

4. LAND USE

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A. INTRODUCTION

The Land Use Element serves as a guide and blueprint for the future development and growth of Clearlake. This element’s main purpose is to designate the location, distribution, and intensity of the following uses: housing, business, industry, recreation, open space, education, public buildings and facilities, and waste management facilities. This element encompasses all other elements, as goals and policies set forth in this element will guide the development of all uses in the City.

State Standards

According to Public Resources Code, Section 2762 (a) and the California Government Code, Section 65302 (a) the element must identify all land use areas within the Clearlake planning boundary. Population density and building intensity standards for each land use category must also be defined. Population density refers to residents per acre; residential density refers to residential dwellings per acre (DUA). These standards for population and residential densities will also be referred to in Chapter 6, Housing. Building intensity refers to the types and concentrations of allowable land uses. Table 4.1 defines common land-use density standards.

Table 4.1 Example Land Use Standards	
Dwelling Units per Acre (DUA)	
Residential	
Single-family detached	Up to 6
Single-family detached (zero lot line)	6 to 8
Two-family detached	8 to 10
Row houses	12 to 20
Stacked townhomes	20 to 30
Walk up apartments	30 to 40
6-story apartments	50 to 60
Mixed-Use	4.5
Higher Density Transit Oriented Development	20
Maximum Floor Area Ratio (FAR)	
Commercial	
Neighborhood/Community	0.3
Regional	0.4
Office	1
Industrial	
General	0.5
Limited	0.4
Special (business park)	0.35
<i>Berke, P. et al. Urban Land Use Planning, 2007</i>	

Regional and County Standards

Clearlake is one of two incorporated cities in Lake County and is under jurisdiction of the Lake County Area Planning Council (APC). The APC also acts as Lake County’s Regional Transportation Planning Agency (RTPA). Funded by a California Department of Transportation (CalTrans) grant, the APC created the Lake County 2030: Regional Blueprint Plan. The Plan acts as a framework for regional planning and coordination of the following policy areas: land use, transportation, water, and energy, among others. This plan was created to guide Lake County into a healthy and sustainable future. The seven principles (environment, agriculture, growth and development, economy, public infrastructure, public services, and recreational and cultural resources) established in the Blueprint Plan mirror many of the elements that are included in this 2012 Clearlake General Plan Project. The community input received in the Blueprint process is also reflected in this General Plan Project.

Development Trends

A large percentage of Clearlake’s residential development took place between the years 1960 and 1989. As shown in Table 4.2, only approximately 16 percent of the existing housing stock was built since 1990; 62 percent of houses are twenty to fifty years old; and 22 percent are more than fifty years old.

Table 4.2 Age of Housing Structures in Clearlake		
Clearlake City, California		
Year Structure Built	Estimate	Percent
Total housing units	8,487	100%
Built 2005 or later	434	5.10%
Built 2000 to 2004	211	2.50%
Built 1990 to 1999	696	8.20%
Built 1980 to 1989	1,268	14.90%
Built 1970 to 1979	2,401	28.30%
Built 1960 to 1969	1,577	18.60%
Built 1950 to 1959	1,061	12.50%
Built 1940 to 1949	458	5.40%
Built 1939 or earlier	381	4.50%
<i>U.S. Census, Table DP04, 2010</i>		

Table 4.3 shows a breakdown of the types of residential development for which permits were issued in Clearlake in the last ten years. The peak year was 2006 when 310 permits were issued. The data shows that permits were issued for multi-family units each year from 2003 to 2007. 425 single-family residential units were also permitted during those five years. Since the “housing bubble” burst in 2008, only 52 single-family residential units have been permitted. No other residential types have been permitted since 2007.

Building Permits	2001-2011	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Single-Family	477	0	0	15	45	55	195	115	25	14	4	9
2-unit Multi-Family	2	0	0	0	0	0	0	2	0	0	0	0
3-and 4-unit Multi-Family	4	0	0	0	0	0	4	0	0	0	0	0
5+ Multi-Family	390	0	0	120	60	45	111	54	0	0	0	0
TOTAL	873	0	0	135	105	100	310	171	25	14	4	9

State of the Cities Data Systems (SOCDS) Building Permits Database, 2012

Although residential development is slowly recovering in Clearlake, the potential for growth and new development is very high. Twenty-five percent of housing is currently vacant (See Table 4.4) and there are 7,649 vacant parcels which total 3967.24 acres or 57 percent of the total acreage of the City.

	Clearlake, California		Lake County, California		California	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Housing Occupancy						
Total housing units	8,035	100%	35,492	100%	13,680,081	100%
Occupied housing units	5,970	74.30%	26,548	74.80%	12,577,583	92%
Vacant housing units	2,065	25.70%	8,944	25.20%	1,102,583	8%

Census Table DP04, 2010

Clearlake’s residents are hopeful that new development will take place, not only in the residential sector, but also in the commercial sector. The Lakeshore Drive Downtown Corridor Project is a recent project which led the City through a series of community events and workshops. Developed by a private consulting team including the Local Government Commission, Nelson\Nygaard, and Opticos Design Inc., the project encompasses the City’s downtown corridor; Lakeshore Drive from Olympic Drive to Old Highway 53, and addresses walking, bicycling, parking, transit, street beautification, lake access, and economic development. The corridor improvement project is sponsored by the City of Clearlake, the Lake County Area Planning Council (APC), the Clearlake Chamber of Commerce, and is funded through a Caltrans Community Based Transportation Planning Grant and local planning funds.

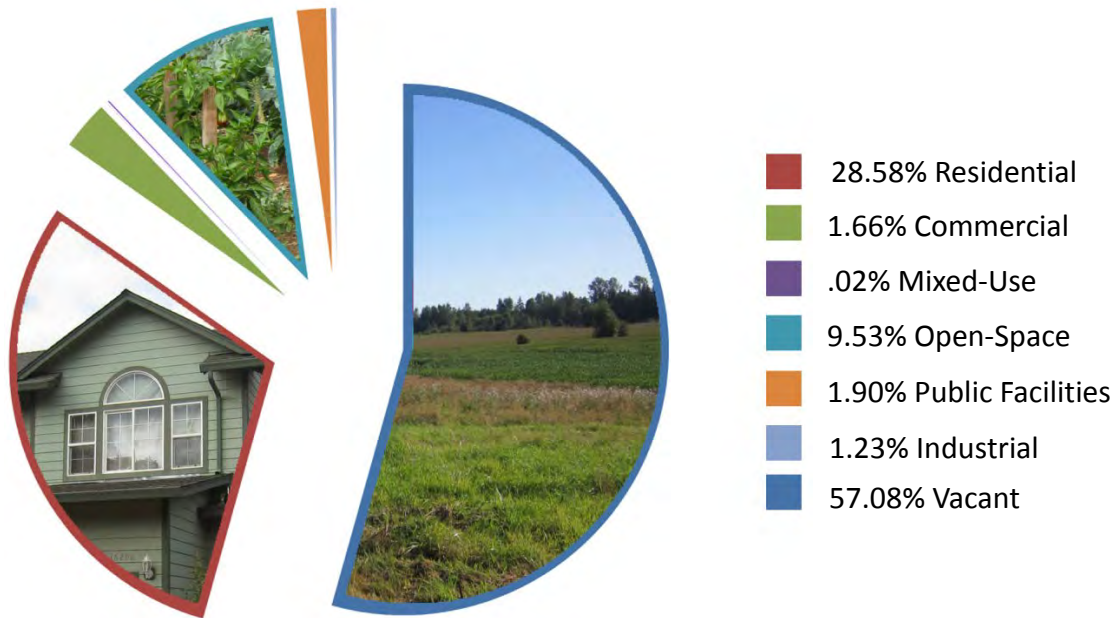
B. EXISTING CONDITIONS

The Clearlake Land Use Inventory characterized the 14,518 parcels in Clearlake according to the following categories: vacant, residential, commercial, mixed-use, open space, public facilities, and industrial. The acreage and the percentage of the total acreage for each land use are

provided in Figure 4.1. This section discusses total acreage for each use type, existing land use standards in Clearlake, and allowed uses for each of the listed categories.

