

# 5. PREFERRED GROWTH SCENARIO

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## A. INTRODUCTION

The Preferred Growth Scenario for 2040 reflects a combination of all of the proposed growth alternatives presented in Chapter 4, with an emphasis on design concepts from the Infill and

Redevelopment Alternative and the Clustered Growth Development Alternative. The following chapter discusses the concepts and growth assumptions which support the Preferred Growth Scenario. The Preferred Scenario directly influences future land use allocation with specific proposed circulation improvements and recommendations for distribution of future employment needs in each area of focused growth. Each key growth area is designed to meet future community needs and is proposed to act as one piece of a comprehensive plan, which, when combined, can work to achieve the community's desired long-term vision. The Preferred Scenario has implications on each element of the General Plan including circulation, housing, conservation, open space, noise, safety, economic development, public facilities, community design, and health, each of which is discussed toward the end of this chapter.

## B. CONCEPT AND PROPOSAL

Development is focused along Lakeshore Drive, Austin Park, an Industrial Center at the northeastern corner of the City, The Avenues, a Regional Shopping Center at the site of the old airport property, Olympic Drive, and a Gateway along Lakeshore Drive between State Route 53 (SR 53) and Old Highway 53. The scenario is based on public input from three community meetings, including the Alternatives Community Meeting #3 on February 9, 2013. The Preferred Growth Scenario is designed to provide a variety of residential densities, create a mixed-use retail core, diversify the economic base, increase physical and visual access to the lake through the strategic placement of parks and open space, and improve motorized and non-motorized circulation networks. The Preferred Growth Scenario is represented in the General Plan through a description of the conceptual land use plan and effects of the scenario, and can be achieved through recommendation and identification of specific goals, objectives, policies, and programs.

### Growth Assumptions

The Preferred Growth Scenario is based on the following growth assumptions for the City of Clearlake through the year 2040. Anticipated population growth results in the need to allocate adequate amounts of land to house and employ a growing population. A more detailed discussion of population, housing, and employment projections can be found in Chapter 3 of this report.

#### Housing

The Preferred Growth Scenario assumes Clearlake's population will grow by 3,452 to 18,702 between 2010 and 2040. Residential growth will be accommodated by a mixture of filling current housing vacancies and new home construction. To lower the non-seasonal housing vacancy rate from the less than ideal 14.4 percent to a more preferable 5.0 percent, 754 existing vacancies will need to be filled. An additional 271 new homes will need to be constructed to accommodate the remainder of the housing need.

#### Employment

In 2010, Clearlake had a job to resident ratio of 0.272. This ratio compares the number of residents in the labor force to the number of jobs available. The lower the number of jobs to

the available workforce, the less there are enough jobs available for the number of residents of working age, and the higher the rate of unemployment. Clearlake's job to labor force ratio is significantly lower than the State (0.588) and Lake County (0.320). Instead of following business as usual employment growth, the Preferred Scenario aims to achieve a more balanced jobs to workforce ratio. In order to identify a realistic target for employment growth, the Preferred Scenario references Lake County, the City of Lakeport, and the State of California's job to labor force ratios. The City of Lakeport and State have much higher jobs to workforce ratios, indicating higher job availability for the existing labor force. The City of Lakeport has a ratio presumed to be unattainable for the planning period for this General Plan. Lakeport is the seat of Lake County and thus has a disproportionate share of jobs. In the future higher job to labor force ratios should be target, yet for the purpose of this 2040 General Plan, the City should aim to achieve a job to workforce ratio which is at least 85 percent as high as the state ratio by 2040. If this higher ratio were achieved, the City will need to allocate enough space for approximately 3.110 new jobs. This assumed employment and housing growth provides opportunities for Clearlake to shape its downtown corridor and residential neighborhoods in a manner that accomplishes the City's many goals.

## Conceptual Land Uses

Conceptual land uses for the Preferred Growth Scenario are based on a combination of existing land uses, proposed land uses, and the community's preferred aspects of each growth alternative. The goal of the Preferred Growth Scenario is to transform a spatial imbalance into a city with well-balanced land uses (including residential, commercial, open space, and public facilities) by allocating appropriate densities of development. The scenario is aimed at supporting anticipated population growth while preserving the desired character and values of the community.

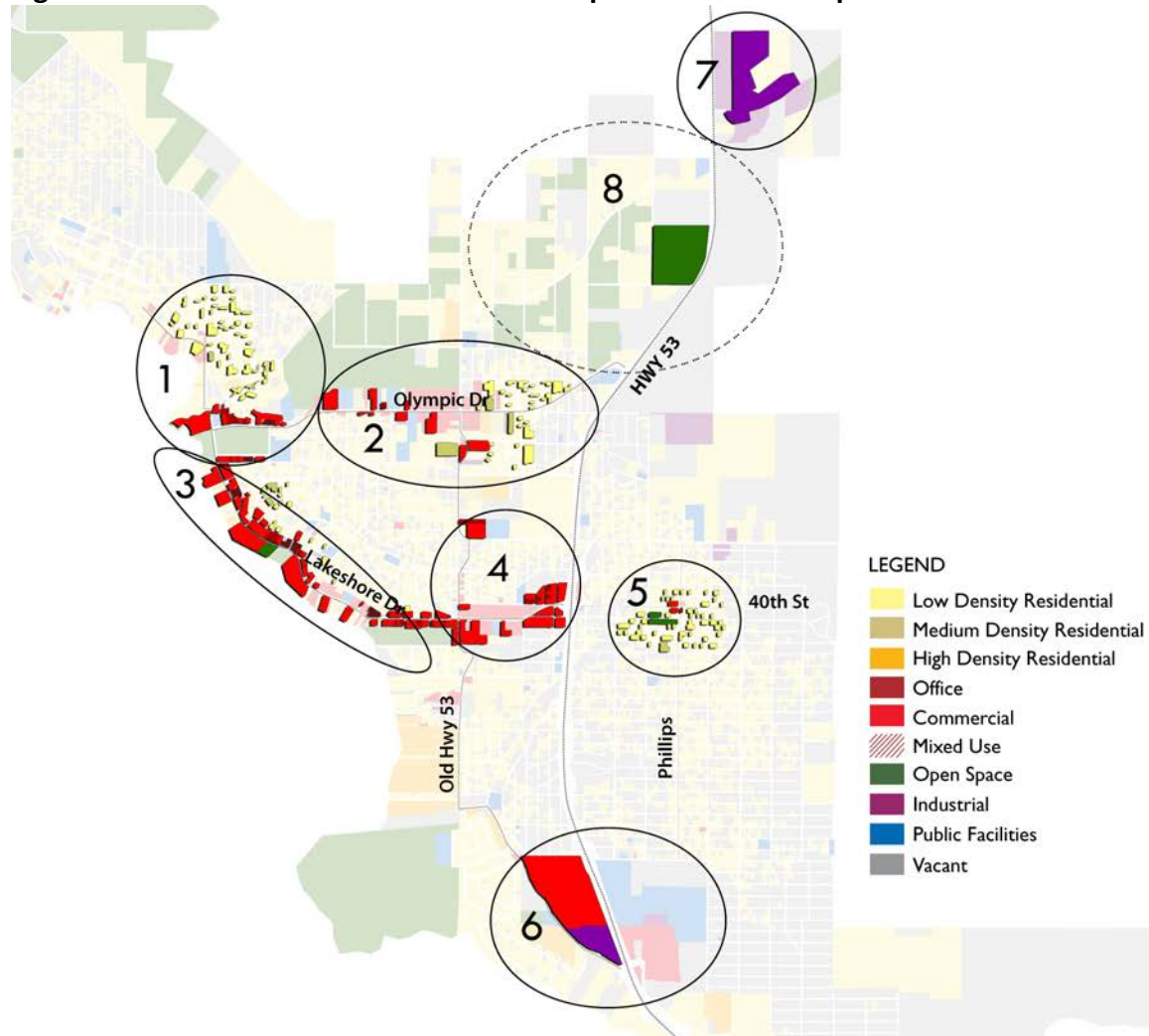
The intended outcome of the proposed uses is to create a place with adequate provision of a variety of jobs, suitable housing options for multiple income groups, and public spaces that afford access to the lake and provide a supply of space for community activities. This is achieved through designating a diversity of residential and commercial densities, the expansion and enhancement of public parks, and strategic and concentrated development.

Other anticipated outcomes from this scenario include the continued development of low-density residential housing and some medium and high-density housing. The low-density housing is proposed to maintain Clearlake's small-town feel and character. Commercial retail, service, office, and industrial uses are proposed to encourage more economic activity around Clearlake's existing commercial hubs, while also aiming to add and diversify these uses and job types throughout the City. The introduction of mixed-use development along Lakeshore Drive and Austin Park aims to bring people closer to shopping amenities and public space. Figure 5.1 shows the conceptual land uses for Clearlake based on the Preferred Growth Scenario and the seven key growth areas. Figure 5.2 and 5.3 provide a closer look at two of these growth areas, Austin Park and Lakeshore Drive. The Preferred Scenario focuses the majority of commercial

development at these two locations, as these areas will act as the City core with commercial, residential, open space, public facility improvements serving visitors and residents. The seven areas selected to accommodate future growth needs are:

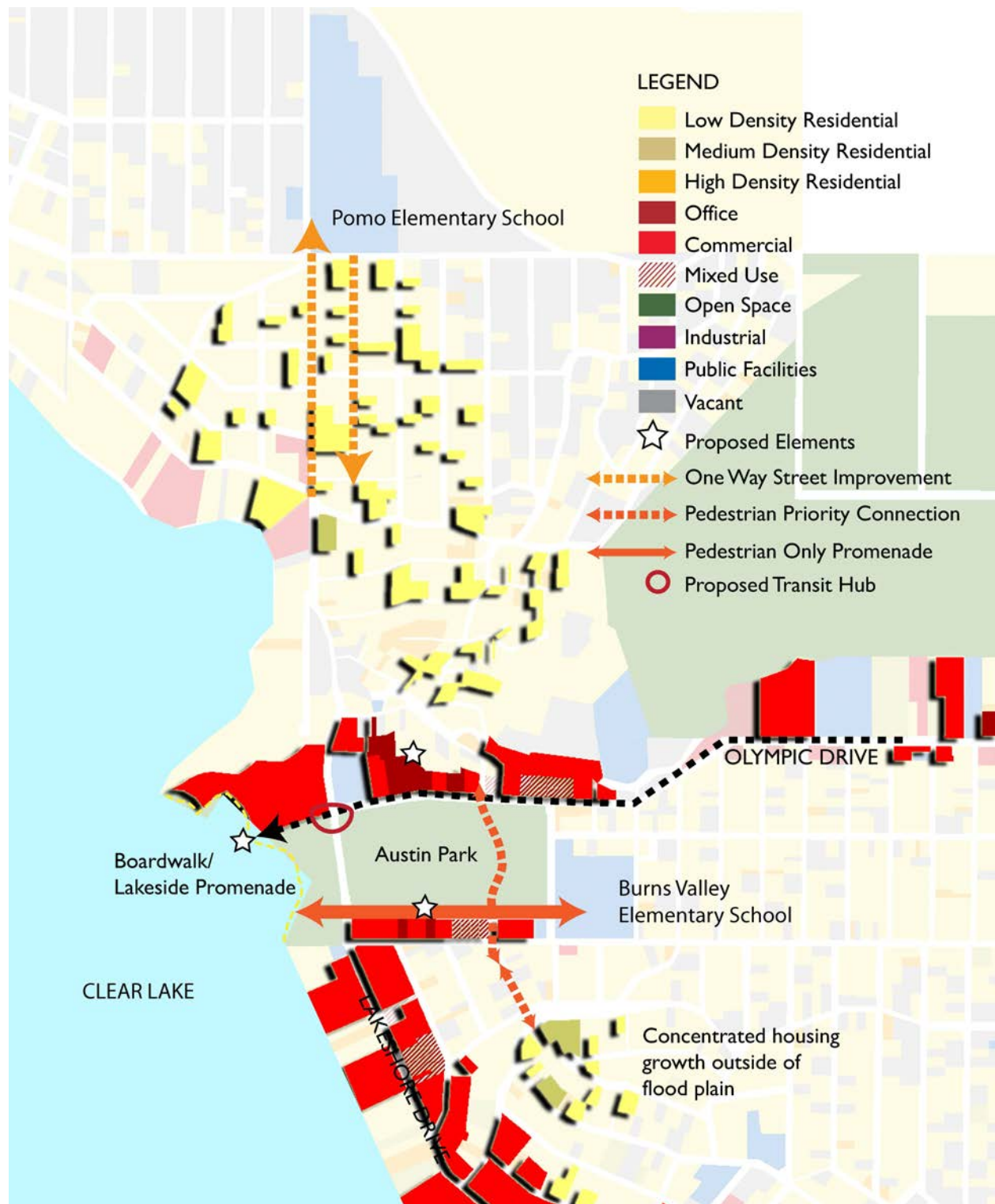
1. Austin Park
2. Olympic Drive Corridor (from Austin Park to State Route 53)
3. Lakeshore Drive Corridor (from Old Highway 53 to Austin Park)
4. Gateway at State Route 53 intersect with Lakeshore Drive
5. The Avenues
6. Regional Shopping Center (Wal-Mart/Airport Area)
7. Ogulin Canyon Industrial Center (northeastern corner of the City)
8. Agriculture Area

**Figure 5.1 Preferred Growth Scenario Conceptual Land Use Map**



Cal Poly Team (2013)

