council conducted the fourth and final draft Housing Element workshop on June 23, 2022, directing final revisions to be incorporated into the draft submitted to HCD for review. Members of the public attended all four workshops.



Community Engagement and Outreach

ENVIRONMENTAL REVIEW

Through the project environmental review process, residents also had the opportunity to weigh in on the housing plan and related environmental impacts. The Notice of Preparation period extended from March 2 through April 4, 2022. The City conducted an Environmental Impact Report (EIR) scoping session on March 8, 2022 as part of a Planning Commission meeting. At that meeting, a meeting attendee commented that there are regional and global environmental benefits of density with respect to increasing housing affordability and reducing vehicle miles and vehicle air emissions, and he encouraged building more units than the City's RHNA. A second speaker requested that the EIR include an analysis of potential housing impacts on schools and referenced a school district report that projected that Clayton's elementary school would reach capacity. In addition to spoken comments voiced at the scoping session, the City received two written comment letters in response to the NOP, from the California Department of Transportation and the Native American Heritage Commission.

As required by law, the EIR circulated for a 45-day public review period, and responses to public comments were prepared to produce the Final EIR for public hearings.

Community Engagement and Outreach			
This pa	ge is intentionally blank.		

Clayton Housing Element: Summary of Stakeholder Interviews

September 23, 2021

MIG staff met with eight Council Members and Commissioners at the beginning of the Housing Element process to identify key issues, challenges, opportunities and potential strategies. The following summarizes the key findings from the conversations.

Input is summarized in aggregate without attribution to any individual.

- 1. What are Clayton's key issues related to housing?
 - Clayton is largely built out
 - Identifying areas suitable to high density housing will be challenging
 - Community resistance to new housing (e.g., Olivia project), NIMBY-ism
 - Concerns around traffic and parking
 - Conflicting opinions around equity and diversity.
 - High housing costs
 - Lack of diverse housing options especially for renters, younger folks, teachers, kids who grow up in Clayton
 - Lack of housing supply The State taking away local control
 - Misinformation and lack of awareness regarding housing issues, past projects, etc.
 - Senior housing needs 18% of population is 65 years and older empty nesters are looking to downsize, but there are limited options
 - Unrealistic RHNA numbers
 - Sensitive Use Ordinance limits development throughout Clayton
 - Help folks understand State Housing Law and the need for housing
 - Environmentally sensitive development and growth without infringe upon protected open spaces
 - There are conflicting opinions around where to focus new housing.
 Some participants would like to develop a vibrant downtown, whereas others would like to develop new housing around commercial centers located at the edges of the city
- 2. If the RHNA remains at 570 units, what strategies do you think are appropriate for the City to use to plan for these numbers?
 - Annex Marsh Creek Road/Morgan Creek
 - Build around existing transportation
 - Build consensus

- Encourage ADU's (currently little interest)
- Leverage underutilized lots
- Incremental change and high levels of transparency
- Meet the spirit of the law
- Minimize impact to traffic
- "Minimal compliance" with state law
- Place new housing along major thoroughfares (Clayton Road, Marsh Creek)
- Replace some existing uses with high density uses
- Rezone city-owned property
- Would "doubling capacity" be a feasible solution (e.g., under SB9)?
- Zone for more housing and encourage diverse housing options
- Add setbacks from sensitive areas and zone for units?
- Upzone some areas as appropriate
- 3. What solutions or opportunities do you see to increase housing production in the City?
 - Add new housing throughout City and not just downtown
 - Look at the development fee structure to better understand barriers for developers.
 - Move the urban limit line
 - Potential locations:
 - Easley Ranch 13-acre parcel, likely up for sale soon
 - ADU's in western areas of Clayton with single-family homes built on large lots
 - Parcel on Oak Drive that used to have a Subway and gym
 - Marsh Creek Road big lots, no transportation
 - Downtown seems optimal, but people want to preserve its historical nature
 - Oakhurst Drive
 - Silver Creek
 - Presbyterian church
 - Diablo Estates
 - Dana Hills
 - Regency
 - Marsh Creek corridor
 - Clayton Valley Shopping Center
 - Golf course

- There is vacant land flagged for the middle school and zoned for open space.
- A lot downtown, not currently zoned for high density
- A parcel zoned for high density next to the Olivia project
- Presbyterian Church is trying to build 16 units of affordable housing on church property
- 4. The City is also undertaking a project to identify a feasible, community-supported vision for the Downtown property. What do you think is the best use of that site?
 - Mixed-use with ground floor retail
 - See main street in Walnut Creek Friday night destination, amenities
 - Would need parking to be viable
 - Lot is not currently classified for high density development
 - Amenities and activities for youth
 - Anything other than a park will likely be unpopular
 - Cluster of businesses (e.g., restaurants) that attract patrons and support housing
 - Create destination for folks who live outside of Clayton
 - Address folks concerns through architecture and design
 - Multiple participants noted that there is no attraction that brings people to or through Downtown, so it is hard to sustain activity or businesses there
 - Many people don't want high density downtown, but it's well-suited to it
 - The Town Center Specific Plan is outdated and does not respond to current market issues and trends
 - People will resist multi-story developments
 - Walkable with parking
- 5. Are there housing projects, types or models (in Clayton or elsewhere) that you think would fit well in the City?
 - CVS design fits western look and feel
 - Diamond terrace
 - Olivia project doesn't look western enough; doesn't fit
 - Santana Row (mix of uses, not scale or density)
 - Seeno property (out of town) near Diablo Meadows fits western look and feel
- 6. What areas of the City (corridors, sites, neighborhoods) are most appropriate for new housing?

- Area near Clayton Valley Pumpkin Farm
- Easley Estate
- Restricted areas can we rezone?
- There are 40 acres of open space, but only 8.5 acres are usable under the Sensitive Use Ordinance
- 7. What are the best community outreach tools and methods to use to engage a wide range of Clayton residents? Who (groups, individuals, etc.) should we be sure to talk to?
 - City Council Members can help share information
 - Clayton Business and Community Association
 - Clayton Engage
 - Creative methods such as virtual board game like monopoly
 - Shows folks there are no obvious solutions
 - Direct mailings to reach older residents
 - Jeff Wan's blog
 - Leverage City Council meetings
 - Upcoming work session The community should be invited if we're getting into the weeds and discussing the need for a Housing Element Update
 - Leverage ongoing discussions around social justice and environmental issues
 - Safe Clayton
 - Social Media: Facebook groups, Instagram, Twitter
 - Advertise using Facebook and Instagram (targeted ads)
 - Post short videos (30 60 seconds)
 - Many residents do not use social media. Social media will not reach everyone.
 - Stream activities using Facebook Live
 - Target specific neighborhoods (e.g., Regency, Oakhurst, Dana Hills, Clayton Greens) and conduct outreach to neighborhood leaders
 - The Pioneer (Tamara Steiner is the publisher)
 - Town Hall -style meetings



Housing Element Map-Based Survey Summary

INTRODUCTION

In 2021, the City of Clayton began updating its Housing Element, a mandatory element of the General Plan, to identify goals and policies that will guide long term decision making around housing throughout the City. As part of the planning process, the City conducted an online survey, inviting community members to provide input on preferred uses for a vacant site in Downtown, as well as citywide housing issues and challenges, and possible strategies for the Housing Element update. The input received will help plan for the future, set priorities and create policies for growth in the community over the next eight years. This document summarizes the questionnaire methodology and key findings.

METHODOLOGY AND OUTREACH

The online questionnaire was available from November 3 to December 13, 2021. It included several questions focused on housing issues and challenges, possible strategies and solutions for the City, locations for new housing, the community vision and goals, and optional questions to gather demographic information.

The questionnaire was available in English and was accessible online. The City of Clayton promoted the questionnaire through its website and social media channels, at public meetings and facilities, and through the Concord Clayton Pioneer. City Council Members, Planning Commissioners and community groups were encouraged to share the link on their social media channels and with their email lists as well as colleagues, friends and neighbors.

While survey results should not be interpreted as statistically representative, the results help to identify common and shared themes, concerns and priorities. This document summarizes the survey results and key findings. Appendices provide documentation of the survey questions, responses, and additional comments received.

The survey was accessed over 450 times online, demonstrating a wide reach and successful publication. Fewer people finished the survey or answered every question. All questions were optional. The number of respondents for each question is included below.

KEY FINDINGS

The City of Clayton Housing Element update survey provided insights into community priorities and needs. The following are notable results and themes from the questionnaire results.

 Over half (56%) of respondents said they were in favor of the potential growth increase in housing units in Clayton. Most of those in support of more housing also indicated concerns about possible impacts of growth.

Survey Summary

- When asked to rank the importance of housing issues and challenges in the City, respondents listed traffic and congestion (69%), preserving community character (67%), limited infrastructure (65%), and overcrowding (64%) as the top issues with a 10 out of 10 ranking.
- A lack of diverse housing options (34%) and housing supply (30%) were the least important housing issues with several participants ranking these issues 1 out of 10.
- When asked to rank the strategies or solutions that are appropriate for Clayton, participants indicated that supporting homeowners who want to build ADUs or in-law units on single-family lots (38%) and encouraging the rehabilitation of existing housing in older neighborhoods (21%) were the top options with a 10 out of 10 ranking.
- Providing shelters and transitional housing for homeless families and individuals, along with services that help move people into permanent housing (48%) and targeting efforts to address long-term inequities in the housing market (42%) were the least important strategies with several respondents ranking these issues 1 out of 10.
- A quarter of respondents indicated that new housing should blend in with the character of surrounding neighborhoods (25%) and nearly a quarter of respondents said that new housing should be located where it will have the least impact on traffic in Clayton (22%).

FULL SURVEY RESPONSES

INTRODUCTORY QUESTIONS

When asked about new housing growth over half (58%) of respondents said they were in favor of the potential growth increase in housing units in Clayton, while 42% indicated they did not want to see any new housing. Many of those supporting growth indicated concerns, including impacts to community character and increased strain on city infrastructure and budgets, while others supported growth in certain areas of the city.

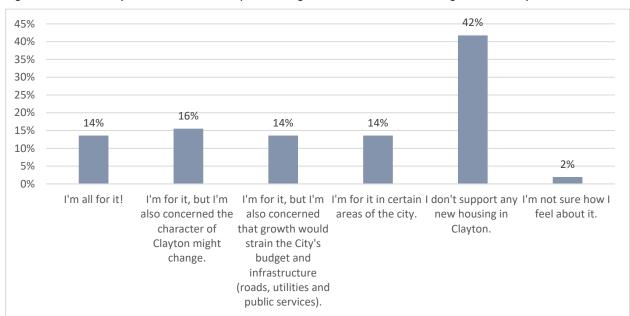
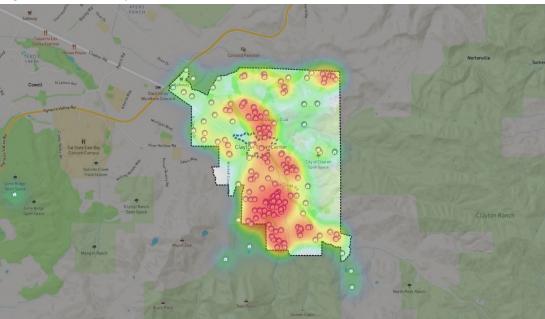


Figure 1: "What do you think about the potential growth increase in housing units in Clayton?"

The first map-based questions asked participants to indicate where they live. This question allows the project team to assess the geographic reach of the questionnaire. Figure 2 below is a "heat map" showing the distribution of respondents. The areas of more intense color (orange and red) indicate a higher concentration of respondents.

Figure 2: "Where do you live?"



LOCATIONS FOR NEW HOUSING

The next two questions asked survey respondents to indicate what general areas and what sites they think would be appropriate for new housing. These are represented by polygons (Figure 3) that people drew, as well as a heat map (Figure 4) that shows specific locations or sites indicated by map pins.

Figure 3: Areas for New Housing

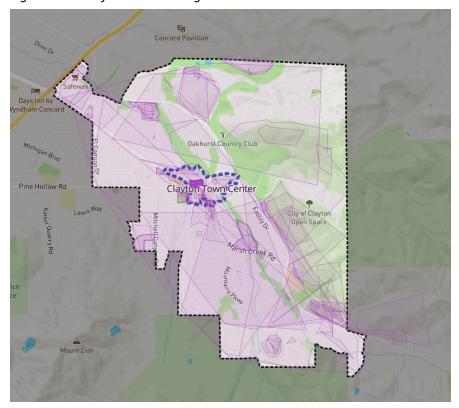
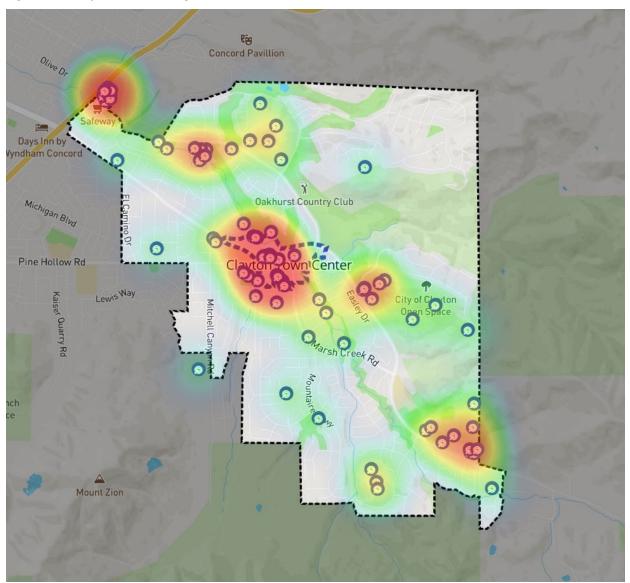


Figure 4: Sites for New Housing



DOWNTOWN SITE

Survey participants were asked to indicate their preferred uses for the vacant City-owned Downtown site. They were able to select from a list of potential land uses and/or submit a photo that illustrated their ideas. Those who answered this question were most supportive of entertainment and commercial uses, specifically mixed-use projects with retail, mixed-use projects with dining, retail uses, and a grocery store.

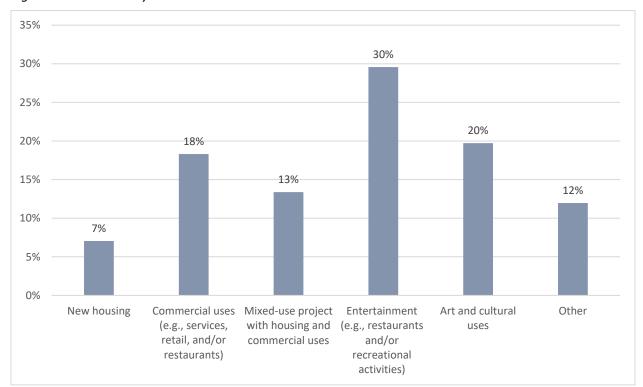


Figure 5: What would you like to see at the Downtown Site?

Follow-up questions asked about support for specific housing types, commercial uses, and mixed-use projects using photos to illustrate the type of use shown. Of the housing products shown, duplexes and townhomes received the most support (indicated by scores of 8 and above), but each type also received a similar number of "do not support" responses (scores of 3 or below). A score of 5 indicated a neutral position. Results are shown in Figures 6-14 below.