The City of Clearlake’s total acreage is 6952.6 acres or 10.9 square miles. Of this, 57.08 percent is made up of vacant land. Residential uses make up 28.58 percent, open space, 9.53 percent (including agriculture), 1.66 percent commercial, 1.90 percent public facilities, and 1.25 percent of land is comprised of industrial and mixed-use. Figures 4.1 and 4.2 illustrate the land use breakdown of Clearlake’s acreage.

Figure 4.1 Clearlake Land Use Distribution

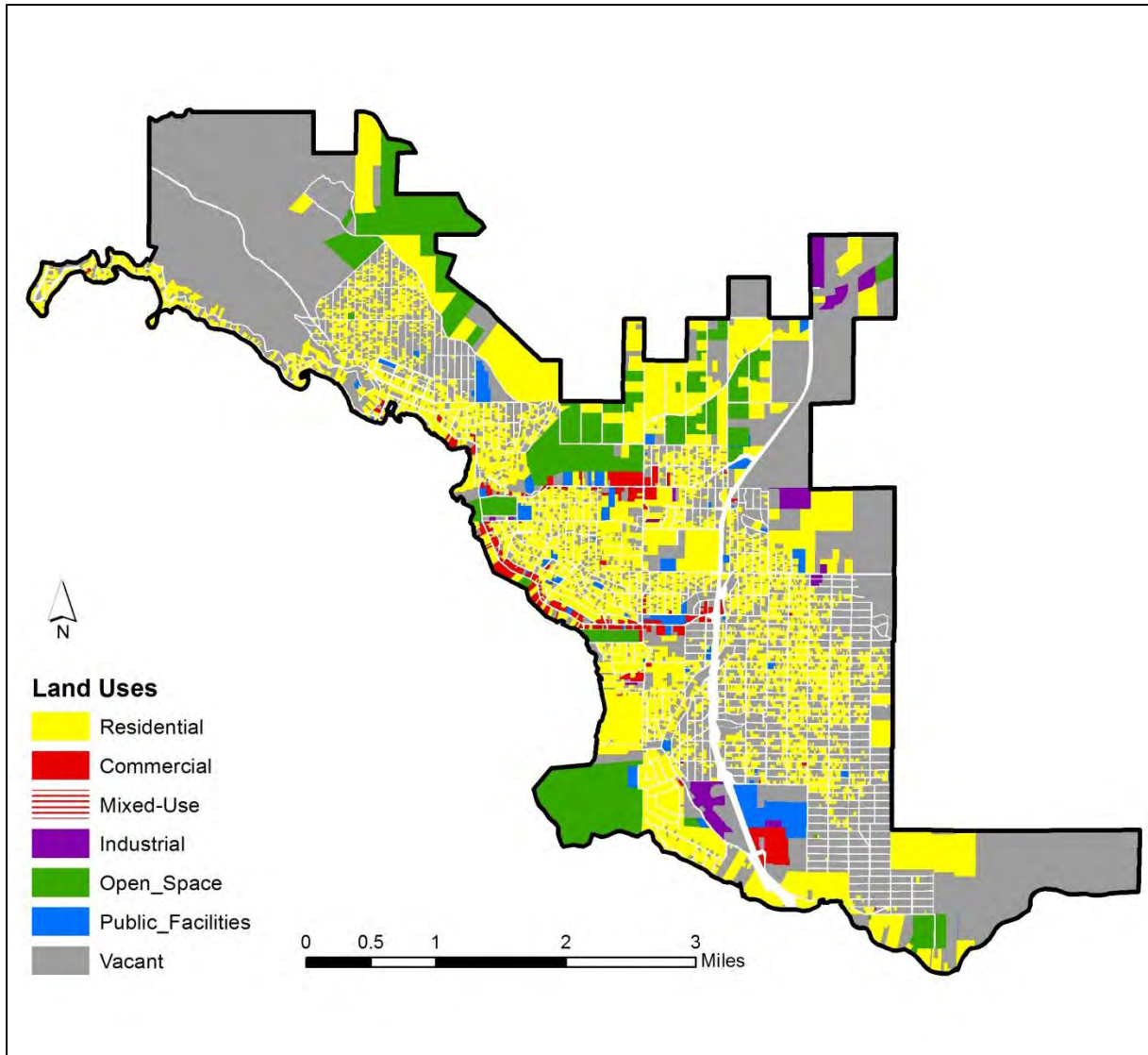


Cal Poly Land Use Inventory, 2012

Table 4.5 Land Use Distribution		
Land Use	Acreage	Percent of Total Acreage
Total	6952.6	100.00%
Vacant	3968.3	57.08%
Residential	1986.7	28.58%
Commercial	115.6	1.66%
Mixed-Use	1.2	0.02%
Open Space & Agriculture	662.7	9.53%
Public Facilities	132.3	1.90%
Industrial	85.6	1.23%

Cal Poly Land Use Inventory, 2012

Figure 4.2 Land Use Map



Cal Poly Land Use Inventory, 2012

1. Residential

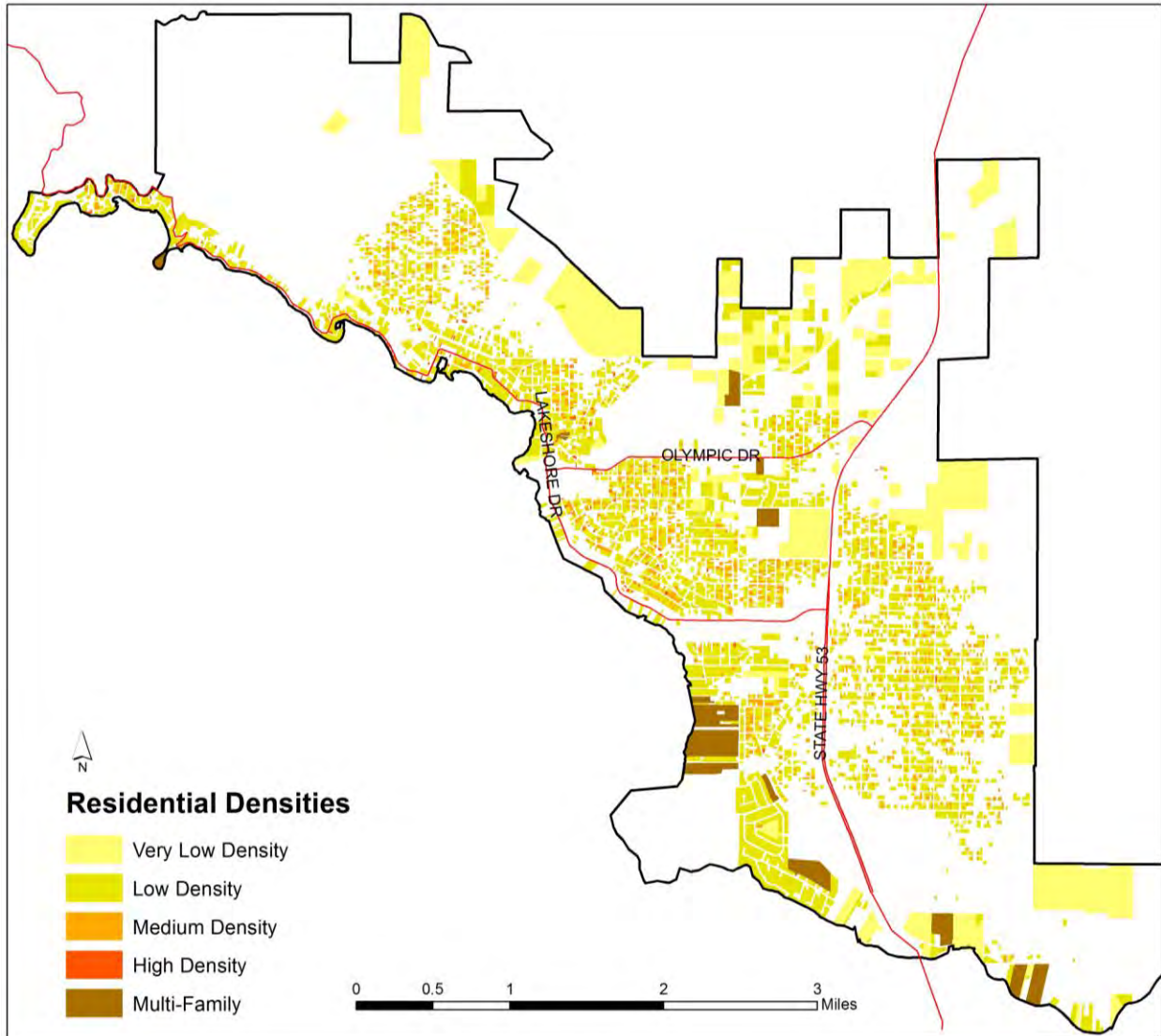
Residential land use occupies 1,986.7 acres or 28.58 percent of the land in Clearlake. Residential land uses are dispersed throughout Clearlake, with concentrations along the waterfront on Lakeshore, as well as East of Lakeshore Drive and West of State Hwy 53. Figure 4.3 and Table 4.6 depict the density classifications of residential uses throughout the city.