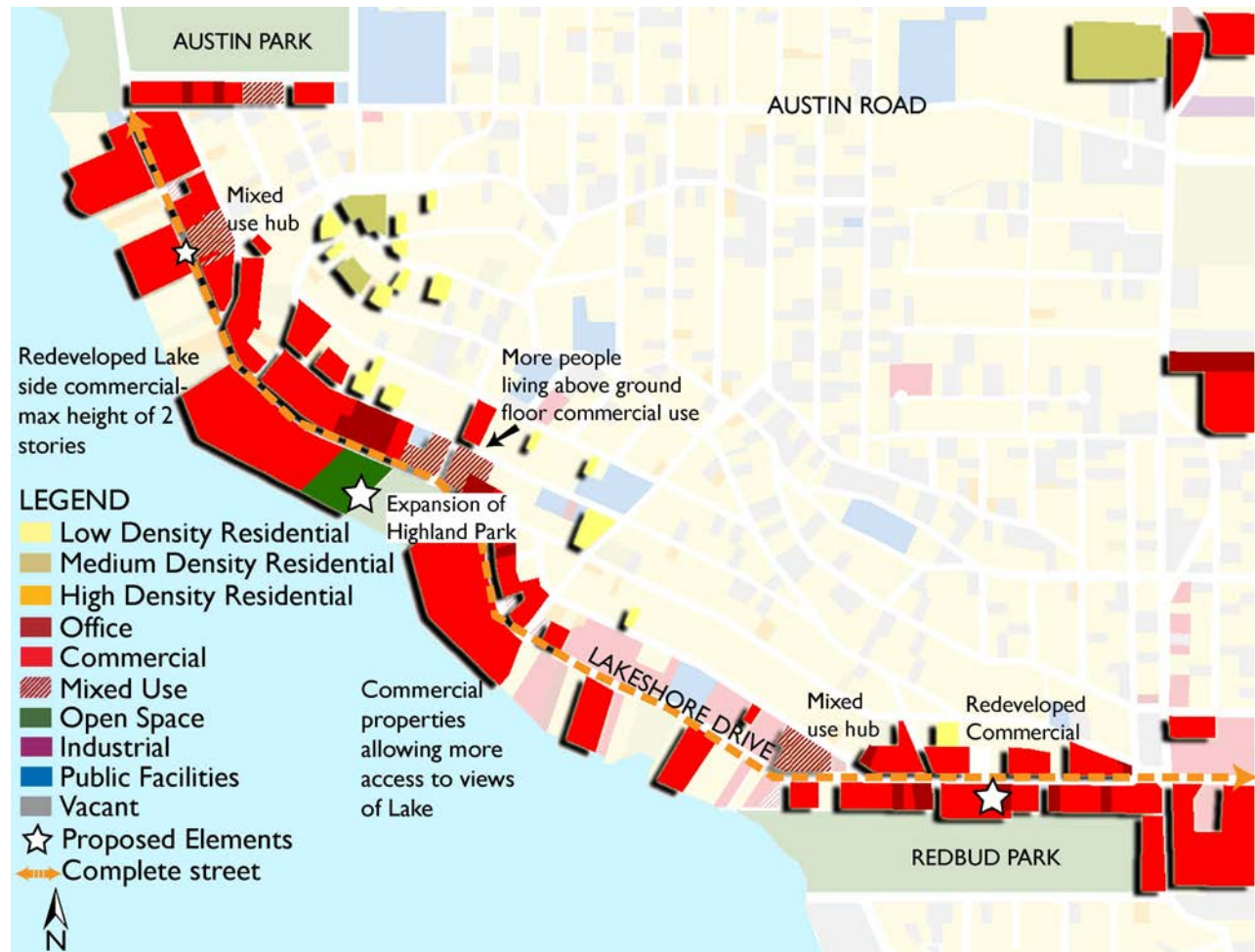
**Figure 5.2 Preferred Scenario, Austin Park Conceptual Map**



Cal Poly Team (2013)



Figure 5.3 Preferred Scenario, Lakeshore Drive Conceptual Map



Cal Poly Team (2013)

## Housing

The Preferred Growth Scenario concentrates residential growth in select areas of the City. This growth takes place in four different Residential Centers:

- Lakeshore Drive Corridor
- Austin Park
- The Avenues
- Olympic Drive Corridor

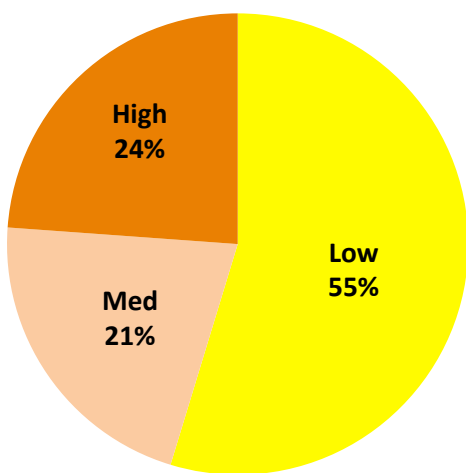
The Preferred Growth Scenario suggests a simplification of residential density categories. As shown in Table 5.1, the existing zoning ordinance indicates five residential density categories where the Preferred Scenario has condensed these categories into three. The three densities; low, medium, and high- density, closely resemble the Business as Usual densities however, areas previously zoned for 'high-density' residential would be considered 'medium-density'. Multi-family residential as a density category was eliminated with the introduction of 'high-

density' residential which allows residential densities greater than 20 units per acre. The Preferred Scenario recognizes that multi-family housing is a housing *type* which may be developed in multiple densities and should not be restricted to only 'multi-family' zones.

Table 5.1 New and Existing Residential Densities			
Preferred Scenario		Existing Standards	
Density Classification	Units Per Acre (DU/acre)	Density Classification	Units Per Acre (DU/acre)
Low	0-10 units per acre	Very Low	<1 unit per acre
		Low	1 to 9 units per acre
Medium	10 to 20 units per acre	Medium	9 to 11 units per acre
		High	11+ units per acre
High	20+ units per acre	Multi-Family	20 units per acre

The Preferred Scenario acknowledges that the main market driving force in residential development is the pursuit of single-family residential units. Clearlake residents have voiced their preference for low-density housing options, which are compatible with the small town rural character of the City. Therefore, the Preferred Scenario accommodates the majority of future housing need with low-density housing choices. Figure 5.4 shows the percent allocation of housing units by density. In addition to providing low-density housing options, meeting the other goals of the Preferred Scenario; such as a vibrant downtown, affordable housing options, and walkable neighborhoods within proximity to civic services and amenities, means that there will be a need for the development of additional medium-density or high-density multi-family housing, similar to what is seen along Olympic Drive today.

**Figure 5.4 Preferred Scenario, Future Housing Allocation by Density**



Mixed-Use housing is proposed at strategic areas along Lakeshore Drive and in proximity to Austin Park in order to diversify housing options as well as bring activity to popular areas.



Residential options in a vibrant shopping downtown area can be marketable to investors seeking to invest in rental property in this prime location near the lake and core retail and tourist-serving areas of the City.

## Commercial

Community members emphasized the importance of fostering job growth and diversification as well as a profound need for economic development. The Preferred Growth Scenario aims to achieve a balanced and sustainable economic climate. The three main economic sectors that are emphasized in this scenario include Tourism and Hospitality Services, Light Industrial, and Regional Service and Shopping.

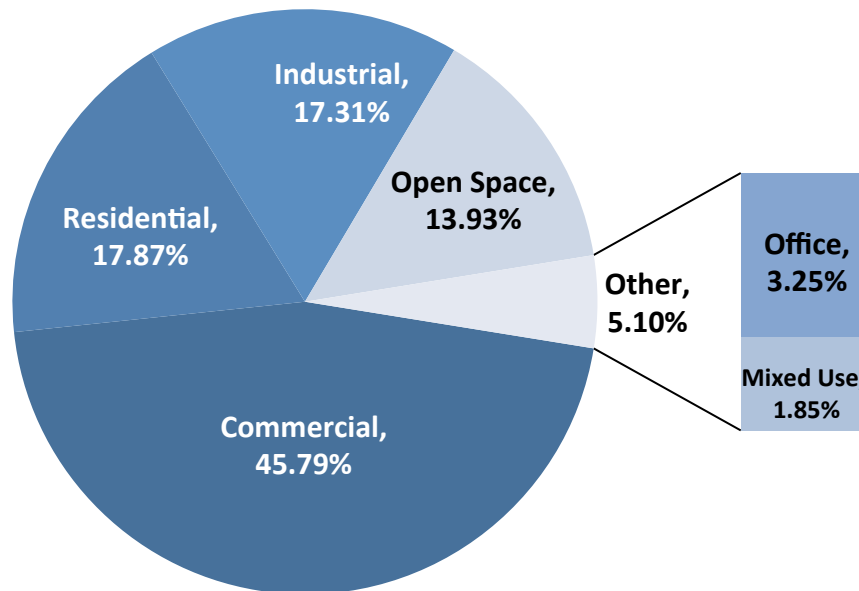
The Preferred Growth Scenario concentrates commercial growth in select areas of the City. This growth takes place in eight different Economic Centers:

- Lakeshore Drive Corridor
- Austin Park
- Ogulin Canyon
- The Avenues
- Regional Shopping Center
- Olympic Drive Corridor
- The Gateway

Figure 5.5 shows the Preferred Growth Scenario land use distribution, illustrating that the majority of land for additional development by 2040 is allocated to the commercial sector. It is important to note that the definition of “commercial” in the Preferred Scenario includes both retail, office, and service uses. The distinction between retail and service could not be clearly articulated during the land use inventory, which was a visual survey. Vacant commercial spaces especially could not be identified as service or retail. To avoid discrepancy between ‘commercial-retail’ and ‘commercial-service’ land uses as defined by the land use inventory (the basis for the employment need in the three alternatives) and the United States Census Bureau (the basis of the employment need estimate) the allocation of jobs and land to accommodate employment is combined in this final scenario. Commercial uses therefore include all resident and tourist serving retail industries such as hotels, restaurants, and retail shops. This term is also used for local services such as a barbershop, hair or nail salon, and auto body repair. Office uses are reserved for professional uses such as architectural, engineering, accounting, and law offices.

The planning team also identified the water quality of Clear Lake as a priority issue if sustainable economic development is to occur. The support of universities like UC Davis, as well as Yuba Community College, will be paramount in tackling this major issue. Without a clean lake, the tourism economy may continue to suffer. This prioritization is included in the Goals and Objectives outlined in the Conservation Element.

**Figure 5.5 Preferred Growth Scenario Land Use Allocations**



## Mixed-Use

Mixed-Use development, a less commonly understood land use type, is an underutilized development type throughout Clearlake. The benefits of mixed-use, when used strategically, can lead to vibrant, walkable, and active places. Reducing the distance between housing, workplaces, retail businesses, and other destinations creates compact and safe neighborhoods for pedestrians and bicyclists. Increased pedestrian activity encourages increased social interaction and contributes to neighborhood cohesion and strong community character. This land use type is introduced along Lakeshore Drive (3.175 acres) and adjacent to Austin Park (1.2 acres). Mixed-use under the Preferred Scenario consists of a combination of commercial uses, and high-density residential. The only high-density residential use under the Preferred Scenario is found in the form of mixed-use in these two main growth areas. Mixed-use is predominantly proposed under the conditions and assumptions that were established in the 2007 Vision Task Force Report. These areas are identified near parks, retail, Burns Valley Elementary School, and other key locations in order to generate a culture of walking and outdoor activity.

## Key Growth Areas

### Lakeshore Drive

Following guidance from the 2007 Vision Task Force Report, a primary community goal is to achieve a downtown atmosphere throughout the entirety of Lakeshore Drive. Commercial development along this long corridor is a priority for the community. Preferred land uses along

Lakeshore Drive were identified during Community Meetings 1, 2, and 3. The community responses informed the land use distribution along Lakeshore Drive as represented in the conceptual map, Figure 5.3, in the previous section.

The emphasis on commercial and mixed land uses is a key part of this strategy. An inventory of vacant and underutilized parcels revealed approximately 30 acres of land available for redevelopment in this area. The Lakeshore Corridor enhancement plan leverages parks as “hubs” of activity at which to focus development. Development patterns at these hubs include a mix of well-designed parks, shopping opportunities, and residences. Just as in the Infill and Redevelopment Scenario, the Preferred Growth Scenario envisions the expansion of Highland Park and the creation of activity nodes along Lakeshore Drive. In an effort to maintain the scenic benefits of Clear Lake from Lakeshore Drive, the Preferred Scenario proposes the same density types as in the Infill and Redevelopment Scenario; lower density (one to two stories and a maximum 15 du/acre) on the lakeside of Lakeshore Drive and slightly higher density (one to four stories and a maximum 25 du/acre) on the land side. The change in intensity of this development area can be seen in Figures 5.6 and 5.7.

Redevelopment is proposed throughout Lakeshore Drive with a focus on enhancing connection between local parks. This redevelopment takes place in vacant and underutilized parcels, or where aging infrastructure may pose a problem to business recruitment and retainment. An example of this redevelopment is at Highlands Park where, in addition to the expansion of the park from approximately one acre to 1.6 acres, the land across from the park is designated for mixed-use commercial and residential development. In addition to the 40 acres designated for commercial land use along Lakeshore Drive, developing Highlands Park would contribute to commercial and mixed land use growth.

Improved circulation for pedestrians, bicyclists, and automobiles is also proposed along Lakeshore Drive. This strategy works well with proposals for mixed-use development and multi-modal circulation in order to enable Lakeshore Drive to become a vibrant downtown area. For a more detailed discussion of the implications of development of the Lakeshore Drive growth area on circulation patterns, refer to the following section, Circulation.