Survey Summary

Figure 6: Support for New Duplexes

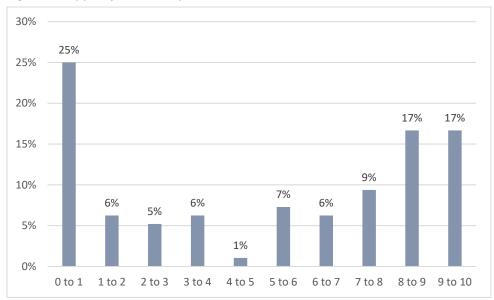
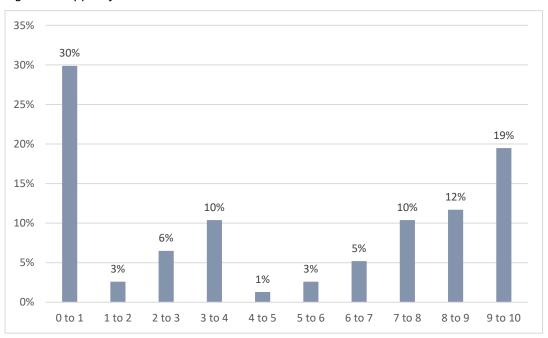


Figure 7: Support for New Townhomes



Survey Summary

Figure 8 Support for New Apartments or Condominiums

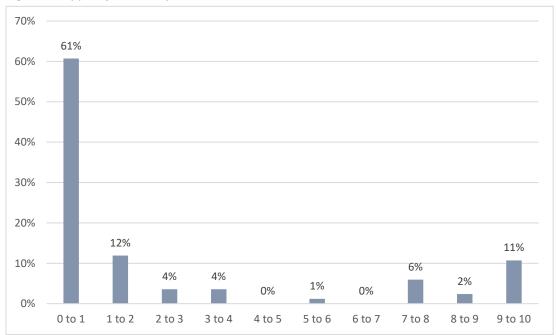


Figure 9: Support for Mixed-Use Housing with Retail

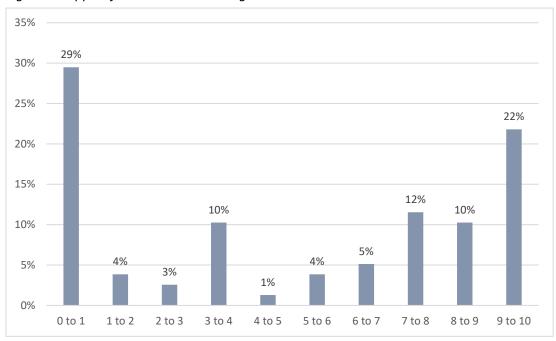


Figure 10: Support for Mixed-use Housing with Dining

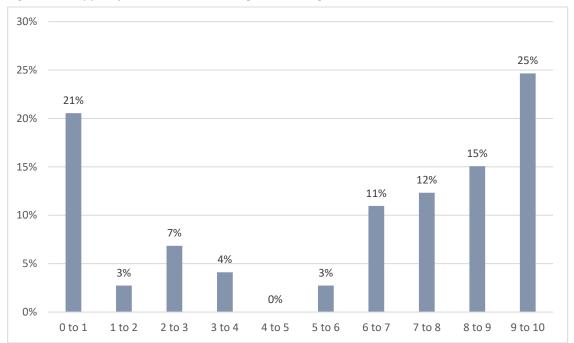


Figure 11: Support for New Retail

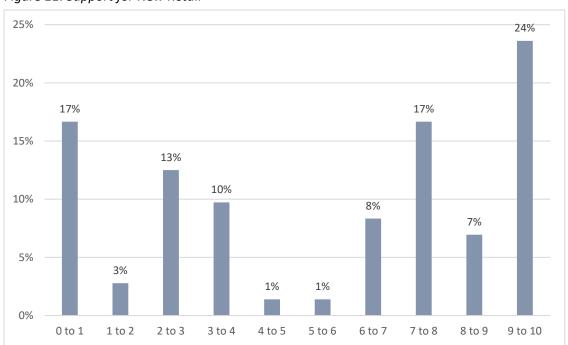


Figure 12: Support for new Commercial (Office) Spaces

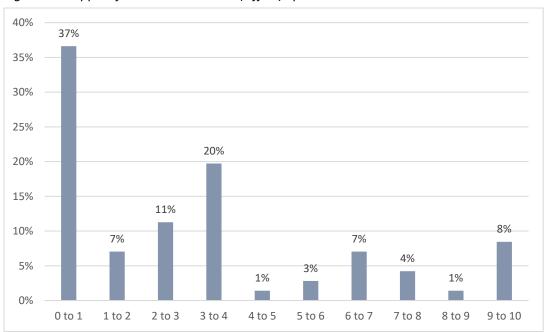


Figure 13: Support for New Grocery Store

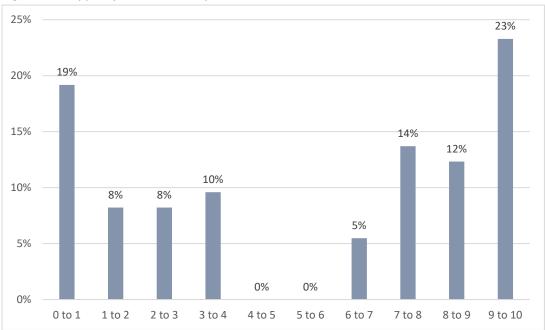
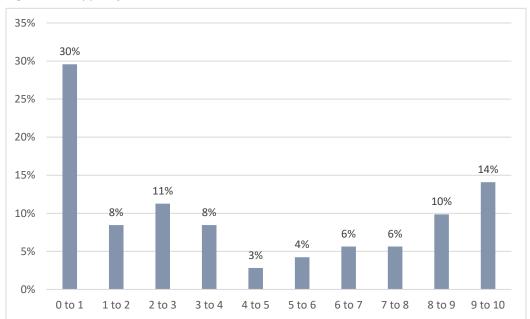


Figure 14: Support for New Entertainment/Arts Center



COMMUNITY VISION AND GOALS

Respondents were asked to indicate the importance of housing issues and challenges in Clayton using sliders ranging from 0 (not at all important) to 10 (very important). If the issue/challenge was neither important nor unimportant to a respondent, the slider would be left at 5. Figures 15 through Figure 24 below illustrate respondent's rankings for each issue

Figure 15: Housing Supply

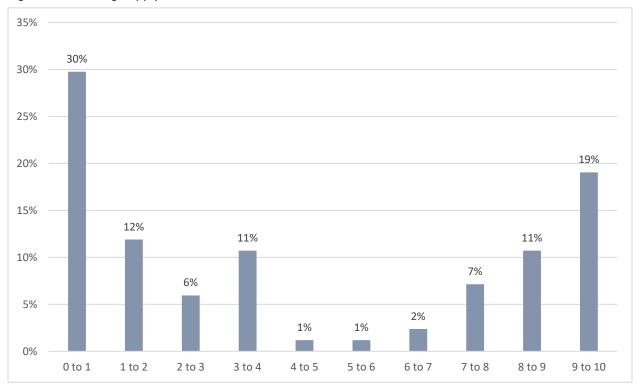


Figure 16: Housing Affordability

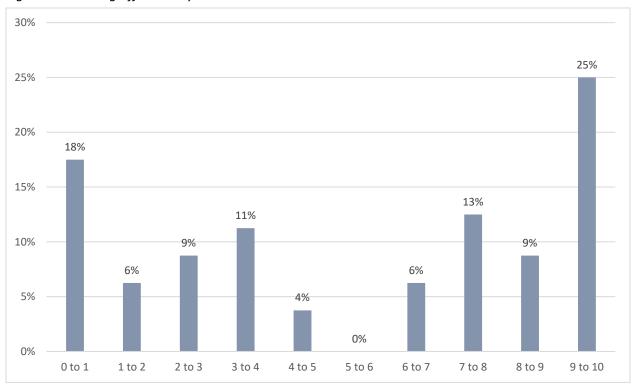
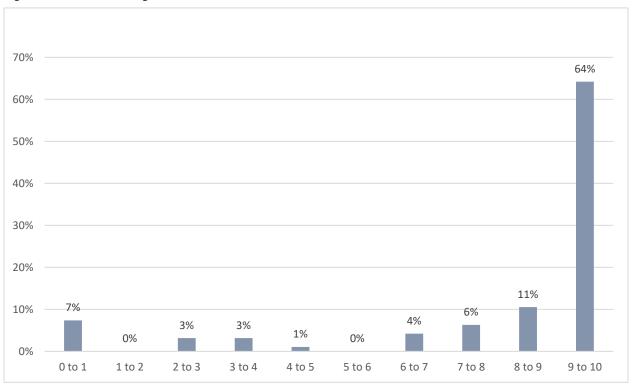


Figure 17: Overcrowding



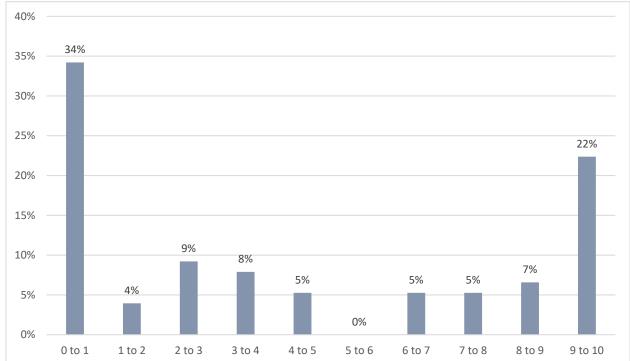


Figure 18: A Lack of Diverse Housing Options

Figure 19: Fair Housing Issues (e.g., discrimination, inadequate accommodations for people with disabilities, etc.)

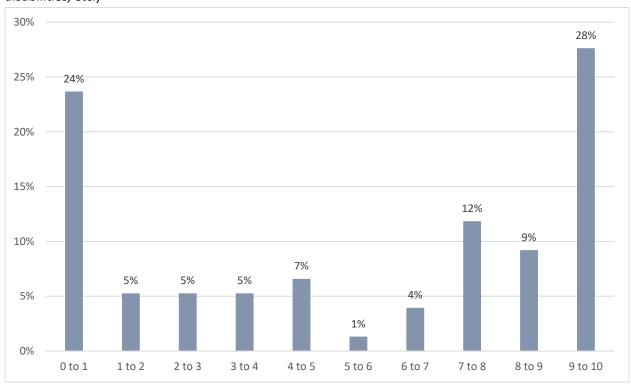


Figure 20: Limited Infrastructure (water, sewer)

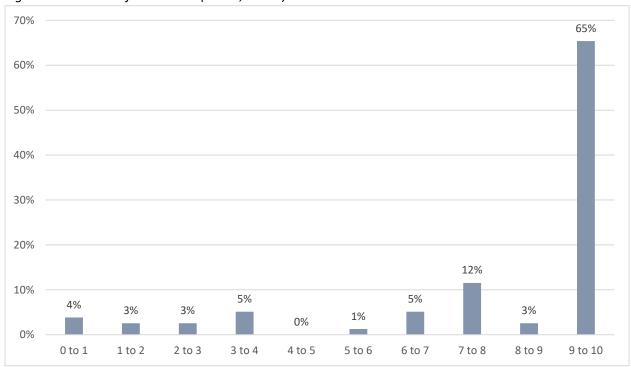


Figure 21: Wildfire Risk

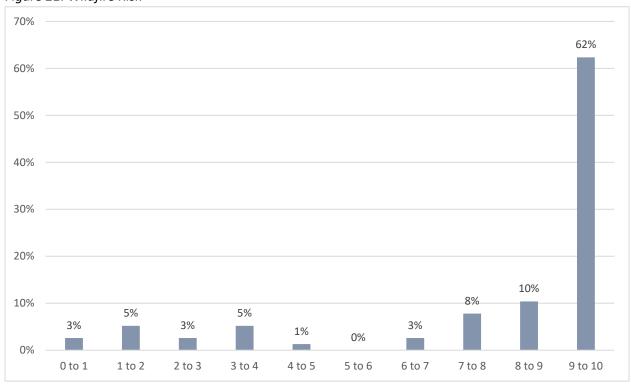


Figure 22: Traffic and Congestion

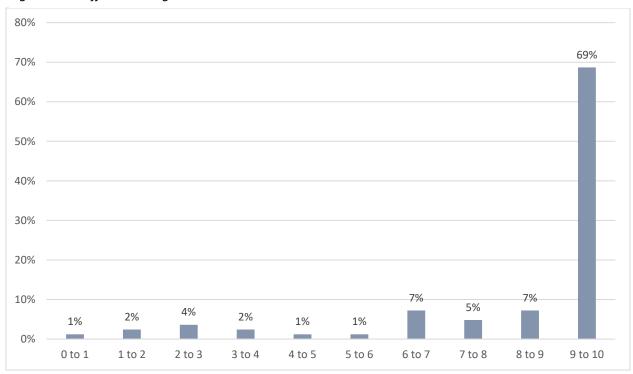


Figure 23: Protecting Environmentally Sensitive Areas

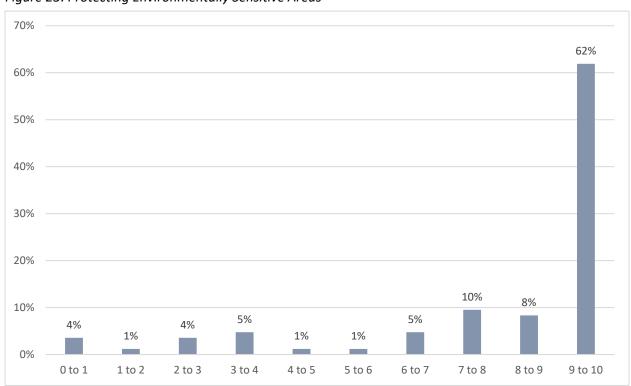
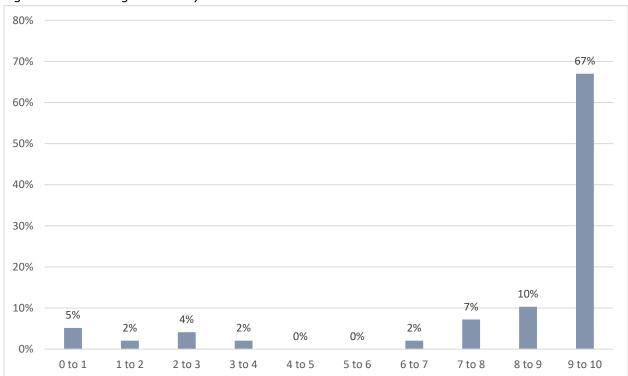


Figure 24: Preserving Community Character



STRATEGIES AND SOLUTIONS FOR CLAYTON

Respondents were asked to indicate their level of support for various strategies and solutions appropriate for Clayton. If a respondent was neither supportive nor opposed to a strategy/solution the slider would be left at 5. Figure 25 through Figure 36 below illustrate respondent's support for each strategy or solution.