The planning team has divided residential land uses into five density categories, using Clearlake’s Municipal Code standards and General Plan zoning designations as guides. These categories are very-low density residential, low-density residential, medium-density residential, high-density residential, and multi-family residential.

Residential Densities	Dwelling Unit per Acre	Frequency of Parcels	% of Total Parcels	Acreage	% of Total Acreage
Very Low	1/1.25 acres	132	2%	650	33%
Low	1/0.11 acres (5,000 sq. ft.) to 1/1.25 acres	4,675	73%	1021	53%
Medium	1/0.09 acres (4,000 sq. ft.) to 1/0.11 acres (5,000 sq. ft)	1,370	22%	152	8%
High	less than 1/0.09 acres (4,000 sq. ft.)	157	2.5%	10.7	1%
Multi-Family	1/0.05 acres (2,000 sq. ft.)	27	0.4%	109.3	6%

Cal Poly Land Use Inventory, 2012

Figure 4.3 Residential Density Map



Cal Poly Land Use Inventory, 2012

Very Low Density Residential

This category allows a maximum density of one dwelling unit per 1.25 acre of land. Anticipated population density in this category is between .23-2.5 persons per acre. There are 132 parcels, 2 percent of all parcels in the City, characterized by this level of density. This accounts for approximately 650 acres of land and 33 percent of all residential land. These parcels are primarily located in the Burns Valley Road area in the north-eastern portion of the city.



Photo of Clearlake residence representing very low density

Low Density Residential

This category allows one dwelling unit per 5,000 sq. ft. to 1.25 acres. Anticipated population density in this category is between 2.5-8.7 persons per acre. This density category comprises the largest percentage of residential acreage: 53 percent, which totals 1,021 acres of land and 4,675 parcels, or 73 percent of the total residential parcels. These parcels are dispersed throughout the City, and account for 29 percent of the City's total land acreage.



Photo of Clearlake residence representing low density

Medium Density Residential

This category allows 9 to 11 dwelling units per gross acre, or 1 dwelling unit per 4,000 to 5,000 sq. ft. Parcels characterized by this density category are scattered throughout the City. 1,370 parcels, or 22 percent of total parcels, are categorized as medium density. This density category covers 152 acres, and accounts for 8 percent of the total residential acreage.



Photo of Clearlake residence representing medium density

High Density Residential

This category allows for 1 dwelling unit for less than 4,000 square feet. 157 parcels in Clearlake, or 2.5 percent of total parcels are characterized as high density residential. 10.7 acres of the City consist of high density residential parcels. This makes up about 1 percent of Clearlake's total acreage. These parcels are dispersed throughout the area west of State Highway 53 and south of Olympic Drive.



Example of high density residential from homes.yahoo.com

Multi-Family Residential

This category allows 1 dwelling unit for every 2,000 square feet. Anticipated population density in this category is between 2.5-8.7 persons per acre. Only 27 parcels, or 0.4 percent of all residential parcels, are categorized as multi-family residential. These parcels consist of two types of residential developments: apartments and mobile home parks.