### **Figure 5.6 Lakeshore Drive Existing Condition**



Figure 5.7 Lakeshore Drive, Preferred Growth Scenario



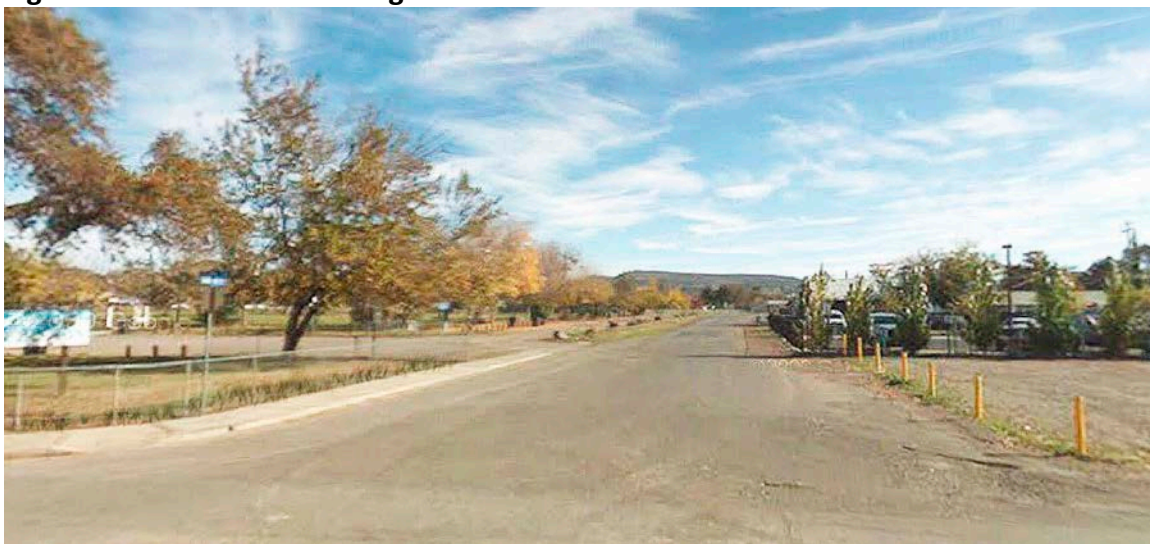
## Austin Park

The Preferred Scenario proposes development around Austin Park, including consolidated public facilities and services, more commercial uses, mixed-use, and medium-density residential uses. The objective in this area is to create opportunities for civic, recreational, and commercial activities. For example, enhanced City administrative offices, adequate space for a police department, family services, senior services, and other civic services should be located in this area in order to identify this area as the main civic center of the City. Community gatherings, public meetings, and provision of services for families and seniors can occur at this location. The Austin Park area can be a destination that instills community pride in Clearlake. Figures 5.8 shows Austin Park as it is today and 5.9 shows what Austin Park could look like after the addition of a pedestrian plaza at Austin Drive. This feature provides a safe and inviting way to enjoy the park and provides safe crossing over to the lake. Farmers markets, outdoor events, and other community activities are envisioned to take place in this space.

Additionally, the lakefront, City-owned property to the west of the City administrative office, is identified as an area of opportunity for commercial development. Proposed previously as an area where Austin Park could expand, largely based on its location in the flood zone, feedback from the third community meeting informed the planning team that the development of this property was intended to be revenue-generating. Public access to the lake from this site was also identified as a priority. With this in mind, a commercial service and retail land use is proposed here, while also providing public access through a feature such as a boardwalk.

As noted in the other scenarios, the plan for Austin Park under the Preferred Growth Scenario considers the natural gas leak located at the southern end of the park. This scenario is proposed under the same key assumption; the leak should be remediated in order to pursue further development of this area.

**Figure 5.8 Austin Park Existing Conditions**





**Figure 5.9 Austin Park, Preferred Growth Scenario**



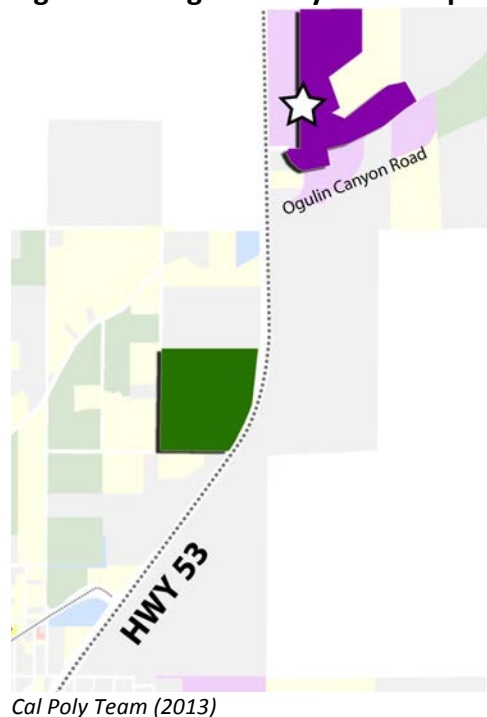
### Ogulin Canyon, Industrial, and Agricultural Open Space

Approximately 61 acres of land is allocated for industrial and agricultural land use under the Preferred Growth Scenario in growth areas #6, #7, and #8. These areas, shown along Ogulin Canyon and Highway 53 in Figure 5.10, work with existing industrial and agricultural lands to augment job opportunities and business recruitment. The intent behind this allocation is to capitalize on the City's growing viticulture and agriculture economy. Light processing of grapes and other foods could be an important part of the City's growing economy depending on business development and attraction of interested firms.

The community identified the need to support industrial land uses with the head of household employment and wages typically associated industrial job. Suitable land for an Industrial Center is identified in the northeastern part of the City at the intersection of SR 53 and Ogulin Canyon Road as well as redevelopment of 10 acres of industrial property adjacent to the airport (part of area #6). These areas, with existing industrial land uses and located far enough from the town center to avoid land use conflicts and nuisance (e.g. noise, odor, size of development associated with industrial land uses) make these locations ideal for business and employment growth. Based on the assumption that every acre of industrial land can accommodate 30 jobs, these areas could support up to 1,229 jobs. However, a more realistic assumption is approximately 85 percent of the land potential, for up to 850 industrial jobs.



**Figure 5.10 Ogulin Canyon Conceptual Map, Preferred Growth Scenario**



## The Avenues

Development in The Avenues, located just east of SR 53, reflects a more traditional low-density residential development pattern similar to the development style presented in the Business as Usual Scenario. However, the addition of properly constructed road infrastructure, neighborhood serving commercial uses, as well as introduction of pocket parks as a condition in planned development zones, improves upon business as usual to further the community's vision for this area. The planning team observed a need to bring adequate City and community services to existing low-density neighborhoods. This area was determined most appropriate for additional development because of the large amount of full-time residents living here, increasing the number of residents benefiting from the improvements. Commercial services like a small market, deli, or café would be appropriate in this area, which allocates approximately ten acres of residential and one acre of commercial land and can accommodate approximately 20 jobs and 70 low-density housing units.

The addition of a small park, known as a linear park, could transform the area as illustrated in the change from Figure 5.11 in Figure 5.12. Although the Open Space Element outlines a sufficient amount of parks based on standards for acreage per capita, the main City parks are not accessible to the whole community. Their location and proximity to residential neighborhoods reduces their ability to be accessed through walking or cycling, particularly by residents of neighborhoods such as the Avenues. This type of additional park development would help to reach a standard for walkability and accessibility to parks. The Clustered Growth

Development Scenario in the previous chapter includes a detailed description of the Avenues growth area, which is carried forward in the Preferred Growth Scenario.

**Figure 5.11 The Avenues, Existing Conditions**



**Figure 5.12 The Avenues, Preferred Growth Scenario**



## Regional Shopping Center

A regional shopping center is emphasized in this growth scenario. The land across the street from the Wal-Mart is identified as an ideal place to situate large-scale commercial retail business and attract visitors from communities within and surrounding Lake County. Current proposals for large-scale retailers, such as Safeway or Starbucks, on adjacent non-City owned property can act as a main source of revenue for the City to help support and fund other infrastructure improvements or economic development projects proposed in the Preferred Scenario. The combination of development on the airport property and neighboring Wal-Mart shopping area can establish this section of the City as revenue generating and a main regional shopping center, which should also benefit the community by providing a variety of employment opportunities.

The SR53 Corridor study, completed in 2011, proposed a long-term goal for SR53 to become part of the future interregional traffic route between 1-5 and US 101 in the SR20 corridor. The City currently has an agreement with Caltrans for the ultimate conversion of this section of SR53 into a freeway, which would support the concept of a regional shopping center.

Figure 5.13 models the regional shopping center in this location. For a total of 38 acres identified in this area, 21.2 acres of which are suitable for redevelopment, this area could accommodate up to 700 commercial jobs. For a complete discussion of future employment need and growth assumptions, see the Land Use Outcomes section of this Chapter.

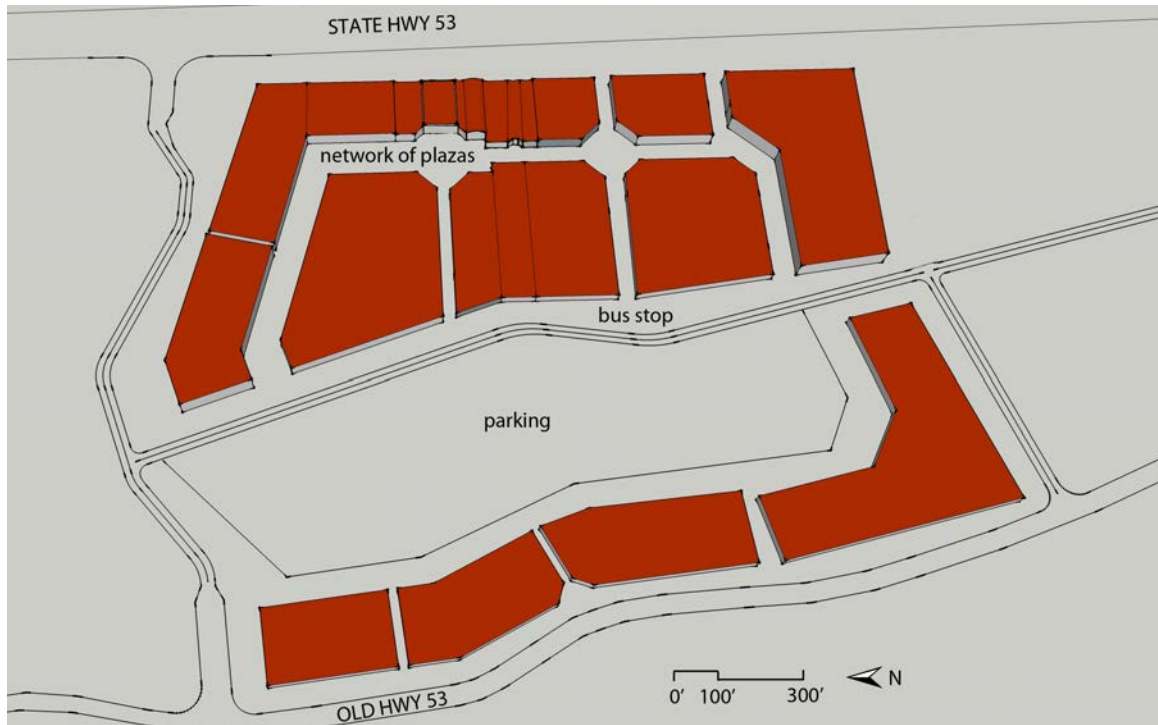
**Figure 5.13 Regional Shopping Center, Preferred Scenario**



Figure 5.14 shows a conceptual site plan for the regional shopping center. This area is envisioned to have commercial land uses and development that compliments the Wal-Mart shopping area. Uniquely, this site plan shows a layout which features a network of plazas, varying setbacks and building facades to create interest and places for outdoor dining, a parking area established in the center of the development, as well as a bus stop. The main access to and from the center is via the intersection of SR53 and Old Hwy 53 at Dam Road. A minor southbound right turn entry and southbound right turn exit is possible at 18<sup>th</sup> Avenue.



**Figure 5.14 Regional Shopping Center Conceptual Design**



### Olympic Drive and Gateway at Lakeshore Drive and SR 53

Olympic Drive and the Gateway at Lakeshore Drive and SR 53 are areas designated to meet Clearlake’s commercial needs and support approximately 530 jobs. While commercial growth is more appropriate in the Gateway, the area along Olympic Drive is well suited to accommodate commercial as well as low and medium-density residential development. Medium-density residential uses are already located along Olympic Drive, providing multi-family options for City residents. Building from these uses, the addition of multi-family (medium-density) housing aims to provide affordability and diversity in housing types for potential renters and buyers.

Lakeshore Drive and Olympic Drive at SR 53 represent strategic locations for development of a gateway to welcome visitors and residents to the City. Additional retail development is envisioned for Olympic Drive to serve the needs of residents, while the “gateway” shown in Figure 5.15 and Figure 5.16 at Lakeshore and SR 53 is designed to welcome and accommodate commercial needs of visitors. The “gateway” concept was well received in the third community meeting, aiming to identify and brand the community for visitors and locals upon entering Lakeshore Drive.

Figure 5.15 the Gateway at Lakeshore Drive and SR 53 Existing Conditions



Figure 5.16 The Gateway, Preferred Growth Scenario





## Public Parks

Public parks attract new development and are a main contributing factor to the character and brand of Clearlake. These places are areas from which to enjoy vistas of nearby Mount Konocti and Clear Lake. A sense of pride and ownership can be fostered in these places if they are designed and maintained in a way that encourages visitors and residents to enjoy and maintain their environmental quality. The Lakeshore Corridor Enhancement Plan developed by Opticos Design, Inc., uses parks as hubs around which beautification efforts should be made. In addition to this strategy, development and redevelopment efforts are proposed around parks under the Preferred Growth Scenario. Redbud Park, Highlands Park, and Austin Park are major focal points for the City, a unique City quality emphasized and incorporated into the Preferred Scenario. A pedestrian plaza at Austin Park is proposed as part of the Preferred Scenario in order to establish this area as the City's Civic Center and support and enhance access to Clear Lake. This plaza acts to create a safe way to cross Lakeshore Drive. The combination of these changes can create active public places for City residents and visitors, a characteristic that is built into the Open Space, Community Design, and Circulation policies of this General Plan.