Figure 25: Develop a diverse range of housing options

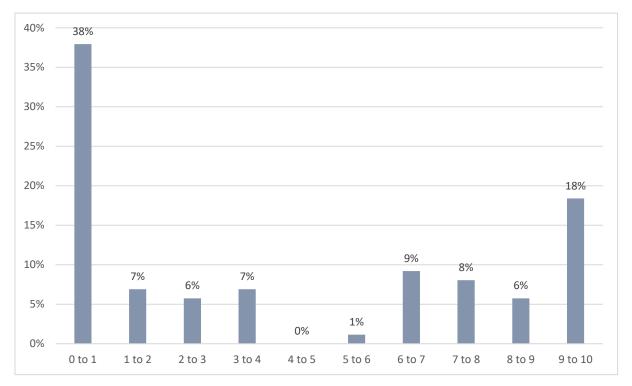


Figure 26: Ensure that children who grow up in Clayton can afford to live in Clayton on their own

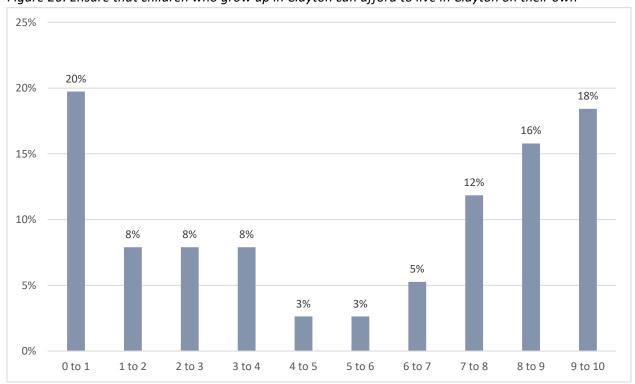


Figure 27: Provide opportunities for people who work in Clayton to live in Clayton

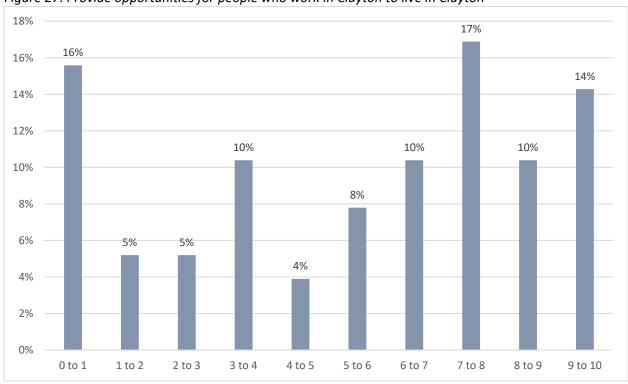


Figure 28: Provide more options for older residents to downsize and stay in the community

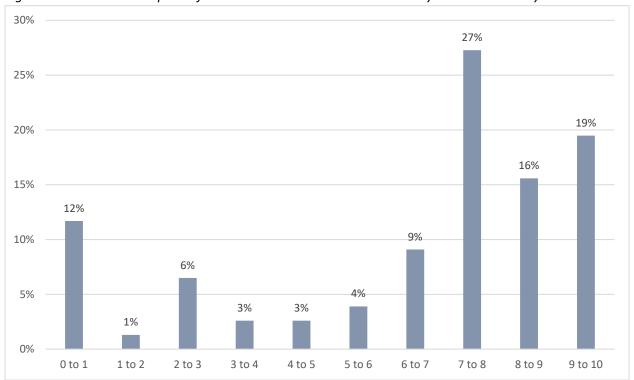
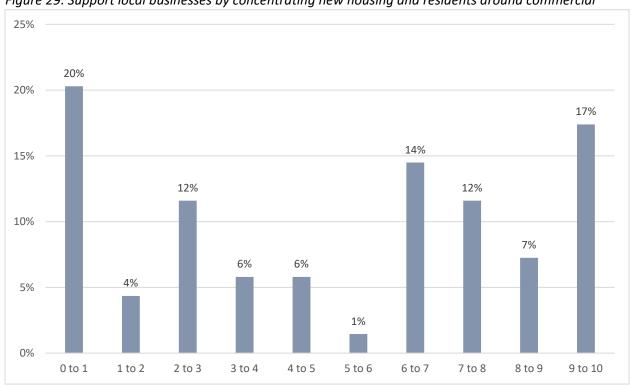


Figure 29: Support local businesses by concentrating new housing and residents around commercial



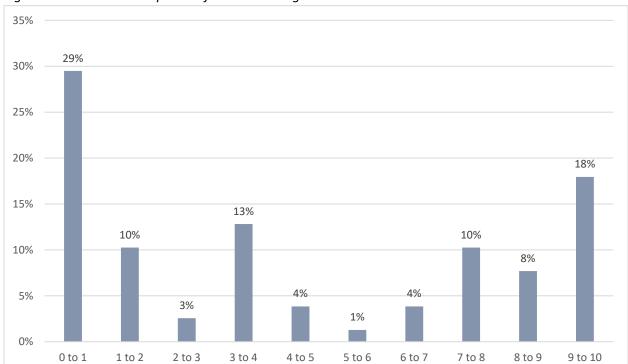
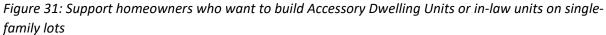
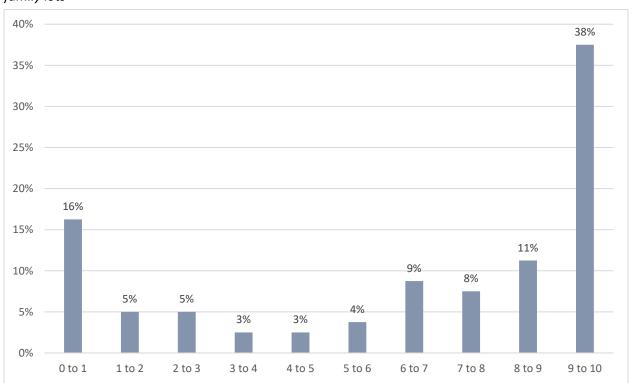


Figure 30: Streamline the process for new housing construction





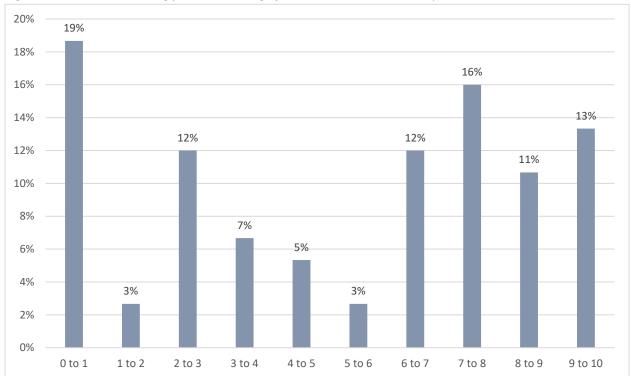


Figure 32: Establish housing for seniors, large families, veterans, and/or persons with disabilities

Figure 33: "Provide shelters and transitional housing for homeless families and individuals, along with services that help move people into permanent housing"

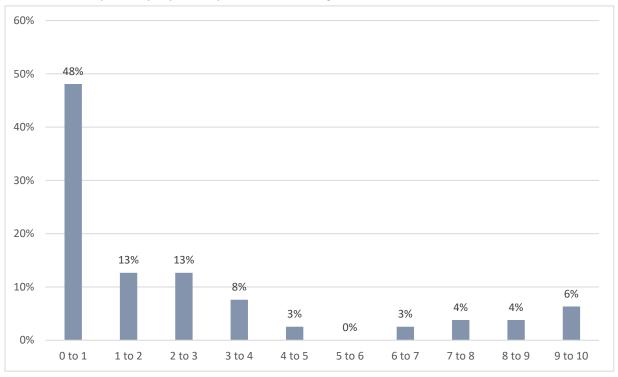


Figure 34: Encourage the rehabilitation of existing housing in older neighborhoods

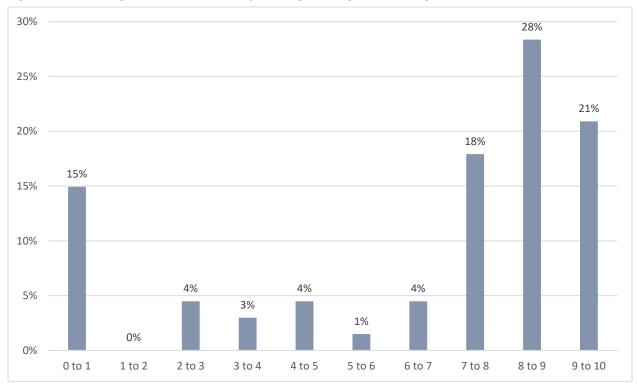


Figure 35: Support programs to help homeowners at risk of mortgage default to keep their homes

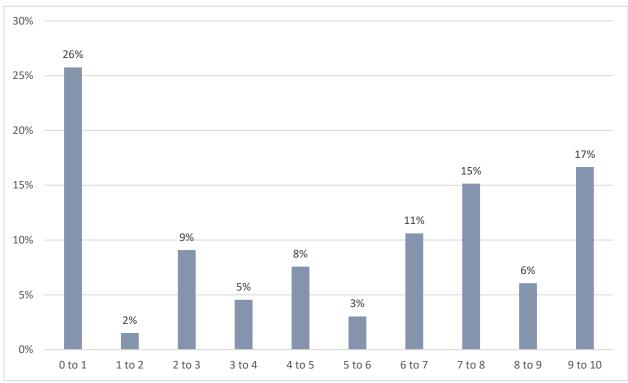
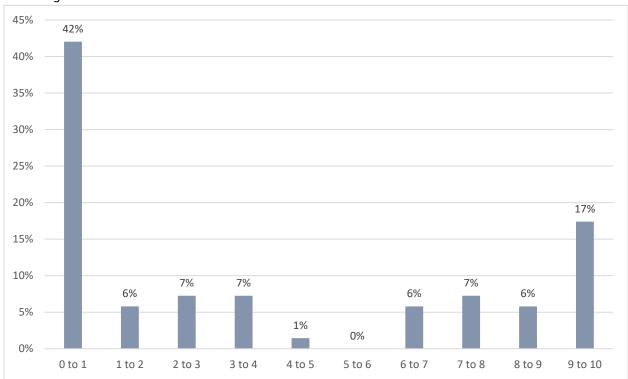


Figure 36: Target efforts to address long-term inequities in the housing market, including discrimination in renting





Community Development Department Interoffice Memorandum

Date: May 10, 2022

To: Reina Schwartz, City Manager

From: Dana Ayers, AICP, Community Development Director

RE: Results of the Clayton Housing Balancing Act Community Engagement

Background

Between February 25 and April 3, 2022, as part of its public outreach related to the Housing Element Update, the City of Clayton offered an opportunity for its residents and other interested parties to participate in the Housing Balancing Act, a virtual simulation within which participants were given 15 vacant or underutilized sites in Clayton and asked what density of housing they preferred to see on each site. Starting with a "default" density of either 2 or 3 units per acre on each site, participants could change density in increments of 1 unit per acre to as low as 0 units per acre if they did not want to see housing on a site, up to as many as 30 units per acre. A "housing plan" could be successfully submitted once a participant was able to identify at least 570 housing units in their simulation. This memorandum summarizes the results of the Balancing Act engagement tool for the City of Clayton.

Outreach and Participation

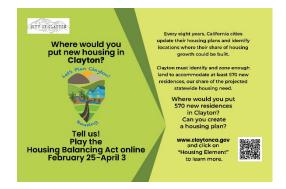
Clayton's Balancing Act simulation was activated on February 25, 2022. To announce the availability of the simulation that day, City staff posted flyers on three community posting boards located at City Hall, the Clayton Library, and in the Town Center; paper copies of the flyers were also placed in the lobby of the library for visitors to take. Virtual announcements included emails to persons and organizations who had expressed interest in the Housing Element Update process, and postings on Next Door and on the City's homepage at www.claytonca.gov. Subsequently, on February 27, the City's Mayor and Vice-Mayor facilitated a volunteer effort to place doorhangers on each residence in the City.

All printed and virtual announcements included a QR code linked directly to the Housing Element page, as well as directions for how to access the City's Housing Element webpage without use of the QR code. A link to the



simulation and a brief video introductory message from the Mayor were embedded at the top of the Housing Element webpage.

Prior to formal activation of the simulation, City staff also provided a demonstration of Balancing Act at the regular Planning Commission meeting of February 22, 2022. The minutes of that meeting, including comments provided by Planning Commissioners, are attached as Appendix B to this memorandum.



The simulation remained open for public participation for a total of 38 days. During that time, the simulation was accessed 382 times, and each participant spent an average of 16 minutes and 17 seconds engaged in the program. By closing of the simulation on the morning of April 4, 2022, a total of 44 housing plans had been submitted by participants.

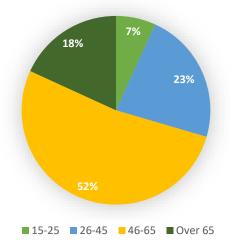
Simulation: Characteristics of Respondents

The simulation began with a brief introduction to what the Housing Element is, what the Regional Housing Needs Allocation (RHNA) is, and why the Housing Element is being updated in compliance with State law. A second introductory window provided text and image instructions for how to engage with the simulation. Before users could start to create a housing plan, they were asked three questions about their age, whether they were a Clayton resident, and if a resident, the general location of where they lived.

Age of Respondents

Of the 44 participants who successfully created a housing plan, the majority (over 50 percent) were between the ages of 46 and 65. At just under one quarter of respondents, the next highest age group of participants were those between the ages of 26 and 45.

Age of Respondents



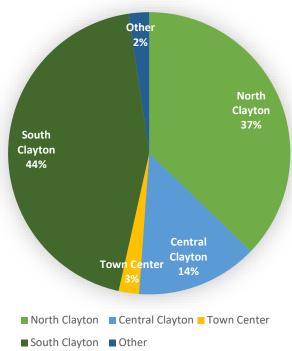
Age	Number of					
	Respondents					
15-25	3					
26-45	10					
46-65	23					
Over 65	8					
TOTAL	44					

Residence of Respondents

The majority of respondents, 41 of the 44 who submitted housing plans, were residents of Clayton. The neighborhoods most represented by respondents were in the southern neighborhoods in Clayton, and more specifically in the Dana Hills/Dana Ridge and Regency Woods/Regency Meadows developments. Neighborhoods in the north Clayton area were the second most represented group with approximately 37 percent of respondents.

Neighborhood of Residence	Number of			
	Respondents			
North Clayton	16			
Jeffry Ranch	2			
North Clayton	3*			
North Valley/North Valley Park	3			
Oakhurst	6			
Windmill Canyon	2			
Central Clayton	6			
Central Clayton	1			
Mitchell Canyon	1			
Stranahan	1			
Upper Easley Estates	2			
Town Center	1			
Town Center	1			
South Clayton	19			
Dana Hills/Dana Ridge	11			
Regency (Meadows, Woods)	8			
Other	1			
Diablo Valley	1			
TOTAL	42*			

Neighborhood of Residence



^{*}One respondent indicated that they did not live in Clayton but input a residence location of "north clayton."