Photo of Clearlake mobile home park representing multi-family density

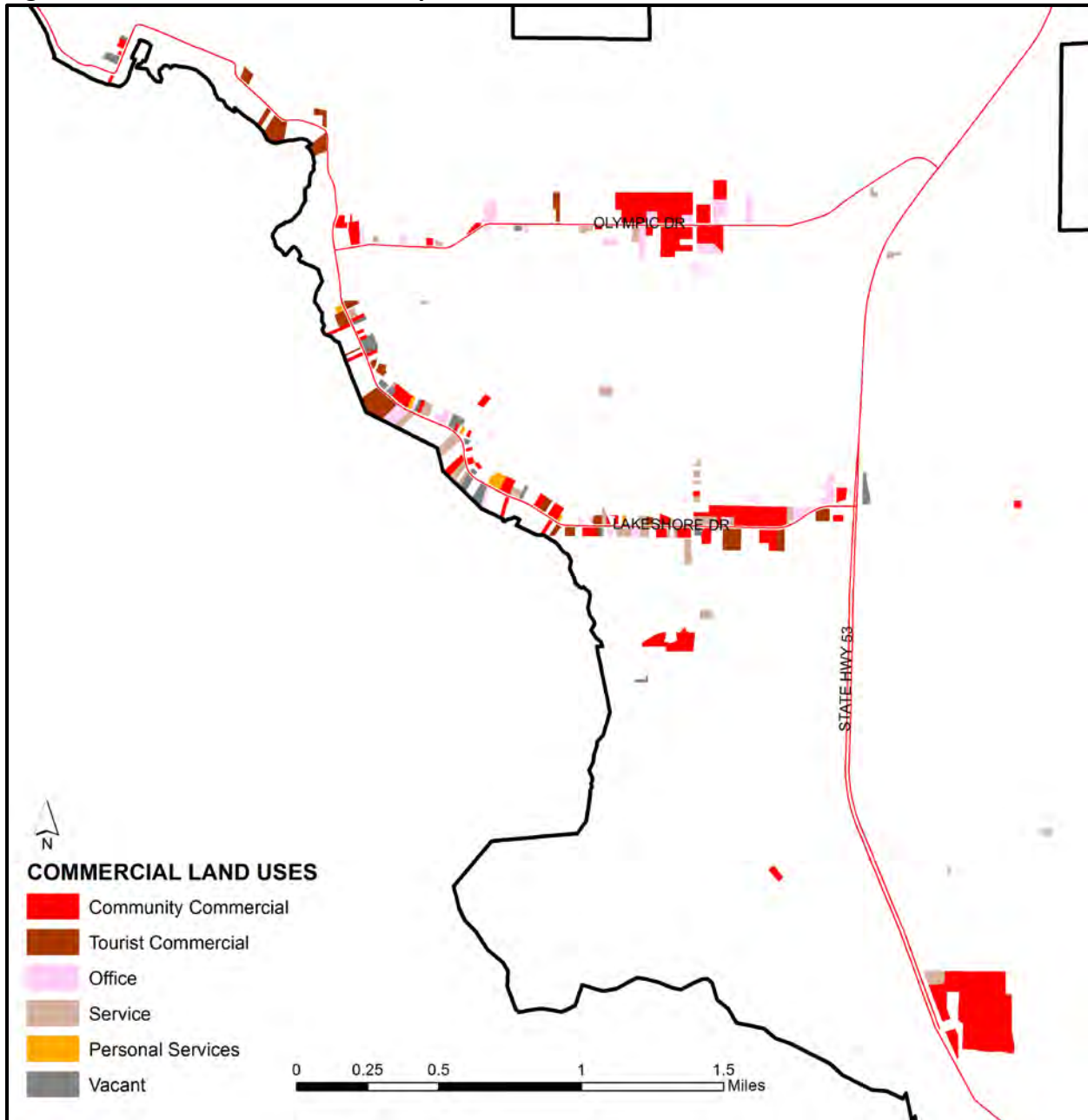
2. Commercial

There are 115.6 acres in Clearlake which are considered commercial. This is only 1.66 percent of Clearlake’s total land acreage. Commercial uses are concentrated along Lakeshore Drive, Olympic Drive, and Dam Road. The current location, intensity, and types of commercial uses do not create a walkable environment or a cohesive “downtown feel” on Lakeshore Drive. The planning team has divided commercial land uses into several categories: Community Commercial, Tourist Commercial, Personal Services, Office, and Service. Table 4.7 and Figure 4.4 show the spatial distribution of these commercial categories.

Commercial Type	Acreage	%
Community Commercial	62.494	54%
Tourist Commercial	16.668	14%
Personal Services	1.719	1%
Office	14.738	13%
Service	13.129	11%
Vacant	6.815	6%
TOTAL	115.563	100%

Cal Poly Land Use Inventory, 2012

Figure 4.4 Commercial Land Use Map



Cal Poly Land Use Inventory, 2012

Community Commercial

Community Commercial is defined as restaurants, shopping centers, strip malls, markets, and any other uses whose consumers are primarily Clearlake residents. This commercial category accounts for 62.5 acres or 54% of the total commercial acreage.

Tourist Commercial

Tourist Commercial includes uses such as motels, hotels, gas stations, specialty goods shops, and downtown restaurants which primarily serve tourists and visitors. This commercial category accounts for 16.67 acres and 14 percent of the total commercial acreage.

Office

Office commercial land use includes businesses, financial, and professional services. Principles and goals outlined in the Vision Task Force Report and input from community members both propose that these uses be kept out of the Downtown Center, or should not be located on the ground floor of Downtown commercial buildings. Office uses account for 14.74 total acres which is 13 percent of the total commercial acreage.

Personal Services

Personal Services includes uses such as beauty parlors, nail salons, and laundry mats. This commercial category accounts for 1.7 acres, or only 1 percent of the total commercial acreage.

Service

Service includes vehicle cleaning, repair, or towing, and other services such as carpet cleaning and HVAC. This commercial category accounts for 13.2 acres of land, 11 percent of total commercial acreage.

Vacant

Six percent of commercial land use in the City is comprised of vacant commercial properties. The majority of these vacancies are found on Lakeshore Drive.

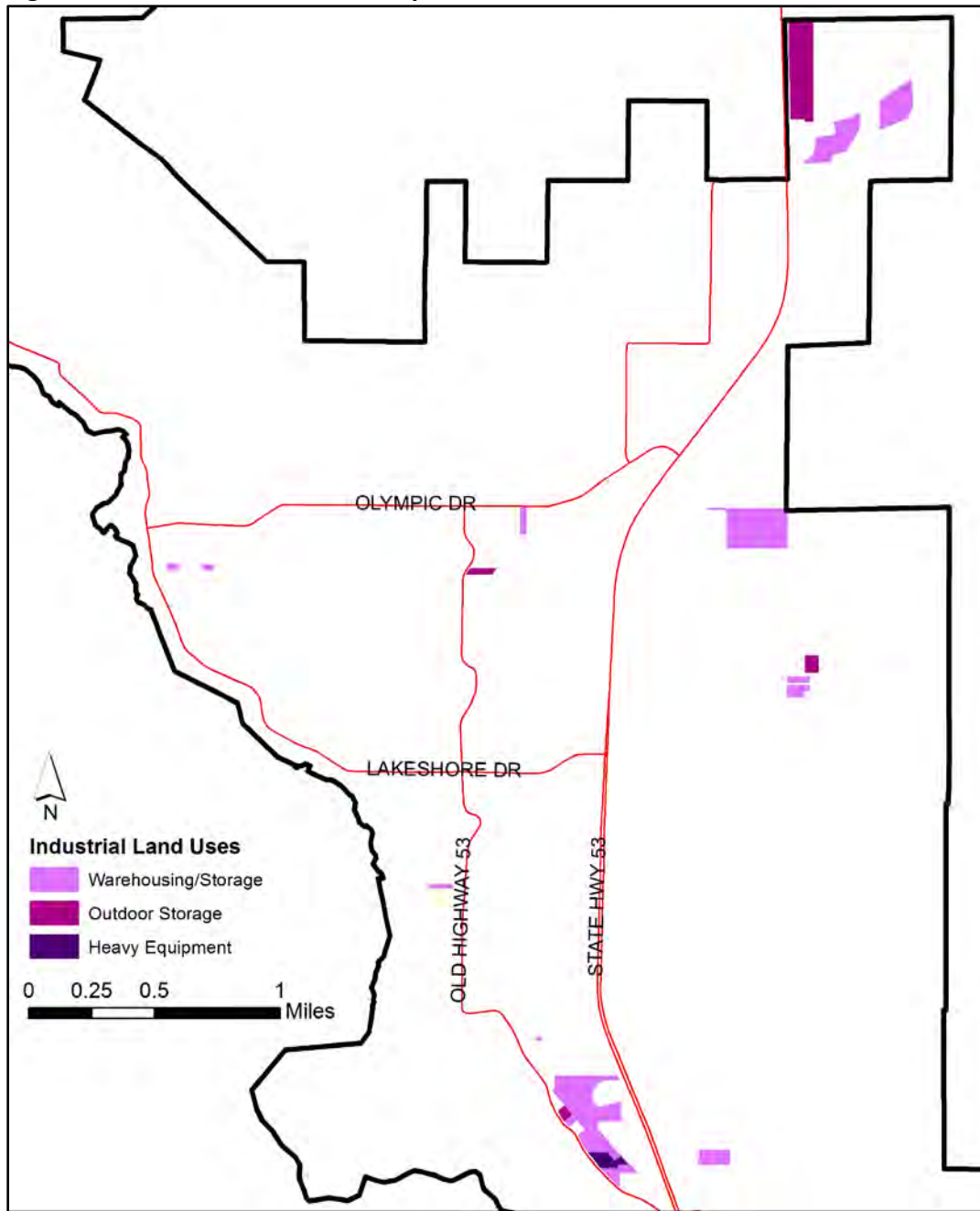
3. Mixed-use

Only 0.02 percent, or 1.2 acres, of the city's gross acreage is comprised of mixed-use parcels. Only one type of mixed-use was noted in the Land Use Inventory, commercial and residential. Almost all of these mixed-use properties were found on Lakeshore Drive.

4. Industrial

Industrial use makes up approximately 85.6 acres of Clearlake's land, accounting for approximately 1.23 percent of total acreage. Figure 4.5 shows the distribution of industrial uses around Clearlake. Industrial uses are concentrated in Ogulin Canyon and by the former Pierce Airport. Clearlake's current Municipal Code guides industrial development, allowing 1 industrial building for each 5,000 square feet. The majority of industrial uses in Clearlake are characterized as warehouses or storage; this includes mini-storage facilities. Outdoor storage is the second largest industrial use at 25 percent of the total industrial acreage; this use includes storage of vehicles, satellite dishes, and building and landscape materials.