The addition of "pocket parks" is suggested as part of Planned Unit Developments, specifically for key growth areas such as The Avenues. These types of parks are preferable, as they are small enough to be located on small vacant or underutilized parcels, and can serve small residential clusters. The addition of these places are said to create impromptu public interaction and neighborhood pride.

Connection to all parks is an integral part of the community's future vision, and therefore a priority focus in the General Plan. A circulation plan, connecting neighborhoods and commercial areas to parks, is discussed in the following section. The Preferred Scenario introduces improvements to sidewalks and bicycle infrastructure to achieve the optimal transportation system and leverages connection to parks to emphasize these City features.

## Circulation

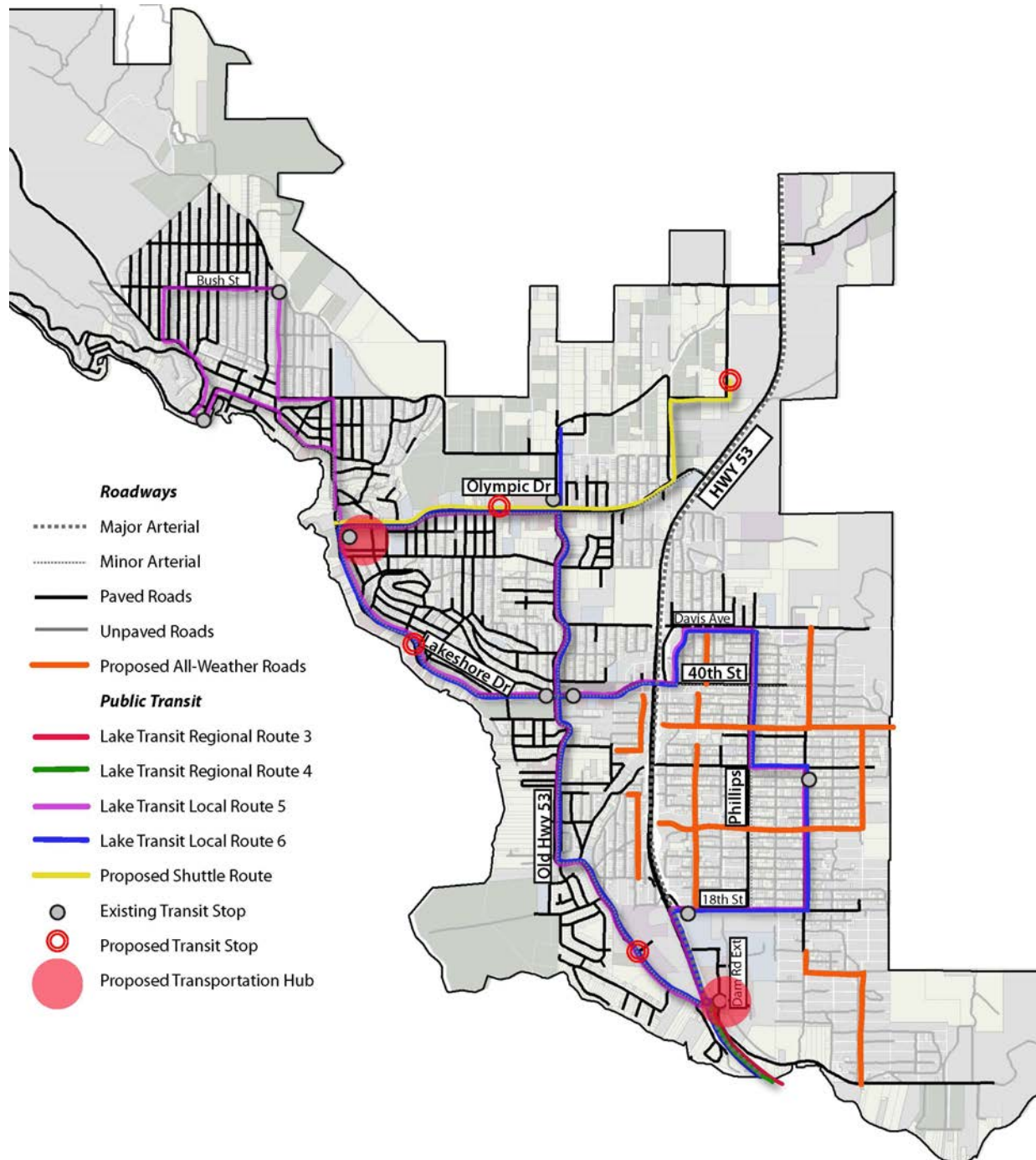
The Preferred Scenario circulation plan maintains the link between transportation and land use through a well-connected multi-modal system. It is compatible with key development areas around the City and connects the City to the region. The goal of this plan is to address the circulation needs of the City by working to establish connectivity throughout the City, to promote auto independency, to promote safety for all users of the right-of-way, and to increase the quality of road infrastructure.

### Motorized Circulation

Connectivity between developments can be established by making multiple modes of transportation available to a variety of users. Bus use has been increasing in Clearlake in the past year and is expected to continue to increase. To supplement the local and regional bus lines, provided from the Lake Transit Authority, the implementation of an additional shuttle that connects the Ogulin Canyon development area and visitors to the Austin Park Civic Center

can be made, as shown in Figure 5.17. Amenities at transit locations such as improved signage (identifying bus schedule and routes), benches and shelters are some key components of improving the bus system throughout Clearlake.

**Figure 5.17 Preferred Growth Scenario Motorized Circulation Map**



Cal Poly Planning Team (2013)

Figure 5.17 also shows two proposed transportation hubs that can accommodate multiple users, including transit riders and bicyclists. One is proposed to serve the local community, located near Austin Park, and the other is proposed to act as a regional transportation hub that serves regional travel and is located near the Dam Road Extension. The regional transportation hub will serve the greater area for locals and visitors to connect to the regional shopping center. The transportation hubs will include transit hubs for public transportation, bike racks for bicycle parking, short- and long-term parking for motorists to park and then ride public transit, and a transportation information center. To accommodate bicyclists, this plan assumes a completion of the Lake County Bike Plan and extends routes to the Ogulin Canyon development area.

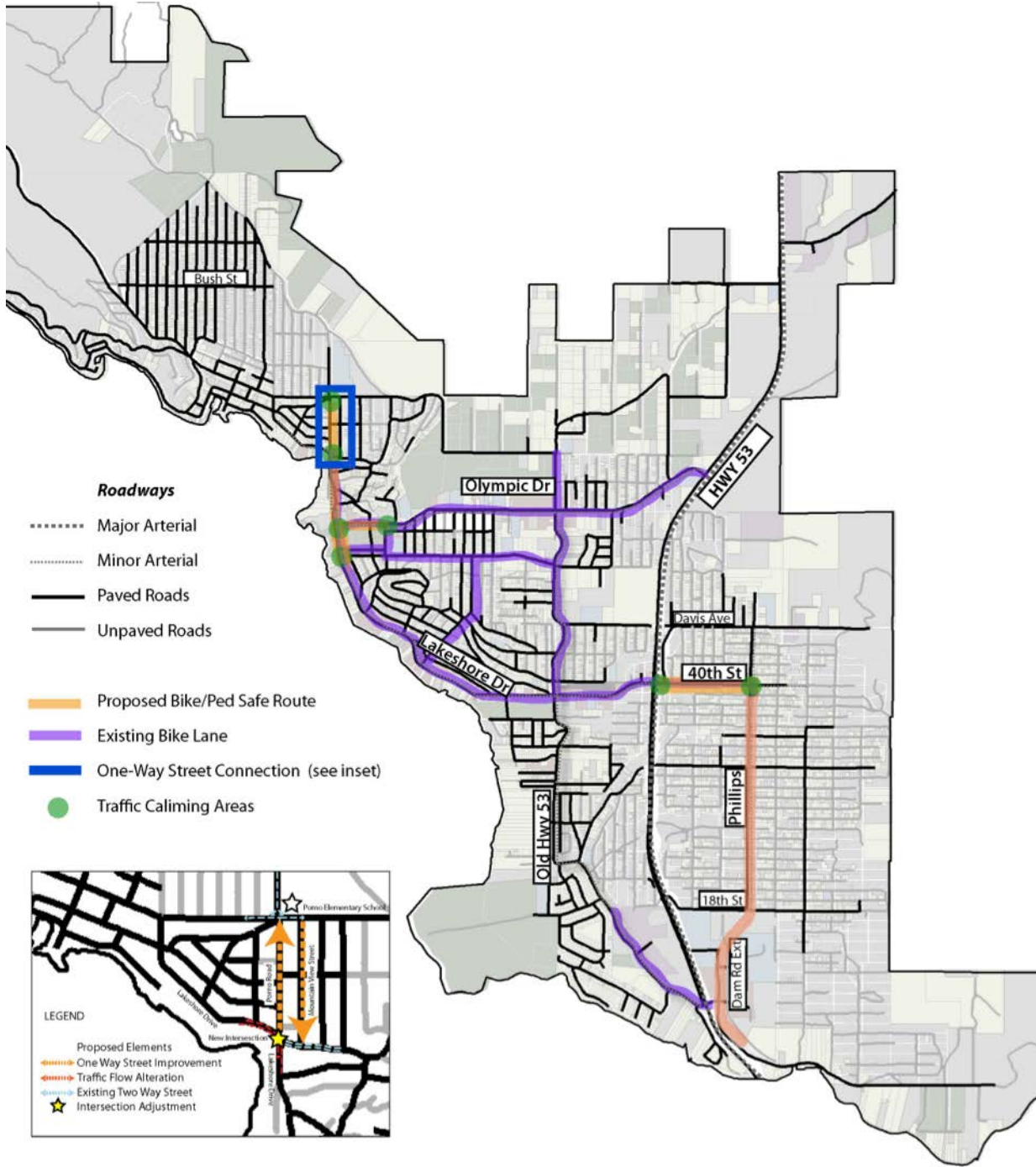
## Non-Motorized Circulation

The Preferred Growth Scenario aims to increase pedestrian activity levels and promote active lifestyles. Many places throughout the City do not have sidewalks. Sidewalks along Lakeshore and Olympic Drive are targeted for extension and improvement, with pedestrian marked crossings, on-street bicycle lanes, and sheltered transit stops to create a more attractive and vibrant walkable corridor. Pedestrian corridors promote the attractiveness of walking also with the availability public seating, buffers from traffic, and other public space amenities. Proposed boardwalks along the lake from Austin Park to Highlands Park will generate greater opportunities for recreation and leisure activities, which fosters healthy social behaviors and higher physical activity levels. These safety improvements are outlined in Figure 5.18.

To provide a safe community, this scenario also proposes established safe pedestrian routes. As presented in the Clustered Growth Development Scenario, the Preferred Scenario also proposes designating a segment of Pomo Road from the intersection at Lakeshore Drive to Arrowhead Road at Pomo Elementary School into a one-way street that can accommodate a pedestrian sidewalk and bike lanes that will serve the commute from the Austin Park neighborhood to the school. To allow for uninterrupted flow of traffic, a complimentary one-way street from Arrowhead Road to Woodland Drive along Mountain View Street is also suggested. To facilitate a connection from the Avenues to the waterfront, a bike and pedestrian safe route along 40th Avenue is also proposed.

To reflect ideas from the 2007 Vision Task Force Report, the Preferred Growth Scenario proposes various target areas to implement traffic calming strategies. One strategy proposed is the use of raised crosswalks, which provide for safe crossings and restrict car speeds. Implementation is proposed to be located near Pomo Elementary School towards Austin Park, near Burns Valley Elementary School at the crossings between Austin Park and Lakeshore Drive, and on 40th Avenue crossing State Route 53. Mid-block crossings, another implementation tool that provides for safe crossings and restrict car speeds. Also reflecting ideas from the Vision Task Force, an implementation of a roundabout at Lakeshore Drive and Pomo Street can be used to restrict traffic speeds along the curve in the road. Reflecting recommendations from the Final Report-SR 53 Corridor Study, done by TKJM Transportation Consultants, a roundabout should be implemented at Dam Road/Wal-Mart Driveway Extension.

**Figure 5.18 Preferred Growth Scenario Non-Motorized Circulation Map**



Cal Poly Planning Team (2013)

## Roadways

Road improvement was selected to be a priority for the circulation system. Many roads are not paved, mainly due to limited fiscal resources. This lack of paving causes many problems, including dust and erosion problems and inhibited access to roads for emergency response vehicles. This scenario proposes the construction and maintenance of all-weather roads, specifically prioritizing certain roads that are not paved. Priority roads to be constructed were chosen so that a grid of paved roads can be located through the City so that no road in Clearlake is more than a half-mile away from another paved road. Figure 5.17 above, shows that most roads that fit this description are within the Avenues.

All-weather roads prevent dust, mud, and erosion of roads. This is important for safety reasons because these roads will allow emergency response vehicles to traverse these neighborhoods without problems, regardless of inclement weather. The City is encouraged to seek alternative pavement options other than conventional concrete or asphalt. A preferred method to use would be a polymer pavement, as shown in the picture below. Polymer-based roads offer dust and erosion control, and are considerably less expensive to construct than conventional asphalt and requires minimal maintenance.