Simulation: Summary of Housing Plans

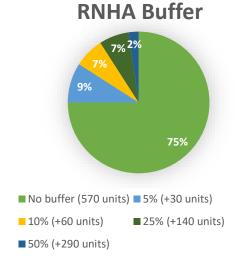
After answering the questions about their age and residence, participants were asked to specify whether they wanted to establish a buffer to the RHNA for their housing plan. Narrative in the simulation explained that the RHNA allocation of 570 new housing units in Clayton was the minimum number of units that the participant would need to include in their housing plan to successfully submit their plan. The narrative further explained that a buffer to the RHNA would help to ensure that the RHNA could still be achieved should a site be built out with fewer units than was envisioned in the housing plan; however, establishing a buffer was optional and was not necessary for successful submission of any housing plan in the simulation.

Default options of 5 percent, 10 percent, 25 percent and 50 percent over the RHNA were provided in the simulations. Participants could choose one of these options, or "No buffer" if they did not want to specify locations for more than 570 units of new housing.

As summarized in the table and chart, below, the majority of respondents (75 percent) opted for no buffer to the RHNA. Four respondents selected the 5 percent buffer for their housing plans,

and three residents each opted for the 10 percent and 25 percent buffers. One respondent selected the 50 percent buffer. One respondent who opted for a 25 percent buffer provided a comment suggesting an alternative buffer of 33 percent.

RHNA Buffer	Number of				
	Respondents				
No buffer (570 units)	33				
5% buffer (+30 units)	4				
10% buffer (+60 units)	3				
25% buffer (+140 units)	3				
50% buffer (+290 units)	1				
TOTAL	44				



Once the participant made a selection with respect to the RHNA buffer, they could interact with the options for decreasing or increasing densities for each of the potential housing sites. The sites were provided on an expandable list and on a map within the simulation. Participants could click on each site name, and the simulation would zoom in to that site on the map, or they could click directly on the site on the map to open the interaction opportunity for that site. To orient the participant, links within each site's interaction point provided a brief description of existing development, or lack thereof, on each site, as well as a link to a picture of each site.

The simulation identified 18 vacant or underutilized sites in the City, as listed below. The sites in the simulation were based on the "City of Clayton Preliminary 6th Cycle Sites" map presented during the January 4, 2022, City Council study session on the Housing Element Update (see Appendix C). Each site in the simulation was identified by a name and a number preceded by a letter. The letter designation in each site identifier indicated whether the site has already been approved for housing development (A), or it indicated the location of the site in the Town Center (TC) or the northern (N), central (C) or southern (S) general area of Clayton. Because the three sites with an A designation have already been approved for development, participants were not given the option to change density on those sites. However, because they are entitled, all 109 of the approved units among the three sites were included by default in each housing plan.

- A1 | Diablo Meadows (8.6 acres) 21 units approved, permits pending
- o A2 | The Olivia at Marsh Creek (3.01 acres) 81 units approved
- o A3 | Oak Creek Canyon (8.87 acres) 7 units approved
- N1 | Clayton Valley Presbyterian Church (3.67 acres)
- N2 | St John's Parish (2.36 acres)
- N3 | Silver Oak Estates (12.9 acres)
- o N4 | Lydia Lane (2.8 acres)
- o C1 | Clayton and Mitchell Canyon Roads (1.0 acre)
- o C2 | Douglas Road (1.47 acres)

- o C3 | Easley Ranch (13.52 acres)
- C4 | Oakhurst Country Club Overflow Parking Lot (2.55 acres)
- TC1 | City-owned Downtown Site (1.66 acres)
- TC2 | 6055 Main Street (0.55 acre)
- TC3 | Oak and Center Streets (0.47 acre)
- TC4 | Center Street Parking Lot (0.46 acre)
- TC5 | 6070 Center Street (1.0 acre)
- TC6 | 6470 Marsh Creek Road (1.16 acres)
- S1 | Pine Lane and Marsh Creek Road (8.54 acres)

To assist each participant in understanding those development types with which a particular density range corresponds, the simulation included text and a graphic with typical residential development types for 3, 8, 14, 21 and 29 units per acre. All images provided in the graphic were of developments in central Contra Costa County, and the 3, 8 and 14 unit per acre images provided were of developments located within Clayton.

Housing Densities and Types 21 units per acre 14 units per acre (Condominiums) (Townhouses) 3 units per acre 8 units per acre 29 units per acre (Single-family) (Single-family) Ranchettes, Single-Family Attached or Duplex, Four-plex, Townhouses, Cottages, Row House, Townhouse, Apartments, Detached, Duplex Apartments, Condominiums Condominiums 0 units 10 units 20 units 30 units per acre per acre

As noted above, each site was assigned a default density of 2 or 3 units per acre, and participants could increase or decrease density by increments of 1 to as low as 0 units per acre or as high as 30 units per acre. The maximum density of 30 units per acre in the simulation was selected by staff because it was above the current General Plan maximum density of 20 units per acre but would facilitate housing of a similar development pattern (low-rise apartments, condominiums) to that already determined in existing land use policies to be compatible with Clayton's community character.

The following table compiles the data in the 44 housing plans submitted through the simulation. For each of the sites, the simulation auto-calculated the total number of units based on the area within the selected site, multiplied by the user's selected density. The highest number of units, the lowest number of units, and median, mean and mode for unit count for each site is summarized below. Density is also provided in the table inside of brackets in **boldface** type.

For a summary of comments provided for each site, see Appendix A.

Housing Plan Data Summary

	Site N1	Site N2	Site N3	Site N4	Site C1	Site C2	Site C3	Site C4	Site TC1	Site TC2	Site TC3	Site TC4	Site TC5	Site TC6	Site S1
	Clayton Valley Presbyterian	St. Johns Parish	Silver Oak Estates	Lydia Lane	Clayton and Mitchell Cyn Rds	Douglas Road	Easley Ranch	Oakhurst Overflow Lot	City-owned Downtown	6055 Main Street	Oak and Center Sts	Center St Parking Lot	6070 Main Steet	6470 Marsh Creek Road	Pine Lane @ Marsh Ck
Lowest	11	2	39	3	0	0	14	3	2	0	0	0	0	0	9
	[3]	[1]	[3]	[1]	[0]	[0]	[1]	[1]	[1]	[0]	[0]	[0]	[0]	[0]	[1]
Highest	110	70	390	80	30	45	410	80	50	15	15	15	30	30	260
	[30]	[30]	[30]	[29]	[30]	[30]	[30]	[30]	[30]	[30]	[30]	[30]	[30]	[30]	[30]
Median	77	29	104	11	9	7	109	35	7	2	2	1	6	4	95
	[21]	[12]	[8]	[4]	[9]	[5]	[8]	[10]	[4]	[4]	[4]	[2]	[6]	[3]	[11]
Mean	72	36	125	20	11	11	144	34	13	4	3	3	9	8	111
	[20]	[15]	[10]	[7]	[11]	[7]	[11]	[13]	[8]	[8]	[6]	[6]	[9]	[7]	[13]
Mode	110	70	39	8	3	3	41	80	5	1	1	1	3	4	87
	[30]	[30]	[3]	[3]	[3]	[2]	[3]	[30]	[3]	[3]	[2]	[3]	[3]	[3]	[10]

Note: Total units are provided in regular font. Densities that correspond with those unit counts are shown in [boldface] type.

Conclusions

Generally, respondents specified preferences for higher densities on the sites in Northern Clayton, and particularly on Site N1 (Clayton Valley Presbyterian) and Site N2 (St. John's Parish), where the most common densities selected were 30 units per acre. Respondents commented that these sites were already close to services, transit and shopping, and suggested that the sites' proximity to each other could further result in shared community resources for the sites' residents. Some respondents also added comments suggesting increasing density above 30 units per acre on these sites, a comment that was also reflected in the minutes of the Planning Commission meeting at which Balancing Act was demonstrated. In Central Clayton, Site C4 (Oakhurst Overflow Parking Lot) also had some of the highest densities among sites in the simulation, with the most common density at 30 units per acre and an average of 13 units per acre. In Southern Clayton, where the only unlocked site was Site S1 (Pine Lane and Marsh Creek Road), respondents generally selected medium densities for the site, with average, median and most frequently selected densities in the range of 10 to 13 units per acre. Other sites, including sites in the Town Center, tended to have lower densities selected, and in some cases, no development. It is noted, however, that for some Town Center sites, some respondents commented that they preferred to see commercial development on those properties but would consider residential development on upper floors above commercial spaces or adjacent to Clayton Road.

Based on the feedback received from the Balancing Act, decision-makers could consider increasing density from 20 units per acre to 35 or 40 units per acre on Site N1 (Clayton Valley Presbyterian) and Site N2 (St. John's Parish). The increase in density would allow more housing units (up to as many as 240 units) to be met between those two sites. The potentially higher number of residents would benefit from their proximity to shopping and existing transit, as noted by simulation respondents. These densities would also accommodate the City's low-income RHNA, simply by nature of the fact that they would be at least 20 units per acre. For purposes of estimating development potential in the Housing Element, staff would project about 30 units per acre (approximately 180 units), based on the observation that residential developments in the City are not always built out at the maximum densities allowed by the General Plan and zoning regulations. Decision-makers could also consider shifting the density ranges for other residential districts (single-family and multi-family) upward so as to establish somewhat higher minimum and maximum densities across all residential land use categories.

For the remainder of the RHNA, medium to medium-high density development in the range of 10 to 20 units per acre on Site C4 (Oakhurst Overflow Parking Lot) and Site S1 (Pine Lane and Marsh Creek Road) would be consistent with feedback received in the simulation. Other sites identified in the simulation could be considered for medium density residential, particularly in the Town Center, provided that units are developed above or behind commercial uses. Outside of the Town Center, densities could be kept on the lower end (around 5 to 10 units per acre), recognizing that, as commentors noted: 1) additional units on existing single-family lots could be built as accessory dwellings or urban lot splits; and 2) residential developments could have a mixture of densities and development types (such as single-family with townhouses). However, given the historically slow rate of construction of accessory units (average of one per year for the past five years) and an unknown number of urban lot splits due to the novelty of that

legislation, staff would caution against overestimating how much of the RHNA could be met by those residential unit types.

Data from the simulation also showed that the majority of participants opted not to include a buffer to the RHNA for their housing plans. This is an option that the City could choose to take for the Housing Element. However, as noted above, if a housing opportunity site identified in the Housing Element is subsequently rezoned to a lower density during the eight-year housing cycle, or if it is otherwise developed with fewer units than was envisioned in the certified Housing Element, the City would have to undergo a process to show the State that the City could still achieve its RHNA with other sites previously- or newly-identified in the Housing Element¹. Without a buffer, this process could include time and General Fund expenditures related to Housing Element, General Plan Land Use Element and/or Zoning Ordinance amendments and corresponding environmental impact analysis. Even should preliminary projections of unit count under the Housing Element suggest that a specific buffer may not be necessary (i.e., recommended densities would accommodate more than 570 units across the multiple opportunity sites), staff would still further recommend that the Housing Element and the accompanying General Plan Land Use and Zoning Ordinance amendments specify minimum densities for residential development, and that they include policy language requiring compliance with minimum densities and maximum lot sizes. Requiring developments to comply with both minimum and maximum densities would help to ensure that actual development is consistent with the RHNA projections in the Housing Element and reduce or avoid the need for time and expense of future amendments to the City's land use policy documents.

Attachments

Appendix A: Summary of Comments from Clayton Housing Balancing Act

Appendix B: Minutes of February 22, 2022, Planning Commission Meeting (Balancing Act Demonstration)

Appendix C: "City of Clayton Preliminary 6th Cycle Sites," December 2021

_

¹ State housing element law (Government Code Section 65580 *et seq.*) subjects all cities' and counties' housing elements to review and certification by the State Department of Housing and Community Development (HCD). Local jurisdictions must obtain and maintain certification of their housing elements by HCD in order to be eligible for certain State and local funding sources, such as State grants administered through the Metropolitan Transportation Commission/Association of Bay Area Governments, and Contra Costa County Measure J Return to Source funds.

Appendix A: Summary of Comments from Clayton Housing Balancing Act

(Note: Other than commentors' names, personal identification information has been removed from the comments listed and attached here.)

RHNA Buffer

recommend 33% buffer

thank you for asking for input. Clayton has shown it supports various housing types with our single family, duplex, triplex, fourplex and condos which already exist. Additional housing in central Clayton will help our businesses which support all our beloved cultural activities. this topic may generate a ton of controversy, stay strong! Clayton can do it. Carmel

Site N1 | Clayton Valley Presbyterian (3.67 acres)

Could go to higher density, but stay at 17 to provide space for room for community rooms (i.e., this could be an area for HDR w/community services).

Condos similar to what is already next to the church

This is where AB 1851 comes into play-parking lot can be used for additional housing, additional height limits can be zoned for apartments near transit and jobs: 60 units per acre

Site N2 | St. John's Parish (2.36 acres)

Again, AB 1851 will allow more housing in parking area.

Black Diamond type duets on .125 acre lots

Go full HDR and take advantage of nearby community services at N1.

Site N3 | Silver Oak Estates (12.9 acres)

104 SF detached with 25% having JADUs (so for RHNA purpose only, 130 DUs).

Site N4 | Lydia Lane (2.8 acres)

May be constrained by creek. 11 SF detached with 25% having JADUs (for RHNA purpose only, 14 DUs total).

Site C1 | Clayton and Mitchell Canyon Roads (1.0 acre)

Zero in downtown

Traffic would be unbearable with the Mt. Diablo Elementary right next door-increasing density would increase safety hazards for parents/children

Chaparral Springs type townhomes, with garage parking.

Ever since this former fire station was allowed to be a residence, it has been a messy, overgrown and blighted entry to our city, and that should change as quickly as possible. I seem to recall the site needed remediation, but it is a correct location for some higher density housing.

1/3 acre lots are huge! You could do single family at .2, but row townhomes or duets would be fine here.

Site C2 | Douglas Road (1.47 acres)

Zero in downtown

See above. We shouldn't be building detached single family units on 1/3 acre lots or larger.

Dependent on topography

Smaller homes, Ranchettes, Duplexes.

Site C3 | Easley Ranch (13.52 acres)

Zero in downtown

Keep at suggested units due to possible restrictions placed on developing acreage by the creek.

Use this OR S1 for new lighted sports facility for soccer and baseball. What we have now is outdated and borderline unusable. It is unbelievable that with all this money in our area that our facilities meant for children to get outside and play are as run down as they are. Partner with MDSA soccer and CVLL baseball and require them to maintain fields year round. This would also allow MDSA and CVLL to have their own fields and not have to play roulette with other surrounding sports clubs.

Mixed Ranchettes, and Town homes. Keep the path to keep a green space within the complex. Bus stops at entrance to complex. Create 2 entrances on Marsh Creek. May require widening of Marsh Creek to create turn-in lanes so traffic can flow for other residents and parents of middle school children.

Average of 15 DU/acre but site is large enough to have 2 or 3 density ranges to accommodate SF detached (25% having JADUs) and higher density DUs (duets, condos, etc.)

41 units would be nearly 1/3 acre each! Too low density. Duplexes and four plexes or attached row houses. Approximately .12 acres each.

Site C4 | Oakhurst Country Club Overflow Parking Lot (2.55 acres)

Townhouses or condominiums similar to those in Oakhurst

This site should be a transit mobility hub/park and ride with retail & services and housing over.

21 SF detached (25% with JADUs for a total of 26 DUs for RHNA purpose only).

Great location for rental units. Right on bus line. Numbers I've proposed include procuring some of the adjacent land on Clayton Road that is currently open space. Also close to Middle School.