Figure 4.5 Industrial Land Use Map



Cal Poly Land Use Inventory, 2012

Table 4.8 Industrial Land Use Distribution

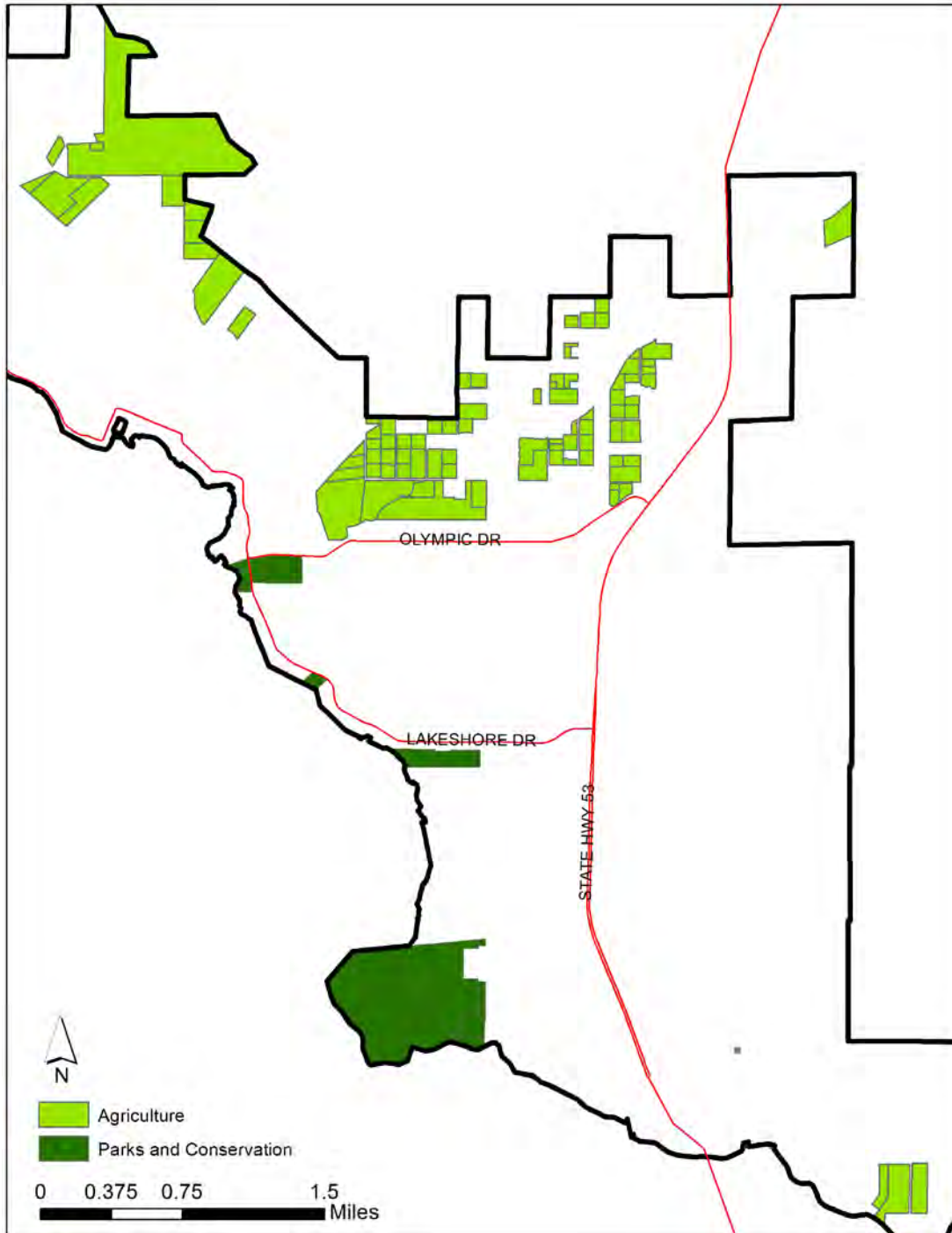
Industry Type	Acreage	%
Warehousing/Storage	59.027	74%
Outdoor Storage	18.41	23%
Heavy Equipment	2.349	3%
Total	79.786	100%

Cal Poly Land Use Inventory, 2012

5. Open Space

Parks, conservation, and agriculture occupy 662.7 acres of Clearlake. This is about 9.53 percent of the total acreage in the City. Figure 4.6 depicts the distribution of the different categories of open space. These categories include parks and conservation areas as well as agricultural lands.

Figure 4.6 Open Space Land Use Map



Cal Poly Land Use Inventory, 2012

Parks and Conservation

There are three parks in the City: Austin Park in the north portion of Lakeshore Drive, Highlands Park in the middle of Lakeshore Drive, and Redbud Park in the south portion of Lakeshore Drive. A portion of the Anderson Marsh State Historical Park is in the southwestern-most portion of the City. Approximately 193.766 acres or 3 percent of the City's gross acreage consists of parks and conservation areas.

Agriculture

Agriculture is found in the Burns Valley Area, the area east of Borax Lake, and along Cache Creek. A majority of these agricultural parcels consist of vineyards and orchards. Approximately 465.7 acres or 7 percent of the City's gross acreage consists of agricultural uses.