## Land Use Outcomes

The Preferred Growth Scenario has implications on allocation of land for commercial, residential, public facilities, industrial and open space uses. Although not a key growth area, it should be noted that approximately 30 acres of vacant land along State Route 53 as it approaches Ogulin Canyon is identified as Area # 8 on Figure 5.1, Conceptual Land Use Map. It consists of prime agricultural land and is an area which would complement the viticulture industry proposed in the Ogulin canyon area. This land is accounted for in Table 5.6 as Open Space. Reserving this area for agricultural use is consistent with State, County, and City policy to preserve prime agricultural soil for agricultural production and has the potential to attract visitors, diversify the City's economic base, and provide revenue for the City.

The Preferred Scenario sets a target to accommodate 5,785 total jobs (as compared to 2,675 total in 2010), and approximately 8,492 housing units by 2040. The jobs target differs greatly from the projection based on historical trends because the existing jobs to workforce employment rate in Clearlake is lower than regional and state averages. A major goal of this General Plan is to allow for employment growth and set a job target that increases the availability of jobs for Clearlake residents in the work force. The methodology behind this employment target is discussed under the 'growth assumptions' section. The following sections discuss the projections and analysis to reflect on the growth potential of designated key growth areas. The calculations reflect the difference between the targeted and existing number of dwelling units and jobs. Table 5.2 shows the recommended number of stories and range of densities proposed for each growth area.

**Table 5.2 Preferred Scenario, Employment and Residential Densities by Growth Area**

<b>Key Growth Areas</b>	<b>Proposed Land-Use Designation</b>	<b>Number of Stories</b>	<b>Residential Density (Maximum Dwelling Units/Acre)</b>
Lakeshore Drive	Medium Density Residential	1-3	15DU/Acre
	Residential-Commercial Mixed-use	2-4	30DU/Acre
	Commercial Retail (lake side)	1-2	-
	Commercial Retail (land side)	1-4	-
Austin Park	Residential-Commercial Mixed-use	2-3	30DU/Acre
	Medium Density Residential	2-3	15DU/Acre
	Commercial Retail/Service	1-2	-
	Commercial Office	1-3	-
Olympic Drive	Low Density Residential	2	7DU/Acre
	Medium Density Residential	3	15DU/Acre
	Commercial Retail/Service	2	-
	Commercial Office	2	-
Lakeshore Drive between Old 53 and SR 53	Low Density Residential	2	7DU/Acre
	Medium Density Residential	2-3	15DU/Acre
	Commercial Retail/Service	1-3	-
	Commercial Office	1-3	-

## Residential Potential

Residential growth under the Preferred Growth Scenario involves additional development only within the proposed growth areas. The Preferred Growth Scenario proposes an addition of 457 dwelling units by 2040 (186 units in addition to the needed 271 to accommodate growth), as shown in Table 5.3. This will allow for extra flexibility in the choice of type and placement of new residential development, including the allowance of mixed-use and affordable housing options. The total estimated number of residential dwelling units by 2040 under the Preferred Growth Scenario is approximately 8,496; with minimum 6,996 occupied, 909 seasonally vacant, and up to 587 vacant. The housing projection calculations discussed earlier allowed for 401 vacant units, for a 5 percent vacancy rate. Adjusting for the additional 186 units provided under the Preferred Scenario, the vacancy rate is approximately 7 percent. While the City has enough land to allow new construction to meet the future housing need, the Preferred Scenario targets infill and redevelopment in order to reduce vacancies and keep growth within proximity to existing services and commercial areas. This emphasis on infill is the reason why, although 1,280 units are needed, the Preferred Scenario proposes only an additional 457 new units.



<b>Table 5.3 Proposed Residential Units Under Preferred Growth Scenario</b>				
<b>Key Growth Areas</b>	<b>Residential Density</b>	<b>Approximate Acreage</b>	<b>Proposed Dwelling Units Per Acre</b>	<b>Proposed Residential Dwelling Units</b>
Lakeshore Corridor	Low	3.023	7	21
	Medium	1.066	15	16
	High	3.175	25	79
Austin Park	Low	13.19	7	92
	Medium	0.45	15	7
	High	1.2	25	30
Ogulin Canyon	-	-	-	-
The Avenues	Low	10.00	7	70
	Medium	0.15	15	2
Regional Shopping Center	-	-	-	-
Olympic Drive	Low	9.55	7	67
	Medium	4.86	15	73
<b>Total New Dwelling Units Proposed Under the Preferred Growth Scenario</b>				<b>457</b>
<b>Housing Projection- Minimum Housing Need</b>				
Total Number of Dwelling Units Needed (2040)*				8,306
Total Number of Occupied Dwelling Units in Clearlake (2040)**				6,996
Existing Number of Habitable Dwelling Units in Clearlake (2010)				5,716
Additional Housing Units Needed (2040)				1,280
Filled Vacant Units				754
Redeveloped Units				255
New construction				271
Future Number of Non-Seasonal Vacant Units (Reduced Vacancy Rate)				401
Future Number Seasonal Vacant Units				909
<b>Total Housing Units Provided under Preferred Scenario***</b>				<b>8,492</b>
<b>Housing Accommodation- Preferred Scenario</b>				
Dwelling Units Above the 2040 Housing Target (New Construction)				186
Number of New Low-Density Dwelling Units				250
Number of New Medium-Density Dwelling Units				98
Number of New High-Density Dwelling Units				109
* Includes 5% vacant homes, and removes seasonal units.				
** Based on headship housing projection used in Chapter 3, Conditions and Factors of Growth				
*** Includes an additional 186 above the 271 listed under 'new construction'. Preferred Scenario accounts for 457 new units although only 271 are needed to meet the 1,280 total housing needs. The Housing Element sets policy to support prioritizing filling vacant homes in key growth areas and improving the quality of homes in disrepair, as well as filling these homes before encouraging new construction.				

## Commercial and Industrial Potential

The Preferred Growth Scenario exceeds the baseline job target of 253 by 2,857 jobs. Table 5.4 shows job growth potential and designated acreage in key growth areas. To determine realistic commercial capacity and acreage estimates, a floor area ratio (FAR) was applied (according to the type of commercial land use), and job per acre of was multiplied by developable land per sector. In 2012, the unemployment rate in Clearlake was 20 percent, significantly higher than Lake County and the State. The Preferred Scenario aims to reduce this high percent by designating commercial land uses in targeted employment centers in order to reflect where new development might occur. By allocating enough commercial land to accommodate a larger increase in the number of available jobs, the Preferred Scenario aims to increase the number of jobs available to each resident within the workforce. All job growth values are net increases. Any jobs lost from re-development of existing commercial areas have been accounted for and will be absorbed by the projected growth of jobs in each of the key target areas.

<b>Table 5.4 Proposed Commercial Acreages Under Preferred Growth Scenario</b>					
<b>Key Growth Areas</b>	<b>Vacant Acres Utilized</b>		<b>Acres Designated for Commercial Growth</b>		<b>Job Growth Potential</b>
Lakeshore Corridor*	9.86		40.35		760
Austin Park*	6.77		10.47		250
Ogulin Canyon	30.96		30.96		600
The Avenues	0.91		0.91		20
Regional Shopping	16.61		37.83		700
Other Industrial	1.99		10.01		250
Olympic Drive*	9.66		10.55		185
Gateway*	17.01		20.35		345
<b>Sub-Total</b>	<b>93.77</b>		<b>161.43</b>		<b>3,110</b>
<b>Land Use</b>	<b>Acreage</b>	<b>Percentage</b>	<b>FAR</b>	<b>Max Jobs/Acre</b>	<b>Job Growth Potential</b>
Office	7.7	5%	0.5	40	230
Commercial	112.76	70%	.30 - .65	20	2,030
Industrial	40.97	25%	.30 - .50	30	850
<b>Total</b>	<b>161.431</b>	<b>100%</b>			<b>3,110</b>
Total Jobs accommodated under Preferred Growth Scenario					5,745
Existing number of jobs (2010)					2,675
Additional jobs under the Preferred Growth Scenario					3,110
Future Job Need (2040)**					253
Number of jobs allocated over baseline					2,857
§ Acres represent the sum of existing parcels affected by proposed changes					
§§ Acres represent the sum of commercial land use designations, does not account for residential acres					
*Accounted for jobs removed and replaced in redevelopment area					
** This is based on business as usual job growth. This was deemed inadequate by the planning team and a new target was set to be comparable to County and State average employment ratios.					

# C. EFFECTS ON COMMUNITY NEEDS

## 1. Land Use

A significant amount of land redevelopment is proposed in the Preferred Plan in each key growth area for both residential and commercial uses, as shown in Table 5.5. Redevelopment is proposed in these areas for several reasons: 1) in order to make land uses more compatible, 2) to support improving the condition of buildings in these parcels, and 3) to help rebrand areas of the City. Additionally, this redevelopment is proposed in order to augment densities in order to create more space for homes and jobs.

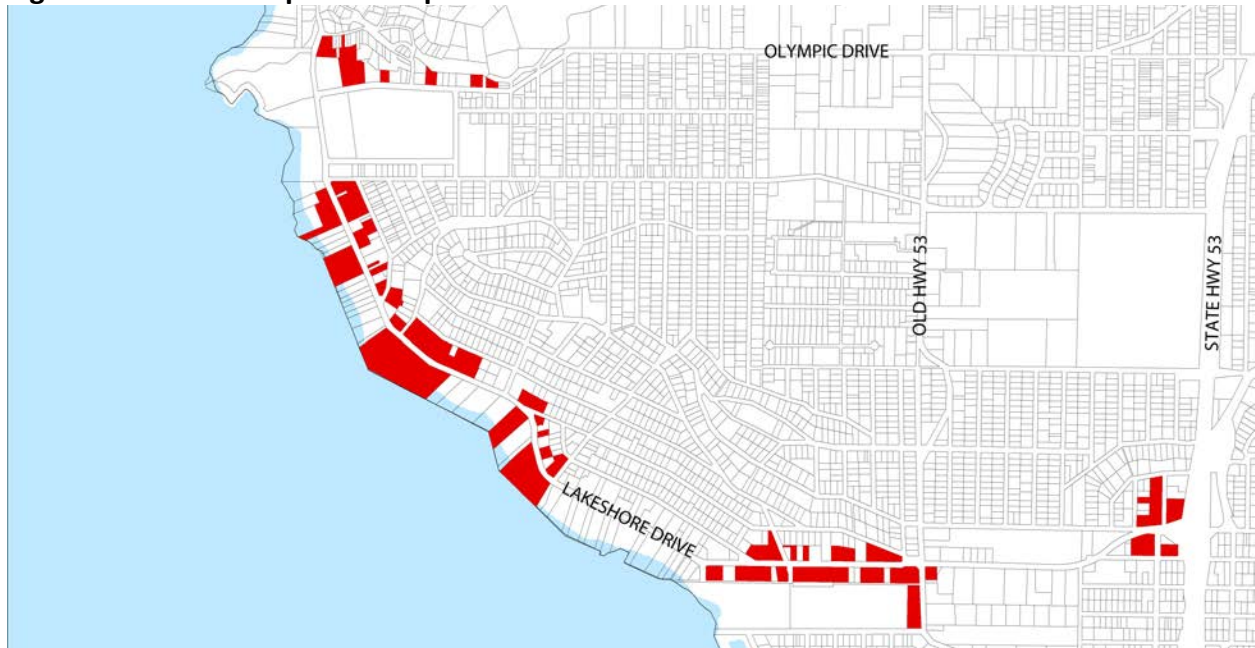
<b>Key Growth Areas</b>	<b>Acres Designated for Commercial Growth</b>	<b>Acreage redeveloped</b>	<b>New Development</b>
Lakeshore Corridor	40.35	30.49	9.86
Austin Park	10.47	3.696	6.77
Ogulin Canyon	30.96	0	30.96
The Avenues	0.91	0	0.91
Regional Shopping	37.83	21.224	16.61
Olympic Drive	10.01	8.019	1.99
Gateway	10.55	0.892	9.66
Other Industrial	20.35	3.336	17.01
<b>Total</b>	<b>161.43</b>	<b>67.66</b>	<b>93.77</b>

The Preferred Growth Scenario proposes the redevelopment of existing underutilized parcels to reach targeted community design and economic growth goals. The area with the highest concentration of redevelopment is the Lakeshore Corridor. This concentration emphasizes the need to change the building floor-area-ratios and massing to bring about the desired walkability factor. The redevelopment of parcels on Lakeshore Drive will activate the area by allowing more people to work and live there. Redevelopment was concentrated in parcels located directly south of Austin Park and surrounding Highland and Redbud Parks to heighten activity in these parks and to provide open space for the increased number of employees and residents in the area. The redeveloped commercial acreage at Austin Park will allow for the transformation of the existing commercial strip center into an active town center. Redevelopment of existing underutilized industrial acreage in the Airport area will allow for development of regional shopping that will augment the existing regional shopping draw on Dam Road. The redevelopment of existing commercial parcels at the “Gateway” (State Highway 53 at Lakeshore Drive) will allow for a more welcoming entrance into the city through an improved streetscape, building massing, and architectural details unique to Clearlake.