Site TC1 | City-owned Downtown Site (1.66 acres)

Zero in downtown

Better use as commercial property. Should be zero unless apartments above commercial.

This property was supposed to be included in Charrette sessions with the citizens of Clayton-this should be a recreational area as an extension of Grove Park-not housing

Commercial 1st floor, 2nd (& 3rd?) floor residential

I would prefer that this land be zoned exclusively as commercial. That said, it could be high density on Clayton Road and charming mixed use development with housing over retail shops Main Street.

Mixed use! Commercial below, housing on top.

Site TC2 | 6055 Main Street (0.55 acre)

Zero in downtown

Better use as commercial property

Commercial 1st floor, 2nd (& 3rd?) floor residential

Would prefer that tis land be zoned exclusively as commercial. Create mixed use housing over retail.

TC1 and TC2 must be considered together. I have no sentiment for the historic site, and feel this is downtown Clayton's best place to do some sort of combined retail and residential, like around Pleasant Hill BART's transportation village. Specifically, I think this area should have some high-density residential above restaurants with recreation, like Chicken "N Pickle (NOT KIDDING!). See chickennpickle.com! Pickleball courts within a restaurant setting. I think we can agree that food does pretty well in town.

Mixed use! Commercial below, housing on top.

Site TC3 | Oak and Center Streets (0.47 acre)

Zero in downtown

Commercial 1st floor, 2nd (& 3rd?) floor residential

Make TC3, 4, 5, 6 and the adjacent area that goes to High Street as a 4 unit per building town home development. Lafayette has done this on Mt. Diablo Blvd.

Site TC4 | Center Street Parking Lot (0.46 acre)

Zero in downtown

Commercial 1st floor, 2nd (& 3rd?) floor residential

Make TC3, 4, 5, 6 and the adjacent area that goes to High Street as a 4 unit per building town home development. Lafayette has done this on Mt. Diablo Blvd.

Mixed use! Commercial below, housing on top.

Site TC5 | 6070 Center Street (1.0 acre)

Zero in downtown

Row houses like Mitchell Creek place.

Commercial 1st floor, 2nd (& 3rd?) floor residential

Make TC3, 4, 5, 6 and the adjacent area that goes to High Street as a 4 unit per building town home development. Lafayette has done this on Mt. Diablo Blvd.

Mixed use! Commercial below, housing on top.

Site TC6 | 6470 Marsh Creek Road (1.16 acres)

Zero in downtown

Single family homes

Make TC3, 4, 5, 6 and the adjacent area that goes to High Street as a 4 unit per building town home development. Lafayette has done this on Mt. Diablo Blvd.

Site S1 | Pine Lane and Marsh Creek Road (8.54 acres)

Use this OR C3 for new lighted sports facility for soccer and baseball. What we have now is outdated and borderline unusable. It is unbelievable that with all this money in our area that our facilities meant for children to get outside and play are as run down as they are. Partner with MDSA soccer and CVLL baseball and require them to maintain fields year round. This would also allow MDSA and CVLL to have their own fields and not have to play roulette with other surrounding sports clubs.

8 SF detached (with 25% having JADUs for a total of 10 DUs for RHNA purpose only).

Making these ranchettes or duplexes won't change the character of the neighborhood.

Please note that I did not have the time or patience to carefully review all the sites and make useful suggestions for each one. I believe the number of units is too large. I did certainly want to make my points about the old fire station location and the pickleball concept right downtown. Bocce and pickleball are going to be longterm attractions.

From: Doug Chen
To: Dana Ayers
Cc: Doug Chen

Subject: RE: Clayton Housing Simulation Now Available Online!

Date: Saturday, February 26, 2022 10:46:31 AM

Dana: This is a great tool. Thank you for the invite. I just submitted my input. You will see that I have higher densities in North Clayton near arterials, and also at Town Center. Where I have lower densities (to retain SF detached), I have 25% of SF units with JADUs (attached ADUs that are 500sf or less). The simulation does not add JADUs, but I have many JADUs that count as DUs for RHNA, but not as DUs for utility services including fees (because the JADUs are contained entirely within the primary dwelling units). I checked 25% buffer, but I think 33% is better.

I have 743 DUs, but because the simulation does not add JADUs, the true number (for RHNA purpose) is higher. I did not keep a count of the JADUs as I was going through each site, and I don't think there is a way for my to go back after I have submitted. RHNA has 570 DUs for Clayton. What is the breakdown for the inclusionary categories? I see a City-owned parcel. Is there a plan for that parcel?

I am really glad that there is stability at the Community Director level and look forward to process more housing applications in Clayton.

Thanks,

Doug

Doug Chen, RCE, LS
Discovery Builders
4021 Port Chicago Hwy
Concord CA 94520
925.250.2658, dchen@discoverybuilders.com

From: Dana Ayers <danaa@claytonca.gov> **Sent:** Friday, February 25, 2022 5:20 PM **To:** Dana Ayers <danaa@claytonca.gov>

Subject: Clayton Housing Simulation Now Available Online!

The City of Clayton is pleased to announce a new opportunity for community engagement in the Housing Element Update for the 2023 through 2031 housing cycle!

Where would you put new housing in Clayton? Can you create a housing plan?

Every eight years, California cities update their housing plans and identify locations where their share of housing growth could be built.

Clayton must identify and zone enough land to accommodate at least 570 new residences, our share of the projected statewide housing need.

The City of Clayton invites you to participate in an online simulation that challenges participants to create a plan for where the City's allocation of new housing units could be built.

We've identified potential sites, you select the densities that you think would create the best housing plan.

The simulation can be accessed through a desktop computer or mobile device and will remain open for submissions through April 3, 2022.

Check out the simulation online on the <u>Housing Element webpage</u>, or using the camera on your mobile device, scan the QR code in the attached announcement. And please share this announcement with your friends, colleagues and neighbors in the community!



Every eight years, California cities update their housing plans and identify locations where their share of housing growth could be built.

Clayton must identify and zone enough land to accommodate at least 570 new residences, our share of the projected statewide housing need.

> Where would you put 570 new residences in Clayton? Can you create a housing plan?

www.claytonca.gov and click on "Housing Element" to learn more.



Dana Ayers, AICP Community Development Director City of Clayton 6000 Heritage Trail Mayor, City Council, and Planning Commissioners,

PLEASE PROVIDE THIS COMMENT AS PART OF THE PUBLIC RECORD AS RECORDED IN YOUR MEETING MINUTES under the words..."traitors one and all".

What one hand giveth, the other hand taketh away? I ask, is this your little cat game and your little mouse trap? One hand gives "hush money" that the city doesn't have but the other hand ask the citizens to give more taxation...oh pretty please, you say!

You must actually think we are the biggest stupid idiot citizens ever, right?

I don't even know why I bother to inquire about anything given the buckyball/malarkey in this attached document which reads like another cat and mouse trap. Let me ask, are you a servant of the people? The servants who defend our rights? Because you sure don't act like it nor do you seem to understand your role. Let me explain first by saying I am not your "customer". You provide to me no service and I ask for none of your "services" or your "servitude" you perceive as your role as lord and master over the masses. However, there is one exception that the masses expect from the public servant and that is the duty of an elected/appointed official "to defend the constitution against all enemies foreign and domestic". This is your only duty and it is your oath you signed on the dotted line.

In fact, it is only this duty that is required from the people that "elected" you. That means we don't need your "best intentions" or "voting your conscience" or the "gift of hush money" or "even your cat and mouse game of stack and pack, balancing act". God forbid save us from that! I'll say it again.....your duty is "TO DEFEND THE CONSTITUTION AGAINST ALL ENEMIES FOREIGN AND DOMESTIC." Taxation and cat games of where to place more stack and pack is not defending the constitution or the people of this good city, or defending their rights.

It's such a simple job but imagine a game where you are asking for feedback yet again on the same issue over and over and over again to no avail. Is it inane to keep asking the same question of where to build 570 or 840 or what ever the number may be housing units as if you've already compromised and leveraged yourself in the "game" of who will play cat and mouse...gotcha?

Or to take with one hand and give with the other? Ask for the tax increases that you require like a king because after all you are in the red? And then the real kicker give out \$10,000 money like you're floating in cash,. Robin Hood? I know the city is in the red soon and I am not frankly surprised by it. But you seem to be surprised. You know when you shut down businesses and then slap the citizens with your taxation isn't that bad OPTICS? They say perception is everything and I'd say you have a PR problem and no consultant "crafting just the right message" is going help you with that perception problem. You think you give with one hand and take with another and no one will be the wiser to the trap you lay for your citizens?

Hush money? One world agenda? Economic reset? If only your constituents knew of your plans you have for them. We are talking about relocation of every citizen in this city to a major city center via the usual Marxist agenda ways...which you all seem to be down with...as in shut down your water supply, cut off your electricity, and create a food supply issue along with shut down business, enforce the mask mandates, as well as enforcement of the vaxxed mandates with your chipped vax pass on your hand and your 5G surveillance. I'm sure you will support all of this and more. Leveraged? Compromised? Yes, I'd say that is it.

You do know that this is all the "motivation any citizen need" to adhere to the agenda and you as the enforcer class. That and your leveraged self with all the pictures and the audio to support your transgressions. I'm sure they've been taken even without your knowledge. All you need is a citizenry that doesn't understand the rules of engagement and the game you are playing with their livelihoods. And of course there is the end goal of 5G surveillance and removal of our bill of rights almost complete at this point from one created emergency to the next emergency and the role you play in the enforcement mechanism. You play the unconstitutional role and none are any wiser than you to the depths you have sunk. Traitors one and all.

You want to find the 'black ink' then let the people of this city do what they need to do (that is if it's not too late because most of those businesses are not going to make it. That's the plan actually btw as no one will work instead receiving a subsistent stipends from the government largess. And btw way if you don't know that this is plan then you are doubly derelict of your duty and lack knowledge is no excuse under the laws of this nation. Though I guess you think your pittance of \$10k is enough to tide them over and your right to give it away and buy their vote for the upcoming November election?

Instead of restricting them and threatening them and imposing your imperial kingdom mentality, what if you choose to defend the Constitution and the Bill of Rights? A novel approach you say? No! Instead you shafted your constituents by closing their doors. And, for what? The answer is no reason but your cowardice! Course even if you get \$400 of increase taxes from each of the cash strapped property owners/citizens of this city with higher taxes and the "consultants to craft just the right message", higher inflation will eat up any additional money, you fools. It will NEVER be enough because you killed the goose that laid the golden egg (e.g., free enterprise, the right to our labor, our business, our property and our body) with your illegal and unlawful and unconstitutional edicts from on high. If that doesn't spell bought and paid...I don't know what to say other than you have an optics problem and it doesn't bode well for any of you.

Remember 3 weeks to flatten the curve is now almost two years to kill the golden goose and you played your part in the cat game and mouse trap. What will happen in the next pandemic or emergency? The end result is that your actions brought about the place where this city is in and it's dire need to extrapolate even more cash from the pockets of its citizens. We know the trap you've laid and the part you played. And frankly the people of this good city will not soon forget it.

What about them surety bonds? Hm? I'm sure we the citizens could make a claim due to your incompetence and cowardice actions and your unlawful and failed policies to defend their rights as is your duty. Surety bonds and claims against your traitorous policies would do wise as a first move to remove you from your position. Maybe that might also help to make up the red ink you so wish to change in the wake of even more illegal actions on your part and the stealth fleecing of your citizens pockets via more taxation and the stack and pack sustainable world of slavery you are creating.

Let me give you a quote and I really want to know who this is quoting. Which one of you who sit on this city council/planning commission came up with this little ditty: "In late, February, the city will introduce the online simulation game "Balancing Act" (aka...cat and mouse) to engage the community housing discussion (like Pepé Le Pew?) in preliminary mapped areas of Clayton. The game allows the player to change densities on parcels (e.g., 3 to 30 units per acre) and identify other potential areas for consideration."

I for one will never play your sad little game of how to trap the mice. No cat and mouse game for me. No stack and pack buildings. No to any more units in this tiny city. No the earth is not the new God. No to the agenda. PS No to your bond measure too. If you want to know what is necessary to get out of the "RED INK" then look no further than your own illegitimate actions as a city council/planning commissioner to shut down the American people of this city with your madness from on high and your cowardice to make local control decisions in our city best interest that "defend the constitution and the bill of rights".

Instead of defending the people and following your oath you choose to follow the sustainable development leader of high kings and kingdoms by authorizing arrest and closing the doors of businesses by threat of the police force and fines. You are bought and paid and leveraged against us. The people of this city will not forget your lack of courage and your lack of common sense. Traitors one and all!

Regards, Denise Pursche (925) 693-0899

Are the Sustainable Development Goals legally binding?

No! The Sustainable Development Goals (SDGs) are not legally binding.

https://sustainabledevelopment.un.org/content/documents/21252030 %20Agenda%20for%20Sustainable%20Development%20web.pdf From: Pamela Wiesendanger
To: Housing Element; Dana Ayers
Cc: ptw306@comcast.net

Subject: Clayton Housing Element Response

Date: Saturday, April 2, 2022 11:21:28 AM

Good Morning,

As Clayton residents for the last 21 years, we would like to give our feedback for the Clayton Housing Element issue. We started the Clayton Housing Element simulation, but did not find a way to comment in general or suggest an area outside of the identified areas for the 570 units. Please factor in to the decision making our comments here instead:

- Do not change the Town Center zoning to include high density/multi-unit housing.
- Build only if Clayton is truly required by law.
- If required by law to build the additional housing, build only on the outskirts of town. And:

Continue to include public input.

Factor in the effects on infrastructure such as water, power, roads.

Insure the city budget and services, like police and maintenance, can support the increased population and keep crime and traffic issues down.

Thank you, Pamela & Brian Wiesendanger From: Leonard Miglio
To: Dana Ayers

Subject: Re: Clayton Housing Simulation Now Available Online!

Date: Monday, April 4, 2022 6:32:21 AM

Good Morning Dana, I do not believe that Clayton can add over 550 homes to our community. The infrastructure does not exist and there are no benefits to Clayton residence and only benefits developers. I understand the State Leaders want to increase density and remove the single-family home with private backyards. I understand small communities are being blackmailed into cooperation. An environmental review will show that it takes us 20 minutes to get to highway 4 and I can get to Fairfield in 20 minutes when I am on 4. My nephew has moved to Green Valley because he can get to downtown walnut creek faster than getting on YVR. I would recommend everyone drive at 7:30 am down either YVR or Clayton Rd and see the school traffic and commute traffic. I had to leave at 7:15 to take my mom to an 8:00 appointment at Shadelands. Quality Of Life is the issue.

Thanks

From: Dana Ayers <danaa@claytonca.gov>
Sent: Thursday, March 31, 2022 5:07 PM

To: Dana Ayers <danaa@claytonca.gov>

Subject: FW: Clayton Housing Simulation Now Available Online!

Reminder-- the Balancing Act housing simulation will remain open and housing plans can be submitted through April 3!

From: Dana Ayers <danaa@claytonca.gov> **Sent:** Friday, February 25, 2022 5:20 PM **To:** Dana Ayers <danaa@claytonca.gov>

Subject: Clayton Housing Simulation Now Available Online!

The City of Clayton is pleased to announce a new opportunity for community engagement in the Housing Element Update for the 2023 through 2031 housing cycle!