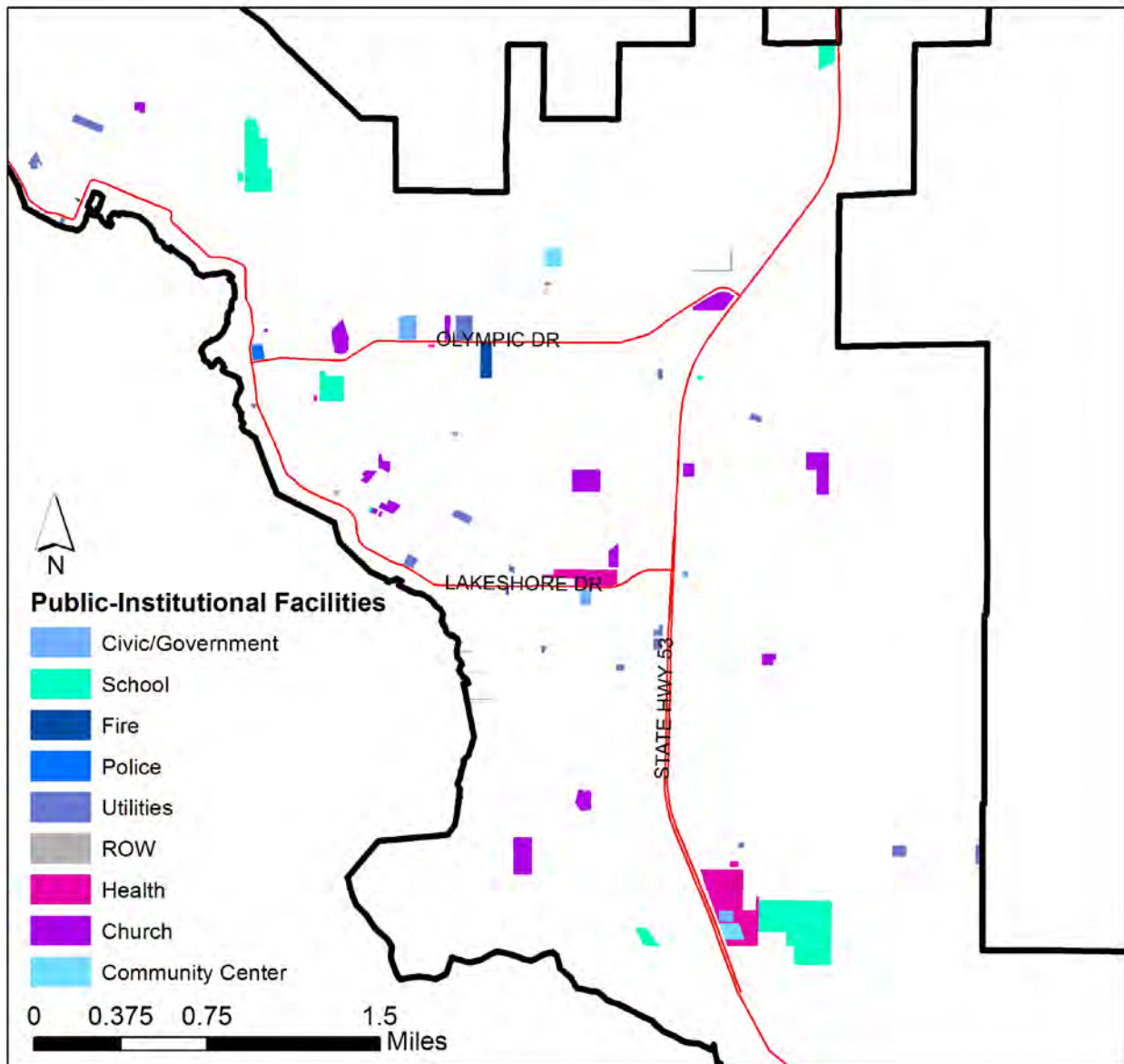
6. Public-Institutional Facilities

Public and Institutional Facilities occupy 132.3 acres, and make up 1.90 percent of the City's total land. The following are classified as public and institutional facilities and are represented in Table 4.9 and Figure 4.7: churches, civic/government uses, community centers, the Fire Department, Police Department, health facilities, right-of-way, schools, and utilities. Chapter 12, Public Facilities, gives a more detailed description of these land uses.

Public and Institutional Land Uses	Acreage	% of Total Acreage
Civic/Government	5.81	5%
School	47.226	38%
Fire	3.015	2%
Police	1.289	1%
Utilities	9.027	7%
Right of Way	1.931	2%
Church	32.365	26%
Health	24.398	24%
Community Center	4.645	5%
TOTAL	125.061	100%

Cal Poly Land Use Inventory, 2012

Figure 4.7 Public and Institutional Facilities Land Use Map

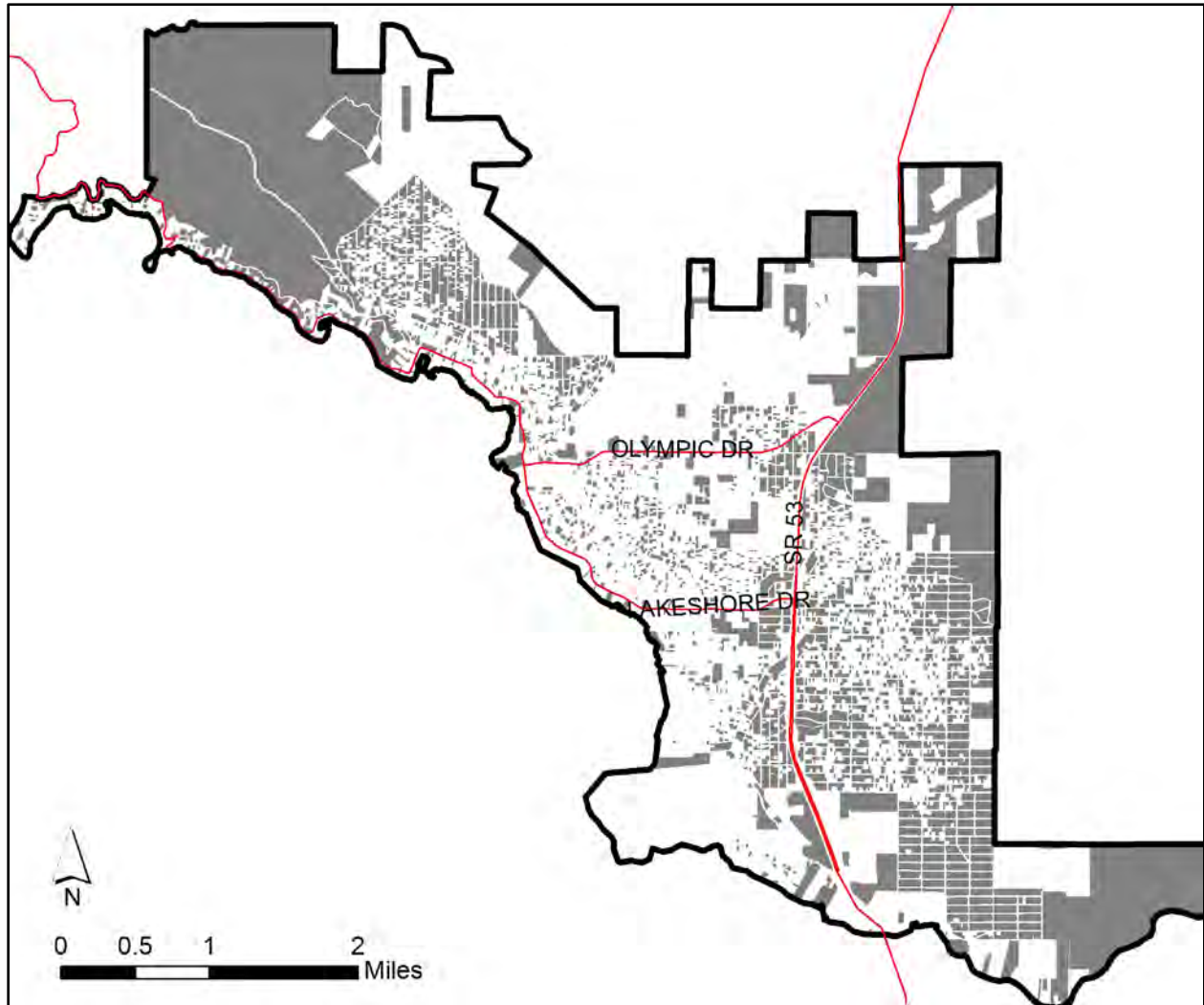


Cal Poly Land Use Inventory, 2012

7. Vacant

There are 3,968.3 acres of vacant land within Clearlake. That amounts to 57.08 percent of Clearlake's total acreage. The dispersion of vacant parcels in the city is clearly depicted in Figure 4.8.