Figure 5.19 shows the areas designated for redevelopment to accommodate commercial growth. Parcels targeted for redevelopment are indicated in red on the map, not to be confused with red-labeled parcels in Figures 5.1 through 5.3. An implementation plan for these

areas of redevelopment is highly encouraged by the planning team, understanding the challenge cities face to fund redevelopment projects, particularly with the dissolution of Redevelopment Agencies in California

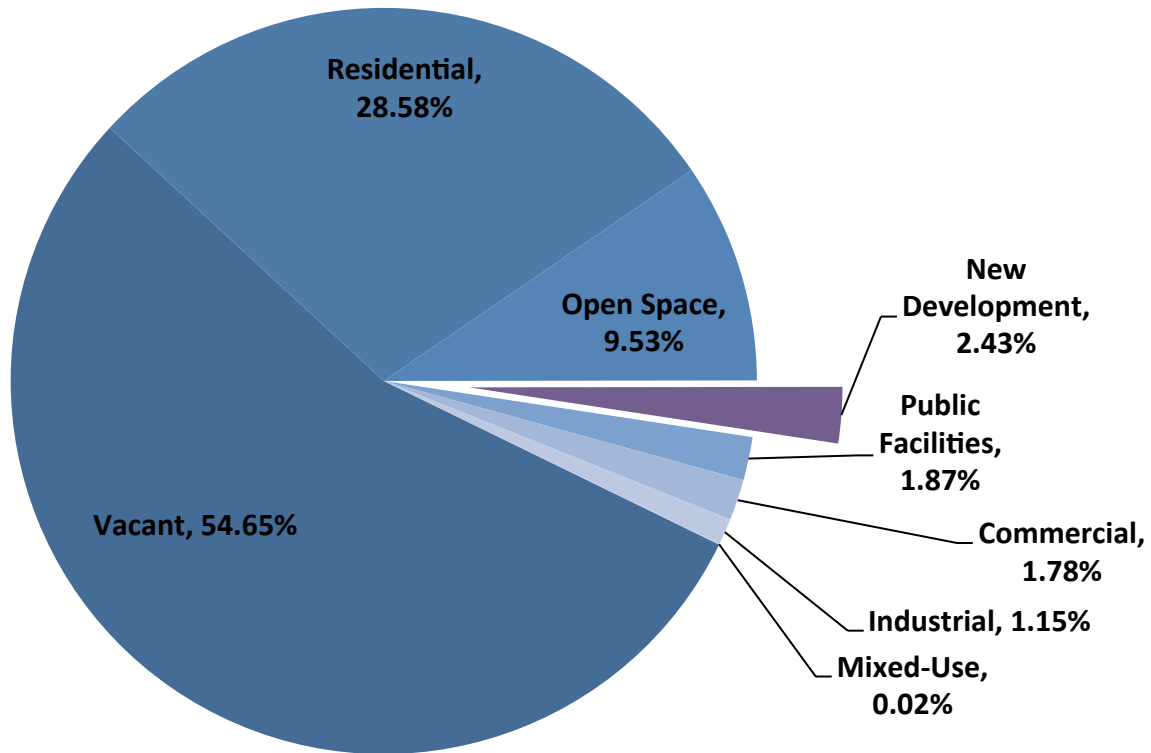
**Figure 5.19 Redevelopment Map**



Under the Preferred Plan, Figure 5.20 shows the potential land use distribution for the City as proposed under the General Plan 2040. The overall changes to the aggregate land uses (shown in Table 5.6) are relatively minor because new land uses are proposed for only 169.04 acres out of 6,952 acres observed in the land use inventor. Approximately 67.66 acres [59.64 commercial acres and 8.02 acres industrial] of the 236.69 acres proposed for development involve redevelopment of existing uses.

<b>Table 5.6 Land Use Changes- 2040</b>		
<b>Land Use</b>	<b>Acreage</b>	<b>%</b>
Vacant	3,799.24	54.65%
New Development	169.04	2.43%
Residential	1,986.74	28.58%
Commercial	123.55	1.78%
Mixed-Use	1.17	0.02%
Open Space	662.68	9.53%
Public Facilities	130.18	1.87%
Industrial	79.78	1.15%
<b>Total</b>	<b>6,952.392</b>	<b>100.00%</b>

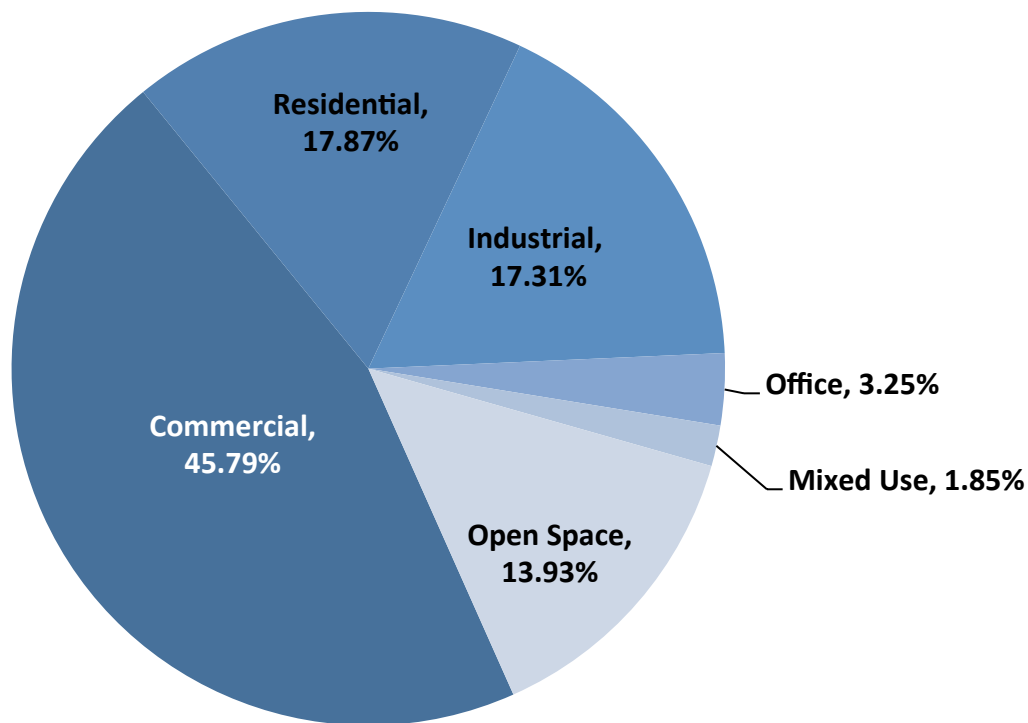
**Figure 5.20 City of Clearlake Overall Land Use Distribution, 2040**



While there are many constraints to development, the new totals discussed in the previous section in Tables 5.3 and 5.4 provide the acreage of each land use included within the 2.43 percent change. While not represented in Tables 5.3 or 5.4, 4.375 acres of commercial and residential land are designated mixed-use under the Preferred Scenario. Table 5.7 shows the land use allocation for the 236 acres of development, including the 67.66 acres of redevelopment. As Table 5.7 shows, nearly 33 acres of park and open space are proposed under the Preferred Scenario. Figure 5.21 shows the potential land use changes by acre and illustrates that the majority of proposed development (including redevelopment) will be in the form of commercial growth, 45.79 percent of total proposed development and residential development accounting for 17.87 percent of total land use change. Additionally, industrial land uses comprise 17.3 percent of the new plan, while office, mixed-use account for the smallest proportion of new development with 3.25 percent, 1.85 percent respectively.

Table 5.7 Proposed Change in Acreage by Land Use		
Land Use	Acres	Percent
Commercial	108.38	45.79%
Residential	42.29	17.87%
Industrial	40.97	17.31%
Office	7.7	3.25%
Mixed Use	4.37	1.85%
Open Space	32.97	13.93%
<b>Total</b>	<b>236.69</b>	<b>100.0%</b>
Redevelopment	67.66	
Net Change	169.03	

Figure 5.21 New Development 2040, by Land Use



## 2. Circulation

The multimodal circulation plan developed under the Preferred Growth Scenario aims to increase pedestrian, bicycle, and transit traffic as well as better accommodate vehicular traffic.

The additional population growth and tourism can in turn increase vehicular traffic throughout the City. The Preferred Scenario can increase the need for parking along Lakeshore Drive, as more intensive commercial and mixed-use land uses increase the number of visitors. An increase in traffic on State Route 53 is also anticipated as population increases. By improving



alternative transportation infrastructure; such as cycling, walking, and transit, and providing an intra-city shuttle, the need to drive in and around town is reduced and should compensate for the increase in City population and influx of additional tourists.

The absence of pavement on many City residential roads was identified as a community concern. The City should consider prioritizing paving these roads. Polymer roads, which are considerably less expensive than conventional asphalt roads, were identified as a feasible alternative while still achieving the same result as traditional pavement. Polymer paved roads are more cost efficient, allowing the City to improve more roads on a limited budget compared to conventional roads. More research would be needed to insure relative benefits versus costs.

Improved transit facilities were identified as a community need, which is addressed in the Preferred Scenario. While some areas have adequate transit facilities, like the Wal-Mart area, many places through the City do not have benches or signs at transit stops. The Preferred Scenario introduces additional transit hubs to increase transit accessibility, as well as improve amenities for transit riders.

Pedestrian and bicycle safety was an area of community concern. The Preferred Alternative identifies several key places for use of traffic calming measures, specifically along Lakeshore Drive and 40<sup>th</sup> Street. These changes will promote walkability throughout the City. The Preferred Scenario also proposes the addition of a pedestrian only road and a pair of one-way roads leading to and from Pomo Elementary and the residential neighborhoods surrounding Austin Park. These non-motorized circulation improvements can increase mobility, safety, and the choice of alternative modes of transportation.

### 3. Housing

The Preferred Growth Scenario has many implications for the future of housing development in Clearlake. The City needs an estimated additional 1,280 housing units by 2040 to accommodate the population growth and improve the housing stock. There is an adequate supply of land in the City to meet the City's future single family and multi-family residential need. The City's Housing Element clearly identified numerous sites for future single and multi-family residential development, reserving the majority of multi-family development for affordable housing. Based on the 2010-2015 Housing Element calculations, several multi-family residential sites identified in the City can provide more affordable housing units than required by RHNA. Though these parcels are ample and available, many of these identified residential parcels are not located within the Preferred Growth Scenario targeted areas.

Under the Preferred Growth Scenario, new housing should be concentrated through strategic infill of targeted growth areas. Majority of the housing should be located in the downtown area along Lakeshore Drive and Olympic Drive, while a small portion of new housing is suggested in the Avenues. By filling in residential areas, either increasing housing density or occupying vacant lots, infill under the Preferred Growth Scenario will bring more residents within close proximity to amenities and services such as retail shopping, recreation, entertainment, and

public services. Higher concentration of residences will also result in a more efficient circulation system; with transit services available to a larger portion of the population and increased proximity to daily destinations reducing the need to drive. This is part of a broader growth strategy to accommodate projected population growth while supporting the community's desire to have a walkable, vibrant downtown and meet the needs of an aging population with limited mobility.

The housing market is driven by demand. By 2040, Clearlake will experience a change in demographic composition. The elderly population above the age of 75 will increase approximately 200 percent, young adults between the ages of 25 and 34 will increase by 150 percent, and middle-aged residents, between the ages of 45 to 64, will decrease by almost 50 percent. This shift has significant implications on future housing needs. Mobility, access, and proximity will be key criteria in housing selection in the future. Elderly residents may have limited mobility and require closer proximity to essential services such as transit, health care, and recreational areas. Adults between the ages of 25 and 34 may be working locally, do not have big families and prefer the convenience of closer retail amenities afforded with mixed-use housing along Lakeshore Drive.

The Preferred Growth Scenario accounts for these various needs by allocating approximately 45 percent of future housing growth to medium and high-density development in downtown growth areas, including three acres of high-density mixed-use allocated along Lakeshore Drive corridor and approximately one acre of high-density mixed-use at Austin Park, providing 109 apartment units proposed above commercial businesses. Five acres of medium-density residential development can be accommodated along Olympic Drive near Old Highway 53 as well as approximately 2 acres throughout Lakeshore Drive, Austin Park, and the Avenues. Utilizing infill strategies, these areas can accommodate 98 additional medium-density units. Mixed-use apartments and medium density infill, such as apartments and townhomes allow for more housing types than is currently available. Additionally, this variety of housing offers a wider selection of homes at multiple price points, ranging from low-income affordable units to market rate units. These housing options can reduce the rate of cost-burdened households in Clearlake and provide desirable market rate options for other income groups. The remaining housing need is met with low-density housing.

Low-density housing may be distributed amongst all areas targeted for residential growth, including 13 acres surrounding Austin Park, 3 acres along Lakeshore Drive, 9.5 acres along Olympic Drive and 10 acres in the Avenues. The Preferred Growth Scenario identifies 35 acres total suitable for low-density housing, accommodating approximately 250 new housing units.

It is important to note that the proposed construction of low, medium, high-density and mixed-use housing only accounts for 457 of the 1,280 units needed by 2040. The remaining housing need is met by utilizing 754 vacant units, which would reduce the City's high non-seasonal vacancy rate from 14.4 percent to 5 percent and 255 units in bad condition would be redeveloped. The Preferred Growth Scenario is able to accommodate all future housing needs

in a compact manner in order to increase mobility, reduce auto-dependency, preserve open space, and increase housing affordability and housing choice.

## 4. Conservation

The preferred growth scenario acknowledges the future increase in population and subsequent residential, commercial, and industrial development. This growth, although concentrated in a few key growth areas, can have an impact on the water supply and quality, air quality, and biologic resources.