Where would you put new housing in Clayton? Can you create a housing plan?

Every eight years, California cities update their housing plans and identify locations where their share of housing growth could be built.

Clayton must identify and zone enough land to accommodate at least 570 new residences, our share of the projected statewide housing need.

The City of Clayton invites you to participate in an online simulation that

challenges participants to create a plan for where the City's allocation of new housing units could be built.

We've identified potential sites, you select the densities that you think would create the best housing plan.

The simulation can be accessed through a desktop computer or mobile device and will remain open for submissions through April 3, 2022.

Check out the simulation online on the <u>Housing Element webpage</u>, or using the camera on your mobile device, scan the QR code in the attached announcement. And please share this announcement with your friends, colleagues and neighbors in the community!



Dana Ayers, AICP Community Development Director City of Clayton 6000 Heritage Trail Clayton, CA 94517

Tel: 925-673-7343 Fax: 925-672-4917

Minutes City of Clayton Planning Commission Regular Meeting Tuesday, February 22, 2022

1. CALL TO ORDER

Chair Denslow called the meeting to order at 7:00 p.m.

2. PLEDGE OF ALLEGIANCE

Vice Chair Miller led the Pledge of Allegiance.

3. ROLL CALL

Present: Chair Terri Denslow

Vice Chair Ed Miller

Commissioner Justin Cesarin Commissioner Frank Gavidia Commissioner Amy Hines-Shaikh

4. PRESENTATIONS AND ANNOUNCEMENTS

There were no presentations or announcements.

5. ACCEPTANCE OF THE AGENDA

There were no changes to the Agenda as submitted.

6. PUBLIC COMMENT

There were no public comments.

7. CONSENT CALENDAR

A. Minutes of Planning Commission Meeting of December 14, 2021.

Commissioner Cesarin moved to approve the minutes as submitted. Commissioner Hines-Shaikh seconded the motion. The motion passed 5-0.

8. STUDY SESSION

A. Status Report on the General Plan Housing Element Update for the 6th Cycle.

This is an informational session at which staff will provide an overview on the process to date with respect to the Update of the General Plan Housing Element for the 6th Cycle (2023-2031). In addition to reviewing the background and components of the Housing Element, staff will provide an explanation of next steps in the Housing Element Update, including the process for conducting required review of the Housing Element Update in accordance with the California Environmental Quality Act, and a demonstration of the next public engagement opportunity consisting of a housing planning simulation that will be posted to the City website at the end of February 2022.

Community Development Director Dana Ayers presented an overview of the State statutes pertaining to the Housing Element and California Environmental Quality Act (CEQA).

Commissioner Hines-Shaikh requested clarification on ministerial approvals and for examples of projects that could be considered ministerial. Director Avers explained that projects that must meet prescribed standards without any discretion were considered ministerial. She gave building permits, small grading permits, and residential lot splits under Senate Bill (SB) 9 as examples of ministerial actions. She further explained that, with regard to the Housing Element and how CEQA applies to it, the entirety of the Housing Element and its selected sites and densities would need to be considered in the environmental analysis. While certain sites might qualify for ministerial approval, it was important not to isolate those sites as outside the scope of the Housing Element project and its Environmental Impact Report (EIR) analysis. However, she noted that future applications for residential development on sites identified in an adopted Housing Element could be considered not subject to CEQA if they qualified for a specific exemption or, if subject to CEQA, could build on the broader environmental analysis provided in the Housing Element EIR.

Commissioner Hines-Shaikh also asked about the State Housing and Community Development Department's (HCD) inclusion of Extremely Low-Income as an income category for housing allocation, and whether the City's allocation for affordable housing had been modified to include an assignment for Extremely Low-Income households. Director Ayers advised that in the current cycle, Extremely Low-Income units were included within the Very Low-Income category allocation. She was unaware of any new category being created with a new housing allocation specific to the Extremely Low-Income category but would further research the question.

Vice-Chair Miller inquired about the relationship between density and income level for the Regional Housing Needs Allocation (RHNA). Director Ayers explained that density could be an indicator for affordability level and, more specifically, that units designated for sites zoned with a density of 20 or more units per acre in Clayton could be counted toward the City's Low-Income allocation.

Chair Denslow inquired about the mechanisms available to ensure that a certain number of units are built as Low-Income units. Director Ayers suggested that a site could have an overlay zoning district with affordability requirements or, if the site was controlled by the City, the City could specify terms of affordability in the disposition of the site to a private developer.

Chair Denslow then requested clarification on when exemptions from CEQA could be applied, and how the Initial Study Checklist in CEQA Guidelines Appendix G relates to CEQA-exempt projects. Director Ayers advised that review of a project for a CEQA exemption may not require completion of the Initial Study Checklist but still required at minimum a cursory review of the project against the resource areas in the Checklist. She explained that exemption classes included a caveat that the project had no other impacts. She gave a hypothetical example of a project that was under 5 acres in size and located on an infill site—a project, which at first review might fit within a CEQA exemption class. In that hypothetical example, however, if that project was going to demolish an identified historic resource, it would have a potentially significant impact on historic resources and would not qualify as exempt from CEQA.

Chair Denslow then asked how the EIR process could commence while the Housing Element and its housing site inventory were still being prepared. She confirmed with staff that the commencement of the EIR should not be an indication to the public that the scope of the Housing Element was set and that no further public comment would be invited. Director Ayers further clarified that "the project" that would be described in the Notice of EIR Preparation and analyzed in the EIR assumed high densities of development across most of the specified sites in the preliminary inventory but that, as the analysis in the EIR was prepared and through the public input process of the Housing Element, alternatives would be developed and their environmental impacts would be compared against the project. At the end of the EIR process, the City Council would decide whether to approve "the project" or one of the alternatives as the updated Housing Element.

Chair Denslow confirmed with staff that the progress on the Housing Element Update was aligned with the schedule in the consultant's proposal approved by the City Council at their May 18, 2021 meeting.

Chair Denslow invited any member of the public in attendance to ask questions of staff. Alice Bristol asked if all of the housing in the project was proposed to occur on one site. Director Ayers advised that the Housing Element would include potential housing units on multiple sites, and Chair Denslow further clarified that the "project area" for the Housing Element was the entire City rather than one discreet location within it.

Director Ayers then shared with the Planning Commission a demonstration of Balancing Act, a public engagement and housing planning simulation tool that staff planned to make available to the public within the week.

Commissioner Gavidia asked why the simulation set a maximum density of 30 units per acre instead of 50 or 100 units per acre. Director Ayers responded that 30 units per acre was closer to the adopted General Plan, which had a maximum density of 20 units per acre, rather than 50 or 100 units, and that in setting the density in the simulation, staff chose a density that staff believed was more in line with community preferences. Commissioner Gavidia confirmed with staff that any density above 20 units per acre would require a General Plan amendment, which was what the Housing Element Update was but that, with that amendment, the Council could set a higher maximum density. He did not think that the problem could be solved with a limitation on density. Director Ayers stated that the 30 unit per acre maximum in the simulation was not intended as a recommendation on a maximum, but the simulation would give decision-makers and staff an idea of where in the City people were comfortable with higher densities versus lower densities of housing. The Planning Commission and City Council could choose to set a maximum density in excess of 30 units per acre when they took action on the Housing Element Update.

Commissioner Hines-Shaikh confirmed with staff that it was not possible to add a site to the simulation that was not already there, but that participants could submit comments inside the simulation making suggestions about other sites that could be included in the inventory.

Commissioner Cesarin asked how the simulation would be weighted in the preparation of the Housing Element Update. He also said he understood Commissioner Gavidia's comment about maximum density in the simulation, but that it made sense to him why staff chose a maximum density that was based on adopted policy in the General Plan, and he understood the intent of the simulation to indicate preferences for higher or lower densities. He confirmed with staff that the results of the multiple plan submissions would be summarized in a spreadsheet of data about each site.

Vice Chair Miller confirmed with staff that the data from the simulation could be represented graphically in addition to a spreadsheet. He also confirmed with staff that the General Plan land use designations and zoning classifications could establish minimum densities for sites. He thought that minimum density was a good idea and could temper the City's RHNA buffer somewhat if it is known that a certain minimum number of units would be built on a site. Vice Chair Miller also confirmed with staff the State statute with respect to sites that have been in two housing cycles but remain unbuilt, that they must be zoned in such a way that at least 20 percent of the units are affordable to Low-Income households, which could be achieved by zoning the site for a minimum 20 units per acre. He suggested that smaller developments like accessory dwelling units and urban lot splits could help to contribute to the RHNA. He felt it worth repeating a comment made by staff at the January 4, 2022 City Council meeting that, for those types of projects, historical data is valuable in predicting justifiable future trends for that type of development during the next housing cycle. If the City over-predicted development of that type toward meeting its RHNA, the City could risk losing land use authority later because of a lack of progress toward meeting its projected housing targets. He thought there would be future opportunities to think outside of the box on how to approach the RHNA with smaller residential developments.

Commissioner Gavidia asked if people could identify sites other than the ones included in the simulation. Director Ayers responded that the simulation was limited to a prescribed list of sites that were designed into the program, but that discussion of the Housing Element was ongoing, and people could submit letters or emails to staff identifying other potential housing opportunity sites. He asked what tools or incentives the City could offer developers to build housing, suggesting that a variance or tax incentive was not going to be enough to motivate a housing developer. He reiterated that the problem has been going on for a long time.

Chair Denslow asked Commissioner Gavidia to clarify what he meant about "solving the problem," and whether he was referencing an insufficiency in housing or not meeting RHNA numbers. Commissioner Gavidia responded that he was referencing solving the problem for the City of Clayton. Housing Elements must be updated every 8 years but that, in the 20 years he has lived in Clayton, not much housing has been built. He expressed concern that the situation would continue to be a problem for the City and questioned how the City would incentivize a developer to build housing since rezoning land has not been enough.

Chair Denslow confirmed with staff housing projections are updated with each 8-year housing cycle and that, even if units are built, a new allocation for housing will be assigned to the City for the next cycle. She said she was still unclear on the problem to which Commissioner Gavidia was referring.

Commissioner Gavidia suggested rezoning land for a large buffer over the RHNA of 570, up to 1,000 or 2,000 units possibly, so that the problem goes away for a little while and does not come back to haunt the City. He suggested creative solutions, and he anticipated further upzoning of sites would be necessary. He suggested that if people knew the maximum density allowable, then they could then share where they would want the housing, and then the City could try to find a way to get the units built. He would like people to have the opportunity to identify other sites beyond the ones identified in the simulation, and he preferred a very larger buffer to the RHNA so that, at least for the next 15 to 20 years, there would not be a problem.

Chair Denslow confirmed with staff that drastic changes in upzoning of sites could be perceived by HCD staff as unrealistic and put at risk HCD's certification of the Housing Element. Director Ayers referred to State statute specifying that an agency must commit to implementing its Housing Element and that, if land values in Clayton have not supported 100 units per acre in the recent past, HCD could find such a dramatic upzoning to be questionable. Chair Denslow asked how many times a draft Housing Element could be resubmitted for review to HCD before the January 2023 deadline to approve the Housing Element. Director Ayers stated that her memory was not clear on the statute, but that she believed agencies had to complete their processes within 1 to 3 years of the deadline.

Vice Chair Miller questioned whether higher density directly corresponded to an increase in developer profit. Commissioner Gavidia said that it did, and that larger companies could borrow money at cheaper rates than smaller developers. He reiterated that he would like the land use scenarios in the Housing Element to include very high densities and greater building heights. If the City was going to solve the problem, it had to be realistic.

Chair Denslow confirmed with staff that the solution to the housing problem would not be a one-time and indefinite fix, but rather that new housing unit allocations would be assigned to each jurisdiction at the start of every 8-year housing cycle, regardless of how many units of the preceding cycle's allocation were built. She also clarified with staff that the simulation would not produce a single or best housing plan from among the submissions, but that the multiple results of the submissions would give decision-makers an idea of where in the City participants felt more comfortable with higher density developments. Decision-makers would then review the results of the simulation, along with written comments outside of the simulation, to evaluate more refinements of the housing plans to include meeting income level allocations that were not as easily accommodated in the simulation. However, because State law recognized densities of 20 or more units per acre as being affordable to Low-Income households, where responses

indicated a level of comfort with higher densities on a site, the Commission could consider possibly including the units planned on that site toward the City's Low-Income unit allocation.

Commissioner Cesarin said he understood the simulation was not intended to direct the Housing Element but was intended to give staff an idea of what the City was feeling with respect to housing. He said that putting much higher numbers into the simulation than were in the adopted General Plan did not make sense to him, but he recognized staff could make a future recommendation to increase density in an area where staff received community input in support of that. He inquired about whether the City had done an analysis of what barriers, such as utility connection costs, were discouraging property owners from constructing accessory dwelling unit (ADUs).

Commissioner Hines-Shaikh stated that the State was setting aside a large budget allocation, sponsored by Assembly Member Phil Ting, to incentivize ADU construction. She emphasized the importance of letting people know about the availability of these funds. She suggested pursuing community input on whether residents in the community would be interested in building an ADU and whether cost was the barrier for them. Director Ayers added that the City had been awarded grant funds in 2020 to develop a preapproved ADU program that could result in reduced architectural design and plan check costs for people interested in building an ADU.

9. ACTION ITEMS

None.

10. COMMUNICATIONS

Vice Chair Miller encouraged people to submit written comments on the Housing Element.

Chair Denslow thanked staff for answering the various questions from the Commissioners, and she encouraged interested parties to review the Housing Element webpage on the City website and to reach out to staff with any questions throughout the Housing Element process.

Director Ayers advised that City Hall was re-opened to the public and that staff anticipated in-person Planning Commission meetings to resume in April. She reported that meetings would have a hybrid format where people could attend in person or could continue to participate remotely using the Zoom web conferencing platform. She advised that meeting guidelines for Hoyer Hall would be the same as they were for City Hall, wherein unvaccinated individuals would be required to wear a mask and unvaccinated individuals had the option to wear a mask.

Chair Denslow referenced the last City Council meeting at which the Mayor announced a request for volunteers to hand out flyers pertaining to the Housing Element and Clayton Cares program. Director Ayers advised that the Mayor intended to post details of the volunteer opportunity on his social media site and suggested interested individuals check there.

11. ADJOURNMENT

The meeting was adjourned at 9:28 p.m. to the next regular meeting of the Planning Commission on March 8, 2022.