Figure 4.8 Vacant Land Use Map



Cal Poly Land Use Inventor, 2012

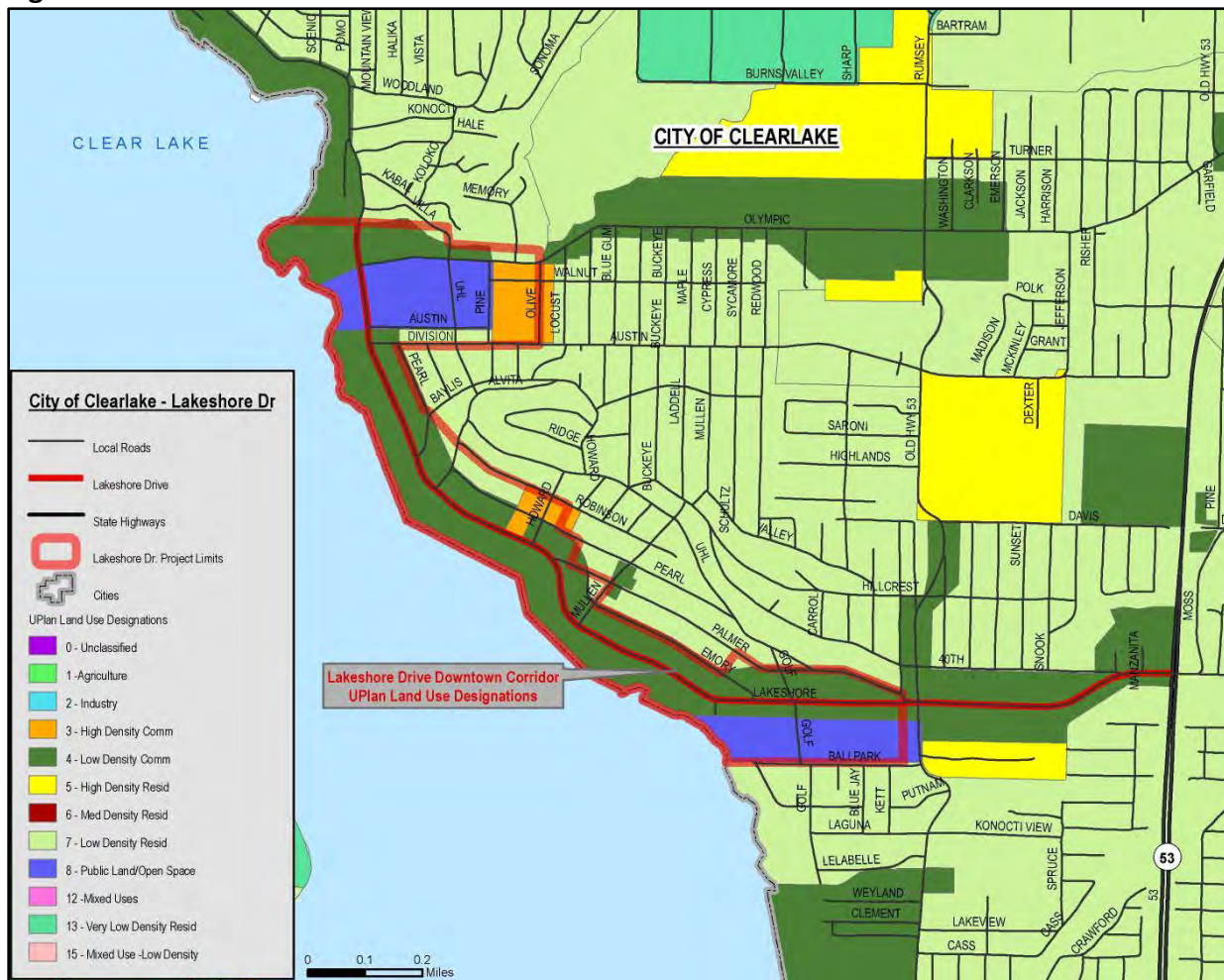
8. Potential Specific Plan Areas

The Vision Task Force Report (2007) identified different character areas within Clearlake. Within these character areas, the Task Force made suggestions for appropriate uses. These areas and uses are identified in the following subsection.

Lakeshore Drive

The Task Force calls for a defined Town Center in the Austin Park area near the existing City Hall. They recommend tourist serving commercial uses for both the land side and water side of Lakeshore Drive. This sentiment was echoed in Community Meeting 1 by community members wishing that offices be replaced with retail on Lakeshore Drive. Figure 4.9 was produced during the Lakeshore Drive Downtown Corridor Project; it depicts the land uses desired by community members for Lakeshore Drive from Austin Park down to Redbud Park.

Figure 4.9 Lakeshore Drive Corridor Plan

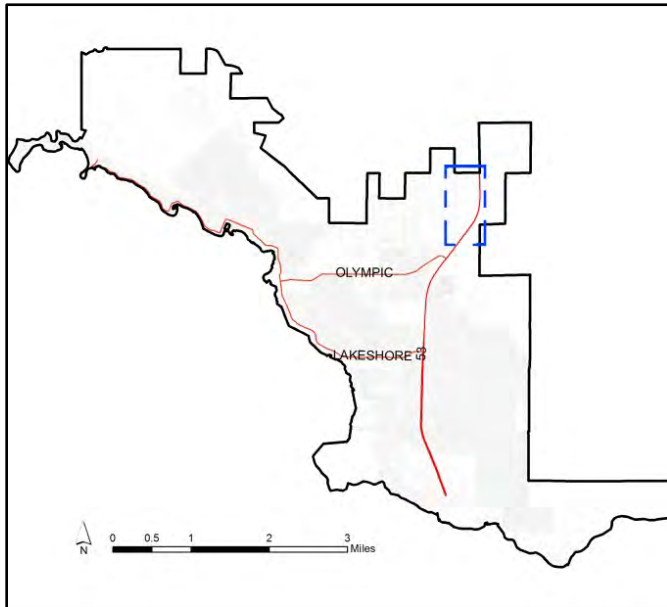


Lake County Area Planning Council (APC), 2012

HWY 53 between Olympic Drive and the northern City boundary

This area is the northern entrance to Clearlake, and the Task Force Report suggests that this area should be promoted as a scenic destination. Appropriate uses include wineries, hotels, and related tourist commercial uses designed to blend into the existing topography and not detract from the scenic views of the surrounding hills. Community input from Meeting 2 indicated support for promoting Clearlake as a destination for wine tourism. The Task Force Report also proposes that community commercial uses and heavy service commercial should not be allowed in this area. The report also states that very low-density residential development should be the predominant residential type and suggests clustered development to preserve hillsides and native vegetation.

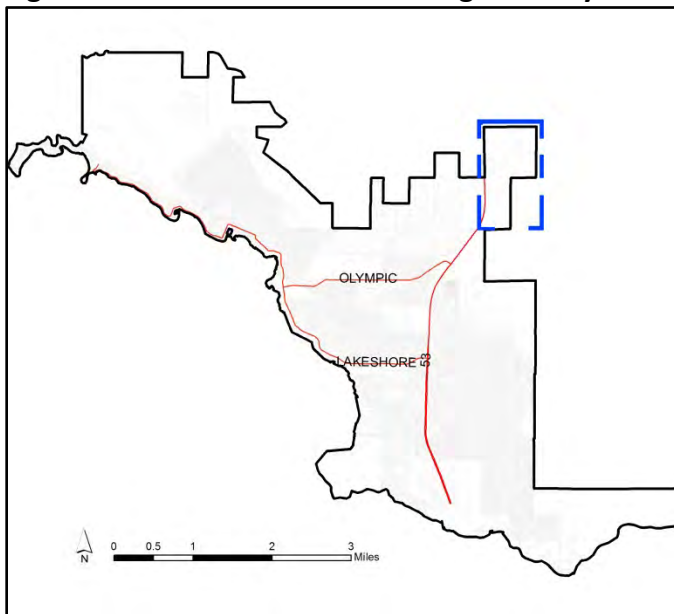
Figure 4.10 Character Area One: North of Olympic on HWY 53



Ogulin Canyon and Old HWY 53

This area of the City is predominantly vacant with some existing heavy service commercial uses. The Task Force concluded that this area could support light industry or some type of campus office. These new uses and the existing uses were deemed appropriate for the area by the Task Force, with the condition that the uses do not visually detract from the scenic qualities of the corridor.

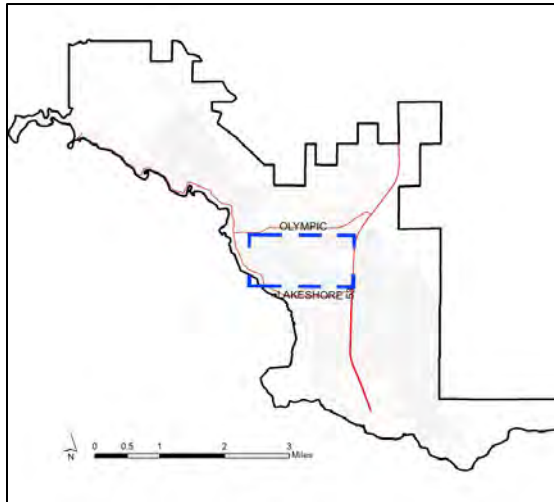
Figure 4.11 Character Area Two: Ogulin Canyon



HWY 53 South of Olympic and Lakeshore

The Task Force Report characterizes this area as one with great potential to grow as a center of employment for the city. The Report states that the frontage on Highway 53 should be utilized but developed in a way that promotes the scenic corridor. The clustering of residential uses is again supported to maintain open space.