### Water Supply

Water supply is often a limiting factor for growth in most California cities. The City's water supply is able to meet the average year, dry year, and wet year water demand. However, future growth may place pressure on water purveyors to meet the increased demand for water. The 2006 Lake County Water Inventory and Analysis indicates that population and employment will increase water demand in Lake County, especially Clearlake's inventory area, the Shoreline Inventory Unit, where Clearlake acts as the largest urban water user in the County. This increase will not likely be met with an increase in surface water rights and must be supplemented by increased groundwater use. As groundwater extraction increases there will be a need for Lake County to ensure groundwater extraction permits are allocated appropriately to avoid negative impact on ground water supply for other municipal and agricultural users. Alternatively, increase in water conservation efforts may act to reduce demand more within range of existing supply. The 2006 Lake County Water Demand Forecast analyzed three scenarios for future agricultural production. If, as scenario one proposes, irrigation of water intensive crops such as walnuts and pears decreases and the agricultural land is alternatively used for less water intensive practices such as viticulture, water demand will also be reduced by 2 percent.

It is important to note that the Clearlake Background Report indicates a 2040 projected population of 18,702, whereas the Lake County 2006 water demand forecast estimated Clearlake's population at 20,196 in 2040. This 2,500 difference may indicate a slower rate of growth than estimated in 2006. Although water resources will be stressed as Clearlake continues to grow, the demand may not be as high as estimated in the 2006 Report.

The 2006 Lake County Water Inventory and Analysis Report also indicates that approximately 2 percent of water use in Lake County results from water lost during conveyance, either due to leaking infrastructure or groundwater extraction. The need to ensure that the condition of water conveyance infrastructure is suitable to meet the increased demand is addressed in the Public Facilities section of this chapter. While the City does not provide water services, the City can contribute to increasing the capacity of existing water transport infrastructure through development fees and exactions.

## Water Quality

The quality of water of Clear Lake may be impacted under the preferred scenario. The addition of new development along the waterfront can increase the percent of the property that is impervious to water infiltration. As more waterfront property is developed and paved, this will result in increased storm water runoff directly into the lake, carrying with it potential pollutants. Low impact development strategies are proposed to address the increases in storm water runoff into the lake to minimize negative impact on water quality.

The preferred scenario does have the potential to improve the quality of water in Clear Lake. As the City becomes more attractive as a tourist destination, City revenue will increase, providing additional funding for lake clean-up programs and projects. The increased focus on the lake as a commodity to increase regional draw will encourage quicker clean-up of the lake to ensure the poor quality of the water does not deter tourism.

## Air

Clearlake is in attainment for all federal and state air quality standards. The preferred scenario may result in increased amount of air pollution associated with population growth. However, Clearlake should be able to maintain its attainment status for all criteria pollutants under the preferred scenario. While increases in automobile use are probable, the preferred scenario includes improvements to public transit and pedestrian and bicycle infrastructure to reduce single occupancy driving and increase the prevalence of walking, biking, and public transit as means of transportation within the City as well as regionally. Also, the scenario aims to improve the jobs to housing balance, which would reduce inflow and outflow of Clearlake employees. This reduction in workforce commute will also work to counter-balance additional air pollution associated with future growth. Other air quality improvements are likely under the preferred scenario, including the reduction in particulate matter emissions from unpaved roads.

## Biological Resources

The preferred scenario concentrates future housing and employment needs within the center of the City. The scenario emphasizes infill, redevelopment, and clustered growth in existing residential and commercial centers. This scenario does not suggest development in existing wildlife or natural habitat areas, and leaves the vacant parcels on the City's border unchanged. There is no proposed habitat loss, as would be expected under the Business as Usual Scenario. By focusing new development inward, the City will have a greater chance of avoiding impact on federally endangered or threatened plant and wildlife species. However, the scenario does propose development along the lakeshore. Any new development will need to undergo environmental review to determine impacts on plant and wildlife habitat because of new development.

## 5. Open Space

The Preferred Growth Scenario includes the expansion of Highlands Park as well as redevelopment proposals near and across all of the parks along Lakeshore Drive. Additionally,

pocket parks are encouraged in Planned Unit Developments and linear parks are proposed along 39<sup>th</sup> and 40<sup>th</sup> Avenues on the eastern side of State Route 53.

In accordance with the National Recreation and Park Association (NRPA), a city should provide 0.25 to 0.50 acres of mini-parks for every 1,000 people, one acre of neighborhood parks per 1,000 people, and five to eight acres of community parks per 1,000 people (Lancaster, 1983). Mini-parks are typically one acre or less, and for the purposes of this report can be thought of as “pocket parks,” and are in close proximity to houses, as well as developed on underutilized or vacant parcels. Pocket Parks typically serve a small population of a ½-mile radius. Neighborhood Parks are typically five to ten acres in size, located in residential neighborhoods, serve up to 5,000 people within a one-mile radius and contain opportunities for open play field, picnicking, and activities. Community parks tend to be larger than neighborhood parks, are located on or near major streets, ideally are served by transit, serve a larger population, and provide additional amenities such as restrooms and facilities for more specialized activities. Based on the 2040 population projection, the population of Clearlake will increase by 18 percent, which will increase demand for park space. The amount of park acreage per person is sufficient to meet the minimum standards in 2040; however, the largest concern for the future is park accessibility. In the Preferred Growth Scenario, parks would be developed in closer proximity to developing neighborhoods. The pocket and linear parks proposed on 39<sup>th</sup> and 40<sup>th</sup> Avenues are good examples of this type of development.

Approximately 450 dwelling units are distributed throughout the Key Growth areas under the Preferred Scenario in order to support the increase in population by 2040. Of these units, 70 are proposed for development in “The Avenues,” which represent a traditionally underserved and satellite part of the City. With policies that set development priorities for vacant parcels in this area, a pocket park and linear park fulfill the desire to provide small and simple park services for all Clearlake residents. As a result, development of more mini-parks within a ½ mile radius of all residential neighborhoods is encouraged in the Preferred Scenario.

An expansion at Highlands Park is proposed, which can serve additional dwelling units through the proposal of mixed-use residential development in addition to residences located around Howard Avenue and Lakeshore Drive. This expansion aims to improve the condition of Highlands Park and supports a more functional park design to increase use, safety, and aesthetics. No change with regard to acreage is proposed for Austin Park; however, the need to provide and consolidate public facilities for family, youth, and senior services is suggested. Austin Park has suitable acreage to act as a main community recreational area, and contribute to creating a sense of place and promoting neighborhood interaction.

Standards for maintaining open space for economic benefit are more clearly addressed in the Conservation Element, which contains goals and objectives to minimize conversion of active agricultural land to non-agricultural uses. While decisions to keep land in working agricultural production is largely up to property owners, the Preferred Scenario includes the addition of open space land in the area northeast of Olympic Drive as a way to encourage maintenance and



expansion of agricultural production which has economic benefit for landowners and the community.

	<b>Park</b>	<b>Classification</b>	<b>Location</b>	<b>New Acreage</b>
<b>1</b>	Highlands Park	Neighborhood Park	Lakeshore Drive & Howard Avenue	1.68
<b>2</b>	Redbud Park	Neighborhood Park	Ballpark Rd. & Ballpark Ave.	No change
<b>3</b>	Austin Park	Community Park	Austin Rd., Lakeshore Drive, & Olympic Drive	No change
<b>4</b>	“The Avenues” Pocket Park	Mini-park	39 <sup>th</sup> Ave. & Phillips Ave.	.227
<b>5</b>	“The Avenues” Linear Park	Mini-park	39 <sup>th</sup> Ave. & Eureka Ave.	1.503

Open space managed for safety is encouraged by concentrating development in the eight key areas of the Preferred Scenario. This development proposal enables a proper buffer for protecting urban and rural areas from fire-prone areas.

The Preferred Scenario protects scenic values. View sheds of Lakeshore Drive are preserved because building height is limited to 24 feet along Lakeshore Drive. Additionally, the scenic quality of SR 53 maintains its integrity because development is focused in strategic areas along SR 53, which are not meant to obstruct forest views.

## 6. Noise

The projected increase in population, jobs, and housing units suggests a potential increase in noise levels. This is presented through an increase in traffic, construction, and light industry. By 2040, potential increases in vehicular travel will cause traffic volumes to increase along key corridors like Lakeshore Drive, Old Highway 53, State Route 53, and Olympic Drive.

Increasing transit frequency raises noise levels minimally at bus stops. However, as transit use increases, the modal split can shift auto trips to transit trips, therefore reducing the contribution from automobile noise.

Increased densities along the Lakeshore Drive and Olympic Drive corridors can increase pedestrian activities in the area. These roadways act more like destinations than vehicular corridors. The increased commercial activities in these areas can create a place to drive to, park, and explore by alternate modes of transportation. This can decrease the vehicular footprint.

The addition of commercial activities along the corridors acts as a buffer for noise between the heavily traversed roadways and the residential neighborhood infill neighborhoods. Appropriate measures for delivery truck routes and parking may need to be enforced to carefully integrate different land uses.

## 7. Safety

New economic and housing growth for the City will occur in areas with minimal relative risk. By increasing development in the center of the City where fire hazard is low, fire and police response time for a greater percentage of the City may decrease. The focused housing and economic development is likely to make the downtown corridors along Olympic and Lakeshore active for portions of the day making for a safe atmosphere. Natural hazards do not change based on development, but the placement of services in lower risk zones makes for a more resilient community. Seismic, geologic, and hazardous material hazards will not change with the preferred development scenario. These hazards should continue to be mitigated; however, no additional challenges exist from current conditions. Flooding, fire and emergency response will be impacted by future development and are discussed in the following subsections.

### Flooding

The Preferred Scenario places certain new development in the 100-year flood zone. The majority of flood zones were avoided for future development, except along Lakeshore Drive where new commercial structures are suggested. The annual flooding risk is small, however mitigation measures will need to be taken during construction of these structures, and countywide mitigation efforts should attempt to manage storm water that drains into Clear Lake. No new residential units were placed in the 100-year flood zone.

### Fire

The majority of Clearlake's geographic area is in a moderate, high, or very high fire severity zone. Projected job and housing growth is largely outside of the very high and high zones. Increasing density within the City's center will ensure faster response times for a large proportion of Clearlake residents and limit the population which is exposed to the dangers of the wildland urban interface. The most effective method to mitigate the wildland fire impact on Clearlake is to limit growth on City boundaries, which the Preferred Scenario promotes.

### Emergency Response

The increase in City population will place an additional strain on the evacuation routes out of the City. Locally, State Route 53 offers access to the north and south connecting to State Routes 29 and 20, which run east and west. In addition to an increased overall population, Clearlake is expected to have a larger number of seniors who may need additional attention and assistance in an evacuation scenario.

## 8. Public Facilities

Planning for new development is directly related to the need for and provision of public facilities. The Preferred Growth Scenario envisions development that will directly impact public education, public library, police and fire protection, water, storm water, wastewater, waste management and recycling, and energy.

## Public Education

In the 2010-2011 school year, Burns, Pomo, and Lower Lake Elementary Schools had excess classroom capacity for the number of enrolled students. Although Lower Lake Elementary is located outside of Clearlake to the south, approximately 584 students from the City attend this school. Despite having adequate capacity to meet state maximum classroom size guidelines, fifth and sixth grades at Pomo and Lower Lake Elementary experienced overcrowding. This was due to the number of teachers assigned to those grades. The average class size for these grades ranged from 31.5 to 32.5, slightly above the state standard of 29.9 students for grades 4 through 8 (California Department of Education, 2010). Table 5.9 shows the average class size by grade for the 2010-2011 school year and highlights the overcrowded grades.

<b>Grade</b>	<b>Burns Valley</b>	<b>Pomo</b>	<b>Lower Lake</b>	<b>Highlands Academy</b>
K	22	21.8	21.6	n/a
1	21.3	21	24.8	n/a
2	21	23.3	16	n/a
3	25	22.3	24.7	8
4	29	27.5	29.7	
5*	28	32.5	32	12
6*	27	31.5	31.5	
7	29	No data	No data	12
8	24	No data	No data	15

\*Boxes in blue indicate overcrowding.

By 2040, it is expected that the population of K-8 graders living in Clearlake will increase by approximately 45 percent, from 1,756 to 2,546 students. In order to accommodate the increase of 790 in the K-8 population from Clearlake, as well as an additional 198 K-8 students from Lower Lake, Konocti School District will need to add five more classrooms at the elementary level. This projection assumes that each of the three schools will first maximize their existing classrooms, then look to fulfill the excess need. Highlands Academy has been excluded from consideration since enrollment is only for students with emotional and social issues. At the high school level, there will be an expected increase of 252 students from Clearlake by 2040, which would necessitate another school. In order to accommodate the expected increase in K-8 enrollment in 2040, the Konocti School District has several options:

- 1) Re-open the middle school and return elementary schools to serving K-6 grades
- 2) Construct or add portable classrooms to existing schools
- 3) Build a small school with one to five classrooms for K-8 grades

If the third option is pursued, minimum standards set by the California Department of Education will need to be observed if the District plans to use state funding. Note that the 2004 guidelines on school siting from the Council of Educational Facility Planners, International no longer suggest minimum lot sizes for schools, but they are still required by State Code.

If another high school is to be opened, it should be located in Clearlake since the majority of regional growth will come from Clearlake residents. Currently, 60 percent of students attending Lower Lake High School are taking the school bus to reach school. Placing the school within the City will help to reduce the distance students travel and increase the number of students living within a one quarter mile radius of school.

### Public Library

Redbud Library provides 1.8 books per capita, just short of the two books per capita industry standard. Additional population growth will further this shortage.

### Police and Fire Protection

The police officer ratio for Clearlake is 1.4 full-time officers per 1,000 residents, slightly less than the California statewide average of 1.5 officers per 1,000 residents for cities similar in population size (Federal Bureau of Investigations, 2009). Measure P passed in 1994 required the City to devote 63 percent of its General Fund Budget to police services until a ratio of 1 officer per 500 residents is reached. In order to achieve that ratio of 1 officer per 500 residents in 2040, the City should plan for sixteen additional fulltime officers by 2040.