Respectfully submitted:

Dana Ayers, AICP, Secretary

Approved by the Clayton Planning Commission:

Terri Denslow, Chair

Appendix C

City of Clayton Preliminary 6th Cycle Sites

Preliminary 6th Cycle Sites (685 Units)

- (20 du/ac)
- (3 du/ac)
- B 35 Units (5 du/ac)
- 1 7 Units (1 du/ac)
- 1 Unit (3 du/ac)
- M 161 Units (20 du/ac)
- 8 Units (3 du/ac)
- 20 Units (20 du/ac)
- 21 Units (20 du/ac)
- 81 Units (20 du/ac)
- 14 Units (20 du/ac)
- P 9 Units (20 du/ac)
- G 33 Units (20 du/ac)
- 51 Units (20 du/ac)
- 1 23 Units (20 du/ac)
- R 27 Units (20 du/ac)
- 132 Units (10 du/ac)
- 11 Units (20 du/ac)
- 1 Units (5 du/ac)

Previous/New Cycle Sites

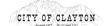
Previous 4th Cycle Site

Previous 5th Cycle Site

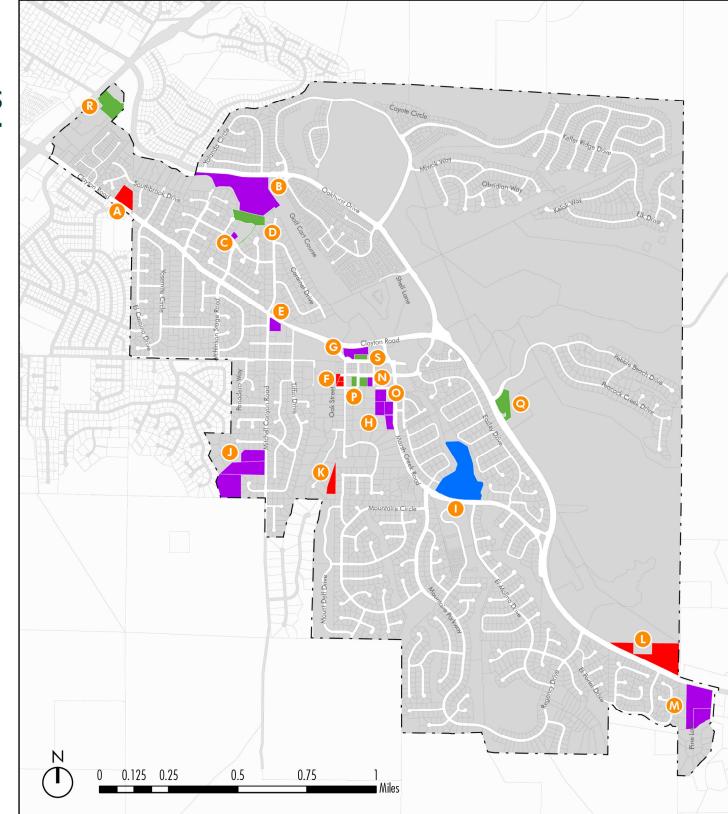
Previous 4th and 5th Cycle Site

New 6th Cycle Site

December 2021







TRADEOFFS

In selecting housing strategies, the Housing Element will need to identify priorities and make tradeoffs. Respondents were given \$100 to spend on seven housing strategies and were asked to identify preferred strategies by spending the \$100 in \$10 increments across the options. Respondents could choose to spend the \$100 in any way they wanted. Figure 37 below illustrates the percentage of funds allocated to each strategy across all responses.

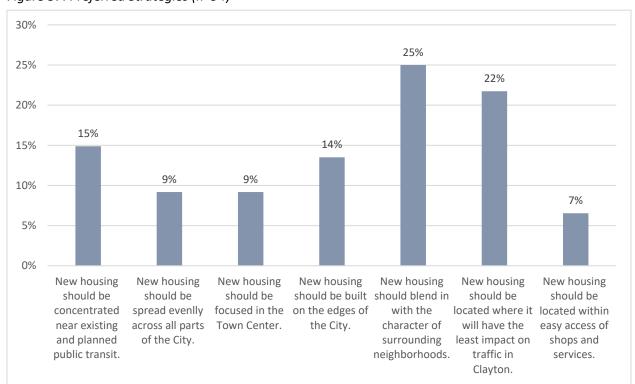


Figure 37: Preferred Strategies (n=94)

Table 1: Preferred Strategies

Strategy	Amount Spent (\$)	Percentage
New housing should be concentrated near existing and planned		
public transit.	\$1410	15%
New housing should be spread evenly across all parts of the City.	\$870	9%
New housing should be focused in the Town Center.	\$870	9%
New housing should be built on the edges of the City.	\$1280	14%
New housing should blend in with the character of surrounding		
neighborhoods.	\$2370	25%
New housing should be located where it will have the least impact		
on traffic in Clayton.	\$2060	22%
New housing should be located within easy access of shops and		
services.	\$620	7%

Exhibit E

General Plan Land Use Element Amendments

Section II

LAND USE ELEMENT

PREAMBLE

GOALS, OBJECTIVES, POLICIES, AND IMPLEMENTATION MEASURES

LAND USE DESIGNATIONS

RESIDENTIAL DESIGNATIONS

COMMERCIAL DESIGNATIONS

PUBLIC AND QUASI PUBLIC FACILITY

OPEN SPACE DESIGNATIONS

ANNEXATIONS AND SPHERE OF INFLUENCE

PREAMBLE

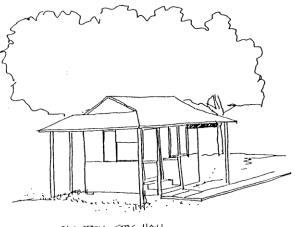
It is important to recognize that this General Plan describes the kind of city that Clayton intends to become. The Plan is the culmination of a legally defined process of citizen review, professional advice, public hearings, and adoption. The Plan, subject to periodic review, is a living document which takes on meaning as it is translated into policies and regulatory ordinances.

When an amendment to the Plan is considered, the proposed amendment must be considered in the context of the following goals, objectives, and policies and any such amendment must be shown to be consistent with them.

LAND USE ELEMENT

GOALS

- 1. To maintain the rural character that has been the pride and distinction of Clayton.
- 2. To encourage a balance of housing types and densities consistent with the rural character of Clayton, while accommodating higher density housing types in appropriate locations.
- 3. To preserve the natural features, ecology, and scenic vistas of the Clayton area.
- 4. To control development through appropriate zoning, subdivision regulations and code enforcement.
- 5. To provide a comprehensive, integrated, greenbelt system, which includes bicycle, equestrian, and walking paths and is connected to regional systems.
- 6. To encourage a pedestrian-oriented community with areas of open space and recreational facilities for public use.
- 7. To enhance the sense of identity and pride in and to encourage historical awareness of Clayton.
- 8. To ensure an adequate commercial tax base for Clayton.
- 9. To create and maintain an attractive Town Center area and to make it the commercial, civic, and heritage focus for the community.
- 10. To provide housing opportunities which serve the varied social and economic segments of the Clayton community. (Amended by Resolution 64-98, dated 12/1/98)



CLATTON CITY HALL

GOAL

To provide a mixture of land uses that responds to needs of the City of Clayton.

Residential

Objective 1

To retain the rural character of Clayton through a predominance but not exclusive use of single-family, low-density residential development and preservation of open space, while also ensuring opportunities are provided in the City for small-lot single-family and multifamily development types near transportation, jobs and services balancing needs of the housing element and preservation of open space. (Amended by Resolution 21-81, dated 5/16/87)

Policies

- 1a Establish density designations based on terrain, circulation, adjacent uses and area characteristics.
- 1b Identify a variety of densities, which decrease as slope increases.
- 1c Permit <u>limited</u> higher density <u>housing opportunities in areas proximate to jobs and services, public facilities and multimodal transportation infrastructure.</u>
- Preserve historic structures and open space areas with uses such as community facilities, bed and breakfast facilities, or large single-family homes.
 - (Amended by Resolution 43-95, dated 6/28/95)
- 1e Encourage the clustering of development to preserve open space.

(Amended by Resolution 43-95, dated 6/28/95)

1f Ensure that new residential development is constructed in accordance with minimum densities of the land use designation in which the development is located.

Objective 2

To preserve the natural beauty and the feeling of openness in the community by preserving ridgelines and limiting development in the hills.

Policies

- To prevent deterioration of scenic or sensitive areas, development should be clustered in less sensitive areas and an Open Space designation should be applied to undeveloped portions of parcels.

 (Amended by Resolution 43-95, dated 6/28/95)
- 2b Promote mitigation measures that maintain the aesthetic quality of the hills in transition areas.

Objective 3

To establish boundaries for the City of Clayton that follow standard principles of urban design and municipal development.

Policies

- Promote annexation of all land area within the City's Sphere of Influence, provided there is no drain on current City resources.
- 3b Encourage Contra Costa County to follow the example of Santa Clara County and other progressive counties in establishing policies supporting city annexation within spheres.
- The City should review its Sphere of Influence at least every five years and request a boundary amendment as needed. (Amended by Resolution 43-95, dated 6/28/95)

Commercial

Objective 4

To plan for and promote adequate commercial facilities to serve the needs of Clayton residents.

Policies

- 4a Expand the commercial tax base in appropriate areas.
- 4b Maintain the Town Center and the commercial areas of Kirker Pass Road and Marsh Creek Road as the sole areas for commercial development.

(Amended by Resolution 43-95, dated 6/28/95)

4c Require a master development plan for combination of parcels where appropriate.

Objective 5

To prevent strip development and other inappropriate commercial uses.

Policies

- 5a Review commercial development to ensure compatibility with surrounding uses and the environmental setting.
- 5b Provide strict control of nuisance characteristics of uses.

Major Developments

Objective 6

To promote development of the Keller Ranch with Clayton.

Policies

- 6a Require a design constraints analysis prior to Keller Ranch development.
- 6b Review the design for Keller Ranch as a whole rather than a piecemeal process.
- 6c Incorporate or promote adoption of all reasonable mitigation measures for Keller Ranch development whether in the City of Clayton or in another jurisdiction.

Objective 7

To promote community amenities within the Keller Ranch development.

Policies

- 7a Support development of a country club facility that would include a golf course, tennis courts, swimming pool, clubhouse, restaurant, overnight accommodations and other uses deemed ancillary by the Planning Commission.
- 7b Support establishment of a Heritage Center that would permit uses that support historical heritage and community activity within the Town Center.
- 7c Support development of community playfields. (Amended by Resolution 21-87, dated 5/16/87)

Objective 8

To direct development of Keller Ranch within appropriate areas as constrained by topography, visual corridors, geologic factors, water courses and other planning considerations.

Policies

- 8a Utilize map designation footprint to indicate development form.
- 8b Permit density transfer among residential development areas within the overall unit limit.
- 8c Designate Country Club and athletic field facilities as Open Space/Facility.
- Permit minor design deviation among residential development, open space, open space/facility, and commercial designation footprints through the Planned Development approval process.

 (Amended by Resolution 21-87, dated 5/16/87)

LAND USE DESIGNATIONS

The General Plan Diagram indicates application, location, extent, type and density of development. Designations provide assurance of city policy and guidance to homeowners, landowners, and developers.

(Amended by Resolution 25-2004, dated 6/1/04)

RESIDENTIAL DESIGNATIONS

There are seven residential designations, with. The density ranges for each residential land use designation are that are based on the developable acreage of the parcel. Developable acreage and residential density calculations are further defined and described in the Clayton Municipal Code regarding residential parcels with sensitive land areas. Maximum density is allowed for sites designated in the Housing Elementeannot be guaranteed but will fall within the range identified for each residential land use designation. Due to differences in developable acreage because of the constraints attributable to sensitive land areas, all other residential parcels with sensitive land areas shall fall within the not to exceed maximum density for developable acreage and shall not have a minimum density requirement. Second dwelling units are exempt from the

When clustering is proposed for development, the City may provide relief from the lot coverage standards discussed below.

Unless otherwise noted, the following uses are allowed in each of the General Plan residential categories, provided they meet the requirements of the underlying zoning district, applicable specific plan policies and guidelines, and applicable general plan policies:

Schools;

- Churches and places of worship;
- Public / quasi-public buildings and facilities;
- Day care centers, family day care homes, and residential care facilities;
- Bed and breakfast facilities;
- Lodges, fraternal organizations, and clubs;
- Crop and tree farming and horticulture, not including the raising or keeping of any animals other than ordinary household pets; and
- Publicly-owned parks and playgrounds.

(Amended by Resolution 43-95, dated 6/28/95, and Resolution 25-2004, dated 6/1/04)

Additional uses allowed under each category are described below.

Rural Estate (0 to 1.0 Units Per Acre)

This density range is intended for single-family estates, or horse set-ups on individual lots of an acre or more. Allowable uses include single-family homes, private stables and corrals with access to greenbelts and equestrian facilities, and accessory structures and uses normally auxiliary to them. Second Accessory dwelling units are also allowed but are not used in the calculation of development density.

(Amended by Resolution 21-87, dated 5/16/87, Resolution 43-95, dated 6/28/95, and Resolution 25-2004, dated 6/1/04)

Single Family Low Density (1.1 to 3 Units per Acre)

This density range is intended for development of single-family houses on lots that range between 12,500 and 40,000 square feet. This designation has been the predominant density in Clayton. Uses allowed under this designation include single-family homes, and the accessory structures and uses normally auxiliary to them. Second-Accessory dwelling units are also allowed but are not used in the calculation of development density. (Amended by Resolution 21-87, dated 5/16

Single Family Medium Density (3.1 to 5 Units Per Acre)

This density is intended for and allows planned unit development (PUD) and single-family subdivisions. Development will range from a standard single-family subdivision to a zero lot line or single-family home. Accessory structures and uses normally auxiliary to them are also allowed, as well as second-accessory dwelling units, although accessory dwelling units are not used in the calculation of development density.

(Amended by Resolution 21-87, dated 5/16/87, Resolution 43-95, dated 6/28/95, and Resolution 25-2004, dated 6/1/04)

Single Family High Density (5.1 to 7.5 Units Per Acre)

This designation is an urban single-family density that will allow patio homes, zero lot

Land Use Element - Amended
Resolutions 14-17, 49-16, 12-12, 11-12, 04-08, 05-07, 13-05, 63-04, 25-04, 49-00, 64-98, 43-95

line and cluster homes in a PUD development. Accessory structures and uses normally auxiliary to them are also allowed, as well as second dwelling units. Second dwelling units are also allowed <u>but are not used in the calculation of development density</u>. Development will require innovative design with a combination of development concentration and open space. Development intensity will permit individual parcel coverage of up to 75% provided common open space is provided. Development excluding recreational amenities shall not exceed total structural land coverage of 25%.

(Amended by Resolution 21-87, dated 5/16/87, Resolution 43-95, dated 6/28/95, and Resolution 25-2004, dated 6/1/04)

Multifamily Low Density (7.6 to 10 Units Per Acre)

This designation is intended for and allows cluster units such as duplexes, triplexes, townhouses, garden units, and other types of PUDs, as well as single family detached dwellings on smaller lots with a conditional use permit, that provide a development with amenities to balance the increased density. This density must be adequately buffered from single-family and estate development. Structural coverage, excluding recreational amenities, shall not exceed 40% of the site area. Second Accessory dwelling units are allowed but are not used in the calculation of development density.

(Amended by Resolution 21-87, dated 5/16/87, Resolution 64-98, dated 12/1/98, and Resolution 11-2012, dated 4/3/12)

Multifamily Medium Density (10.1 to 1520 Units Per Acre)

This designation is intended for and allows multifamily units, including duplexes, triplexes, and townhouses, located where the site area, circulation system and other features can comfortably accommodate increased density. Development within this density shall be encouraged to use a PUD concept and standards with incorporation of significant design and amenity in the project. Structural coverage, excluding recreational amenities, shall not exceed 50% of the site area. Second—Accessory dwelling units are allowed but are not used in the calculation of development density.