Fire protection for Clearlake is currently provided by Lake County Fire Protection District and Cal Fire. Clearlake's fire risk is largely derived from wildland fires that could encroach on City land. The Preferred Growth Scenario will focus most development outside of the very high fire risk. In areas of very high fire risk, all weather roads are proposed at half-mile increments to ensure emergency vehicle access. By focusing development outside of high fire risk zones, few residents and businesses will be in danger. The Lake County Fire Protection District employs 25 paid staff, with an additional 25 volunteers. To maintain the same ratio of 1.6 paid and 1.6 volunteers in 2040, the Fire District will have to add an additional six paid employees and six volunteers.

### Water

Proposed growth in the key areas of the Preferred Growth Scenario may affect the future supply and demand of water from the Golden State Water Company, Highlands Mutual Water Company, and Konocti County Water District. In 2006, the County developed a Groundwater Management Plan to address water supply within the County, including the City of Clearlake. In recent years, the Lake County Watershed Protection District initiated a number of efforts to proactively address water resource issues, including documenting the status of water use and supply, identifying areas of need, and developing recommendations to ensure a supply of high quality water into the future. This management plan, together with the *Lake County Water*

*Inventory and Analysis* (CDM, 2006) and the *Lake County Water Demand Forecast* (CDM, 2006), increase understanding of the water resources in Lake County and provide a framework for the County and other water users to implement effective water resource management programs. The City, along or in conjunction with the County Watershed District, should develop an Urban Water Management Plan in order to assess whether water supply exists to serve projected water demand from the growth areas in the Preferred Growth Scenario (California State Water Resources Board, 2013a). In addition, each new development project will need to meet California Environmental Quality Act guidelines regarding adequate water supply for proposed development (California State Water Resources Board, 2013a).

## Storm water

The California State Storm Water Planning Act suggests that storm water management plans be adopted on a watershed basis, but does not mandate adoption of a storm water resource plan (California State Water Resources Board, 2013b). The City participates in the Lake County Clean Water Program to reduce impacts from storm water runoff. In 2003, the City, in part with Lake County and the City of Lakeport, submitted a Storm water Management Plan to obtain National Pollutant Discharge Elimination System (NPDES) permits to discharge storm water pursuant to the terms of the permit. Currently, storm water is not adequately managed on unpaved roads which make up a significant percentage of all roads in the City and contribute to sedimentation of Clear Lake. If GIS capacity is developed, GIS data for storm water drainage should be collected in order to analyze the storm water system more effectively. The City should also conduct further research and participate in the development of the forthcoming Westside Sacramento Integrated Regional Water Management (IRWM) Plan.

## Wastewater

According to Lake County Sanitation District (LACOSAN)'s Southeast (SE) Regional System Master Plan (December 2005), the service area has a potential capacity of 14,641 connections. Based on the 2006 Build-out Analysis, the Southeast Regional Wastewater Treatment Plan has enough capacity to service an additional 6,455 dwelling units with an additional 15,686 people (Lake LAFCO, 2010). Thus, the plant has significant wastewater treatment capacity available to accommodate future growth in the City (Lake LAFCO, 2010). However, there are two main causes of concern for wastewater treatment: raw sewage overflow from the collection system or treated effluent spills at the treatment plant. During periods of wet weather, groundwater levels rise and the soils become inundated, decreasing the capacity of the municipal wastewater system to collect and treat wastewater. Infiltration and Inflow is a common problem for the Southeast Regional wastewater treatment plant, resulting from infrastructure and capacity problems leading to the inflow of storm, ground, and lake water into the sewer system. The Regional Water Board also allocates Waste Discharge Requirements (WDR) permits for wastewater disposal. Currently LACOSAN is not completely compliant with applicable State and Federal regulations. LACOSAN received a Notice of Violation on August 21, 2003 regarding spills and sewer overflows at the southeast wastewater treatment facility when untreated wastewater was discharged into surface water which led to Clear Lake, a Cease and Desist Order on March 24, 2003 where inundation and periods of high groundwater historically lead to a direct discharge of wastewater into Clear Lake, and another Cease and Desist Order in February 2005 in Kelseyville for violating the terms of a

WDR. Development proposed in the Preferred Growth Scenario will need to assess the additional impact on the sewer system, both in collection and pumping. While additional septic tanks may be needed if sewer lines cannot be extended, septic tanks are frequently improperly regulated and maintained which leads to contamination of groundwater resources. It is a goal of the Conservation Element to protect groundwater resources, and encourage development to connect to existing sewer lines. The city should support the current force main project designed to address winter flow issues and improve system performance. It should also continue to move forward with mitigation and Hydraulic Modeling for evaluating structure and capacity within the Southeast Collection System.

## Solid Waste Management

Clearlake produced 10,258 tons of solid waste in 2011 (CalRecycle, 2012). Annual landfill tonnage has decreased by over 25 percent from 2006 to 2011 due to the recession. In addition, cover measures have been taken to extend the life of the site by at least five years (Clymire & Chavez, Lake County Public Services, 2011). Before the recession, according to the County's Preliminary Closure Post Closure Plan in 2005, the County projected that the Eastlake Landfill would reach site life capacity by 2025-26. In 2011, the County took a contract to import waste from the City of Ukiah totaling 21,500 tons. Given the decrease in tonnage due to the recession and the increase in tonnage due to imports, it is now expected that the "landfill site life would return to 2025-2030 projections, not including expansion" before 2040 build out of the Preferred Growth Scenario (Clymire & Chavez, Lake County Public Services, 2011, p. 10). The City should reconsider date of needed landfill expansion and prioritize waste diversion measures. In addition, the City should support the County in looking for ways to pay for the installation of a landfill gas system as needed under AB 32, the state Assembly Bill on Greenhouse Gas Emissions.

## Energy

PG&E provides electricity to Clearlake. All energy providers in California must meet the cap on emissions from the process of energy generation as outlined in the State's Energy Action Plan. Providers must also meet the California Renewables Portfolio Standard which requires that 20 percent of energy retail sales come from renewable resources by 2010.

## 9. Economic Development

Under the Preferred Growth Scenario, estimated targets can lead to a multitude of additional job opportunities, an improved jobs-housing balance, and increases in sales tax revenue. Although it is assumed under the business as usual model that by 2040, Clearlake will need a minimum 253 jobs in addition to the existing 2,675 jobs, the Preferred Growth Scenario can accommodate 3,110 more jobs reaching an employment rate over 85 percent of the California state average, by 2040. Clearlake has the capacity to more than double its existing job market by 2040, mainly contributing new jobs in the downtown Lakeshore and Olympic Drive loop, light industry in Ogulin Canyon, and industry and commercial development in the Airport and Wal-Mart shopping area.



For the City of Clearlake to successfully reach the Preferred Growth target, redevelopment of existing key growth areas is essential, such as the Lakeshore and Olympic Drive loop, which includes State Route 53 to Old Highway 53 and the Austin Park/ Civic Center area. In addition, other key areas for development that would enhance job growth and generate more head of household jobs include the Wal-Mart commercial area, the former Airport area for industry and commercial, as well as allocated agricultural and light industry growth in and around Ogulin Canyon. The net gain of household jobs would be an important catalyst to economic growth in Clearlake. In combination with an Economic Development Strategic Plan that attracts applicable businesses and incentivizes entrepreneurship and innovation, the City could diversify its employment base and expand opportunities for the local work force.

When significantly increasing job growth within the City of Clearlake, the jobs-housing balance can be improved by the redevelopment of the downtown Lakeshore and Olympic Drive loop into various mixed-use centers and medium-density housing. The downtown core along Lakeshore Drive, as well as the Austin Park and Civic Center area, would cater to multi-family housing and provide access to additional civic and commercial services. Olympic Drive could also include multi-family housing so residents can live closer to employment areas and within proximity of desired services. The redevelopment and infill of the downtown Lakeshore and Olympic Drive loop with supplementary mixed-use developments and multifamily housing would create a more vibrant downtown that serves the needs of locals and draws visitors, further increasing revenue from sales tax that would vitally support provision of additional public services and capital improvements and investments.

## 10. Community Design

Community design and sense of place refers to the unique character and features of a city's built environment and natural landscape. The Preferred Growth Scenario takes a bolder approach toward community design through its vision to preserve Clearlake's small-town character and build a stronger economy.

### Building Design and Quality

Building design and quality should reflect strategic land use planning type and density to adhere to the small-town character valued in the community. The scenario dictates that Clearlake's housing need should be filled primarily with low-density, single family homes retaining the style of Clearlake's residential neighborhood culture. Rehabilitation of existing dilapidated housing stock would promote Clearlake residents' pride in their property. In addition, Good Neighbor Programs and a commitment to Code Enforcement could serve to not only improve the aesthetics of Clearlake's neighborhoods, but also promote the safety and well-being of all residents.

Some strategically placed medium to high-density and mixed-use development along Lakeshore Drive and surrounding Austin Park should not exceed a level inappropriate for Clearlake's small-town atmosphere, but should serve to diversify Clearlake's housing supply. Further,

strategically intensified density and mixed-use development could increase the opportunities for social interactions and economic activity leading to a stronger sense of place.

## Streetscapes and Public Spaces

The preferred scenario proposes the increased capacity for different modes of transportation, the expansion of parks, and improved access to the lake for improved quality of life and pride in the community. Human scale streetscape design should be focused along Lakeshore Drive, at Austin Park, and Olympic Drive to better accommodate pedestrians and bicyclists. Amenities such as traffic calming techniques, wayfinding signage, sidewalks, benches, trees, lights, and bicycle facilities are functional design techniques that could make the environment more attractive and safe for all types of users. Streetscape design could transform Lakeshore Drive into a vibrant downtown and establish a Gateway at Olympic Drive which could promote the development of a visual identity and brand for the City of Clearlake.

Under the Preferred Scenario, conservation of the Lake and surrounding natural resources is proposed to capitalize on the existing natural beauty in the City. Community design reflects and utilizes Clearlake's natural resources to attract visitors as well as provide other important social benefits for the community, including improved quality of life and pride in the community.

## 11. Health

The Preferred Growth Scenario has many effects and implications on community health. Proposed changes to land use, circulation conditions, housing development, and open space allocation provide opportunities for local residents to have a better living environment and lead to more sociable and active lifestyles, as further discussed in the following sections.

### Land Use and Design

Researches have shown that land use patterns are a strong influence on a resident's lifestyle. Compact or mixed-uses in close proximity to neighbors and services create a more walkable environment. Increased physical activity levels are linked to better health, both physically and mentally. The targeted growth areas along Lakeshore Drive and Olympic Drive are envisioned to become diverse and compact downtown centers. Quality infill developments; commercial, retail, mixed-use housing; and civic spaces are proposed in these areas. The Austin Park area is envisioned as the distinct civic hub with pedestrian only plaza, hotel, civic center and revitalized lakefront access. The commercial corridors along Lakeshore and Olympic Drive are within walking distance from Austin Park, thus reducing the need to drive, reducing automobile air pollutants. The Avenues is another area targeted to have a small neighborhood hub along 40<sup>th</sup> Avenue and Phillips Avenue. By utilizing a Planned Development zoning approach to housing, new housing clusters can create open space opportunities for pocket parks and community gardens, which could increase the local residents' access to fresh food and outdoor recreation spaces. The Preferred Growth Scenario also encourages more commercial and light industrial uses that can provide better wage paying jobs, particularly in Ogulin Canyon and the Airport Area. Increasing local jobs to match the labor force is critical in ensuring a better live work

balance, reducing greenhouse gas emission from work travel, and providing steady income for local residents so they can afford quality housing, health care, and fresh food.

## Parks and Open Space

The Preferred Scenario improves on the existing Austin Park area by incorporating a pedestrian only plaza along Austin Street and increases lakefront access at various strategic points along Lakeshore Drive. The pedestrian only plaza at Austin Park and better lakefront access could create a focal point in the City, contributing to Clearlake's lake resort identity and provide a place for public gathering. The Preferred Growth Scenario highlights this proposed area improvement as the heart of Clearlake that could host community events such as farmers markets, festivals or neighborhood events such as outdoor movie nights.

The expansion of Highlands Park would also increase lakefront access and public parks along Lakeshore Drive. Streetscaping improvements can create a more desirable walkable environment around downtown. Improvements to open spaces along the lake would also allow for a variety of outdoor and physical activities such as walking, biking, social gatherings, and recreational play.

The targeted growth area in the Avenues proposes a new linear park along 39<sup>th</sup> Street between Eureka Avenue and Phillips Avenue. This new park is needed to reduce the distance residents in the Avenues need to travel to access a park. The new linear park and pocket parks proposed in the Avenues would provide a much needed play areas for the neighborhood children. Increased areas for public gathering and outdoor play can contribute to community building, social capital and improved mental health.

## Circulation

The multimodal circulation plan developed under the Preferred Scenario Growth aims to increase pedestrian activity levels and promote active lifestyles. Targeted road improvements along Lakeshore and Olympic Drive such as new sidewalks, clearly marked pedestrian crossings, on-street bicycle lanes, and sheltered transit stops can create more attractive and active commercial corridors, which make walking more attractive. Proposed boardwalks along the lake from Austin Park to Highlands Park can generate greater opportunities for waterfront recreation and leisure activities, which fosters healthy social behaviors and higher physical activity levels. Proposed transit interchanges strategically located at north end of Austin Park and south end at Wal-Mart area can increase the viability of public transportation in the City. In addition to transit services, the shuttle service linking vineyard wine tasting to the tourism industry downtown proposed in the Preferred Growth Scenario would provide greater linkages to local viticulture businesses at the City periphery. One-way street improvements to and from Pomo Road can create a safe route for schoolchildren and parents walking to and from Pomo Elementary School.

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