(Amended by Resolution 21-87, dated 5/16/87, Resolution 25-2004, dated 6/1/04, and Resolution 11-2012, dated 4/3/12)

Multifamily High Density (20.1 to 30 Units Per Acre)

This designation is intended for and allows two-story (or higher) apartments or condominiums located where higher densities may be appropriate, such as near major public multimodal transportation infrastructure and commercial centers. Development within this density shall be encouraged to use a PUD concept and standards with incorporation of significant design and amenity in the project. Structural coverage, excluding recreational amenities, shall not exceed 65% of the site area. Permitted density may be increased to 40 units per acre for residential developments that are 100 percent affordable to low-income households. Accessory dwelling units are permitted but are not used in the calculation of development density.

(Resolution 11-2012, dated 4/3/12, Amended by Resolution 49-2016, dated July 19, 2016)

Institutional Density (7.610.1 to 2030 Units Per Acre)

This designation is intended for development of various forms of senior housing under sponsorship of public or quasi-public agencies. The density of senior projects is not always equivalent to standard concepts of density; therefore, a A density range of 10.17.6 to 2030 units per acre may be permitted. Developments may include on-site services for residents, such as group dining, counseling and child care services, in addition to common meeting rooms and recreational amenities. Structural coverage, excluding recreational amenities, shall not exceed 75% of the site area. Permitted density may be increased to 40 units per acre for residential developments that are 100 percent affordable to low-income

households. Accessory dwelling units are permitted but are not used in the calculation of development density. Group dining, limited vehicles, medicine dispensing services and other characteristics make this form of housing unique.

Senior projects must be submitted as planned developments and will have to be reviewed for site limitations including density, number of stories and structure height, on a case bycase basis. It is assumed that densities can exceed 15 units per acre when possible impacts can be mitigated. Development intensity can reach 100% structural coverage of each individual parcel. Structural coverage shall not exceed 50% of the site area, however, specific sites and relationship to adjacent uses may pose additional limitations.

(Amended by Resolution 21-87, dated 5/16/87, Resolution 64-98, dated 12/1/98, Resolution 25-2004, dated 6/1/04, and Resolution 11-2012, dated 4/3/12)

Residential Density and Population Projections

The 201910 U.S. Ceensus Bureau, American Community Survey indicated that Clayton had an average population of 2.722.83 persons per unit for occupied units. Clayton's high occupancy rate compared to other cities in Contra Costa County is due to the large homes on large parcels. As homes decrease in size, occupant size can also be expected to decrease.

The analysis of the relationship of units per acre to population is not direct. Population is based on relationship of residential unit size and living pattern of residents. Generally, the size of the units will indicate the number of bedrooms. Variables include the reduced size of the family, larger homes on smaller lots, ethnic and cultural preferences for family size and use of space, economic fluctuations, percentage of unmarried shared rent households and changes in taste. The projected population levels are as follows:

<u>Designation</u>	<u>Persons Per Unit</u>
Rural Estate	3.3
Low Density	3.1
Medium Density	2.8
High Density	2.5
Multifamily Low Density	2.3

(Amended by Resolution 21-87, dated 5/16/87, Resolution 43-95, dated 6/28/95, and Resolution 11-2012, dated 4/3/12)

COMMERCIAL DESIGNATIONS

The commercial designations, including uses and development standards are listed below. The development standards apply to the net acreage of the commercial parcels and exclude any areas dedicated for public right-of-way. (Amended by Resolution 05-2007, dated 2/6/07)

Town Center

This designation is located in the center of the City of Clayton which has been a historical commercial center since Clayton's inception.

Uses

The uses allowed within this designation are the retail sales, commercial service, restaurant, bar, commercial recreation, child day care, office, <u>upper-floor</u> residential <u>uses</u> <u>above or behind street fronting commercial uses</u>, visitor-accommodation uses listed in the "Town Center Commercial" land use designation of the *Town Center Specific Plan*. Population in residential uses is estimated at 1 person per 300 square feet.

All new development projects shall be reviewed for design compatibility with existing structures, as well as the theme and character of the Town Center, as described in the *Town Center Specific Plan*. Building height shall not exceed forty (40) feet. Structural coverage of a site primarily used for ground-floor retail with upper-floor retail, upper-floor office, and/or upper-floor residential purposes shall comply with the standards listed below. Structural coverage of a site primarily used for ground-floor office purposes or other uses shall not exceed thirty-five (35) percent.

(Amended by Resolution 21-87, dated 5/16/87 and Resolution 05-2007, dated 2/6/07)

- 1. Parcels 10,000 square feet or less: Up to one hundred (100) percent structural coverage.
- 2. Parcels between 10,001 and 40,000 square feet: Up to the percent structural coverage allowed by the following formula.

$$X = 100 - 2 (Y - 10)$$

X is the Maximum Structural Coverage in percent

Y is the Square Footage of the Parcel in 1,000's of square feet

For example, a 30,000 square foot parcel is allowed 60 percent structural coverage.

$$X = 100 - 2(30 - 10)$$

$$X = 100 - 2(20)$$

$$X = 100 - 40$$

$$X = 60$$

3. Parcels greater than 40,000 square feet: Up to forty (40) percent structural coverage.

(Amended by Resolution 05-2007, dated 2/6/07)

Development projects must comply with the structural coverage standards applicable to the square footage of the respective Parcel(s) as shown on the Assessor's Maps of the Contra Costa County Assessor's Office as of January 1, 2007. Notwithstanding this provision, any Parcel larger than one acre may be initially subdivided into two parcels. Upon subdivision, each resultant parcel (termed "Resultant Parcel") shall be subject to the applicable structural coverage standard set forth in the above criteria which shall continue to apply to any further subdivision of a Resultant Parcel. (Amended by Resolution 05-2007, dated 2/6/07)

Additional Town Center discussion may be found in the Community Design Element.

Kirker Corridor

Kirker Corridor represents the only commercial location in the city limits of Clayton that has regional potential. Nearly all of Clayton's sales tax dollars are lost to neighboring communities. The Kirker Corridor represents a series of sites that can serve to recapture a

portion of that lost income, provide local control over the types of shops and facilities needed and reduce the extent of travel to commercial centers further away. The primary emphasis is on retail facilities although the complementary office and retail service uses are necessary for variety and market balance. Structural coverage shall not exceed thirty (30) percent of the site and height shall not exceed fifty (50) feet.

(Amended by Resolution 21-87, dated 5/16/87 and Resolution 05-2007, dated 2/6/07)

Uses

All uses permitted in the Town Center. In addition, the following shall be permitted: auto sales and service, hotel and motel, wholesale distribution and other commercial uses determined to be consistent with the designation and overall development.

In order to prevent the Kirker Corridor from becoming a strip commercial site or to limit potential for future development, it will be necessary to present any specific proposal within the context of concept master plans for the entire area covering issues such a circulation, architectural design theme, and site planning.

Convenience Commercial

This designation is highly restricted and designated for those sites that provide specific commercial needs for the community. Currently there are two sites along Marsh Creek Road where such uses exist; a landscape nursery exists near the town center, and a general store operates in the Marsh Creek Road Specific Plan area. This designation allows retail uses of a neighborhood convenience nature where facility and operation are compatible with surrounding residential areas. Structural coverage on these sites shall not exceed twenty-five (25) percent of the site area. Building height shall not exceed thirty five (35) feet.

(Amended by Resolution 21-87, dated 5/16/87 and Resolution 05-2007, dated 2/6/07)

Implementation

Implementing ordinances shall be developed to guide and control use and appearance for all commercial designations. Development in the Kirker Corridor shall produce a unified concept.

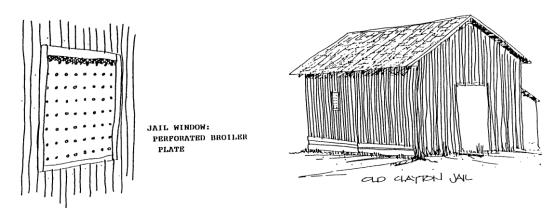
The size of Clayton and its commercially designated area provides a series of limitations on the extent of uses that can be permitted. Uses that do not fit into the categories mentioned, such as mini-warehouse, contractor yards and non-office industrial uses, may have to locate elsewhere due to the severe space limitations.

PUBLIC AND QUASI PUBLIC FACILITY DESIGNATIONS

This designation applies to public and private school facilities, city facilities, fire district facilities, and other public and quasi-public uses. Day care facilities are consistent with this designation.

New public facilities should be located so that they will not intrude on residential areas. Where a public facility must be located adjacent to residences, all feasible mitigation measures shall be considered.

(Amended by Resolution 21-87, dated 5/16/87)



OPEN SPACE DESIGNATIONS

The City of Clayton seeks to preserve open space and provide recreational opportunities to Clayton residents within the City Limits. Four designations have been created to fulfill these goals: Private Open Space, Public Park/Open Space, Quarry, and Agriculture. The following text describes these four categories:

(Amended by Resolution 21-87, dated 5/16/87, and Resolution 43-95, dated 6/28/95)

1. Private Open Space (PR)

This designation includes privately-owned open spaces. Typical examples in Clayton include the Oakhurst golf course and areas where development has been clustered to retain open space. Other examples include private recreational facilities such as the riding club southeast of Clayton, the swimming pools at Marsh Creek Park Villas and Dana Hills, and the open space within Dana Hills and Westwood. These facilities allow individuals to expand their recreational opportunities at a cost and benefit to the users rather than the public at large. Such facilities should be promoted so long as traffic, noise and other related impacts are mitigated.

Only open space development, recreation and preservation are allowed in this designation. Owners' potential rights to other types of development on these properties have been clustered on adjoining parts of some parcels.

(Amended by Resolution 43-95, dated 6/28/95)

2. Public Park/Open Space/Open Space and Recreational (PU)

This designation applies to lands under City, County or State jurisdiction. Such uses within the planning area include City-owned open space areas and developed neighborhood and community parks, creek corridors, Mt. Diablo State Park, and the Open Space areas within the Oakhurst subdivision (dedicated to the City). Allowable uses in this designation include trails, greenbelts, playfields and parks, as well as accessory structures and uses normally auxiliary to them.

(Amended by Resolution 43-95, dated 6/28/95)

3. Quarry (Q)

Uses allowed under this designation include quarries and accessory structures and uses normally auxiliary to them.

There are no quarries located within the city limits of Clayton; however, the Lone Star quarry is located on the southwestern edge of the community. The quarry produces high quality rock and gravel and the quarry has an expected life in excess of 50 years. There are two negative impacts generated by quarry operation. First, there are occasional blasts to separate the rock and secondly, there is an average of 160 trucks per day traveling along Mitchell Canyon Road. This figure is based on information obtained from Lone Star Quarry. The quarry has taken a series of measures to mitigate its effect upon Clayton.

(Amended by Resolution 43-95, dated 6/28/95)

4. Agriculture (AG)

Areas to the northeast and east of the city limits include rugged terrain that is primarily used as rangeland for livestock and other similar open uses. The City supports and encourages the continuation of agriculture in these areas. Given the low intensity of agricultural activities, the minimum parcel size is 20 acres but is encouraged to be 40 acres to ensure agricultural viability.

The purpose of the Agriculture designation is to preserve and protect lands capable of and generally used for the production of food, fiber, and plant materials. The title is intended to be descriptive of the predominant land-extensive agricultural uses that take place in these areas, but the land use title allows other types of agricultural, open space or non-urban uses.

(Amended by Resolution 43-95, dated 6/28/95)

ANNEXATIONS AND SPHERE OF INFLUENCE

The City of Clayton wishes to have control over those areas that demand services, that make up its urban form, that affect its livelihood and that help create an efficient unit of government services. It is therefore the policy of the City of Clayton to annex all land within its Sphere of Influence and to promote development of land in the City of Clayton. Support for the concept of City development is included in the scale of community responsiveness to needs, efficiency and consistency of standards.

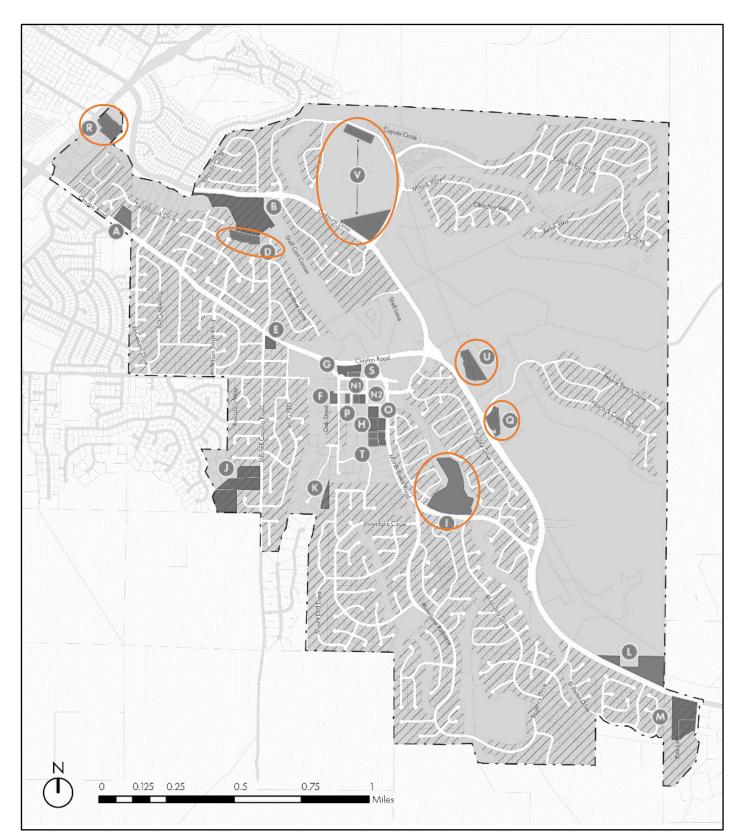
The Sphere of Influence and Planning Area boundary should be reviewed at least at 5 year increments to determine whether expansion is warranted.

(Amended by Resolution 43-95, dated 6/28/95)

If development is proposed in the un-sphered area north or east of Clayton, Clayton will request expansion of its Sphere at that time to the limits of its Planning Area.

The City of Clayton will be interested in any development along Marsh Creek Road between Clayton and Byron, due to the direct effect on traffic through the City. The effect on Clayton circulation should be considered in any County proposal.

Exhibit FSummary of Proposed General Plan Land Use Diagram Amendments



Housing Element Inventory Site	Address or Reference	Assessor's Parcel No.	Current General Plan Land Use Designation	Proposed General Plan Land Use Designation
D	Diablo Creek Place Open Space	118-230-002	Public Park/Open Space	Single-Family Low Density Residential
I	6955 Marsh Creek Road (Easley Ranch)	119-080-009	Public Park/Open Space, Single-Family Low Density Residential	Multifamily Low Density Residential
Q	Clayton Road at Peacock Creek Drive (Overflow Parking Lot)	118-370-073	Private Open Space	Multifamily Medium Density Residential
R	1578 Kirker Pass Road (Clayton Valley Presbyterian)	118-031-054	Kirker Corridor Commercial	Institutional Density
U	Oakhurst Golf Course Driving Range	Portions of 118-370-017, 118-370-086, 118-370-087, 118-370-088	Private Open Space	Multifamily High Density Residential
V	1970 Eagle Peak Avenue (Seeno Hill)	Portions of 118-370-040	Rural Estate	Multifamily Medium Density Residential