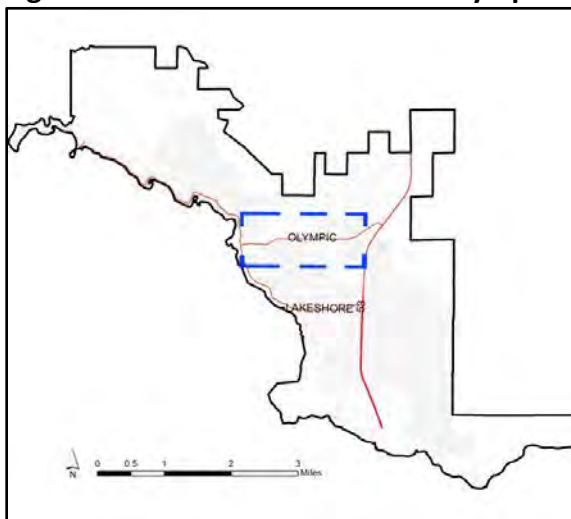
Figure 4.12 Character Area Three: South of Olympic



Olympic Drive

The Task Force Vision Report envisions Olympic Drive as an area where local commercial needs will be met. It is an ideal place where residents can shop. As the area serves as an entrance to the City, its use and design should be regulated carefully. The Task Force Report does not encourage multi-family residences, and asks that future heavy commercial and light industrial uses be scrutinized by a design committee. The area has potential to become a commercial corridor, primarily focused on serving residential needs.

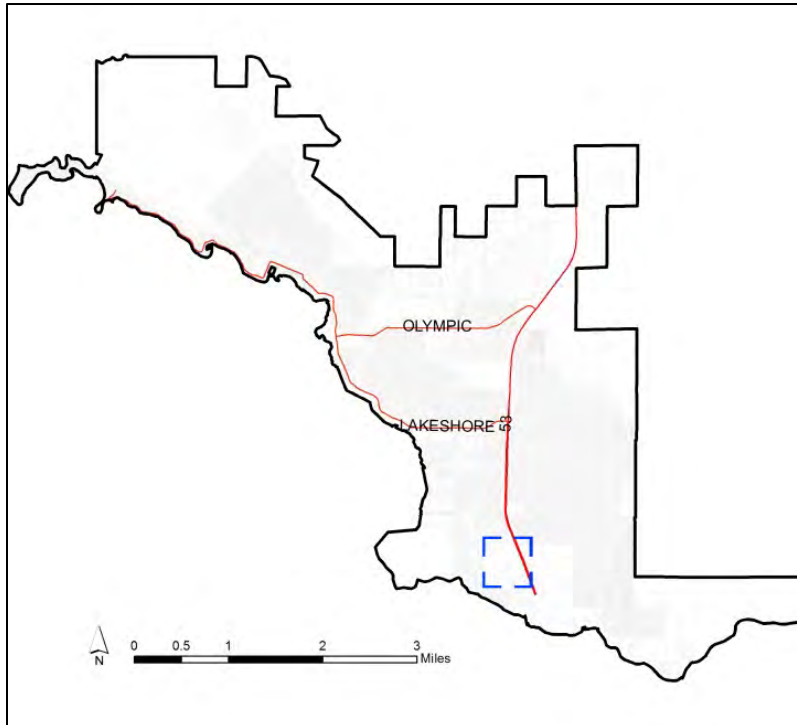
Figure 4.13 Character Area Four: Olympic Drive



Airport Business Park

The City hopes to redevelop the airport business park to provide the much needed retail sales opportunities to attract both local and regional visitors. Revenue from the site will provide sales tax and increased jobs for Clearlake. In order to develop retail uses in the area, the City, County and Caltrans must agree and collaborate.

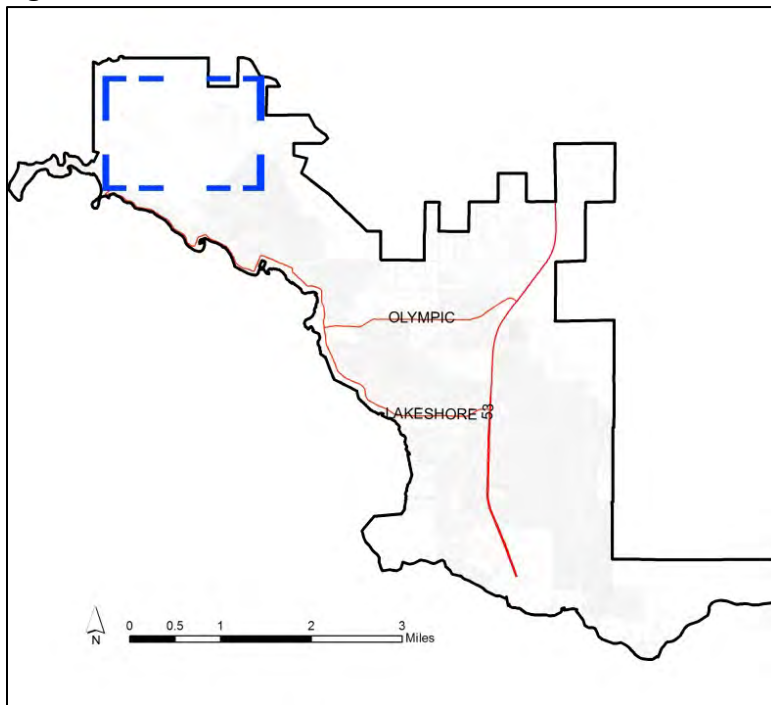
Figure 4.14 Character Area Five: Airport Area



Borax Lake

The Borax Lake area is listed in the National Register of Historic Places because of its natural, cultural, and historic resources. The Vision Task Force Report hopes to protect and enhance the space, with conservation prioritized over development in all circumstances. Any development must be of low density and clustered in order to preserve natural areas and resources. The Tribal Council should also be consulted before any development takes place. Possible developments would include heritage centers and ecological education programs.

Figure 4.15 Character Area Six: Borax Lake



C. EMERGING DIRECTIONS

The land use inventory shows a great amount of potential for development in Clearlake. More than half of Clearlake's parcels are vacant. Residential uses comprise the largest percentage of Clearlake's occupied parcels, with commercial parcels encompassing only 3 percent of the City's total acreage. Clearlake's major transportation and commercial corridor, Lakeshore Drive, has potential to generate business and attract visitors. Both the Lakeshore Corridor Plan and the Vision Task Force express the shared goal of developing Lakeshore Drive as an attraction to visitors, as well as concentrating commercial development along the corridor.

Community Input

Input from the two community meetings, one on October 27th and the second on November 10th, revealed the residents' likes, dislikes, and hopes for the future of Clearlake. The first community meeting indicated that residents like Clearlake's rural atmosphere and its unique mix of urban and rural lifestyle. Community members indicated that anchors in Clearlake's development include sprawl, the absence of a downtown center, and poor city planning decisions in the past. Finally, community members wished for more strategic zoning of the downtown area, less office and more retail uses downtown, more retail and entertainment opportunities, and increased walkability to shopping. Industry and employment were also major areas of concern. Many residents asked for more light industry types, a more environmentally friendly industry base, and a focus on agricultural jobs.

The November 10th meeting indicated preferences of residents on their ideas for non-residential development. When asked about the types of amenities the community would like within walking distance of their home, residents indicated interest in all amenities, with the top response being retail uses. The community was also asked about their preference for the future development in Clearlake's downtown area, with the choices being a one-story, two-story, or a three-story downtown design. One-story was the most preferable option amongst community members with two-story also receiving a handful of stickers. Community members noted that a mix of one and two-story buildings would be a preferred option in Downtown. The 2007 Vision Task Force Report states that buildings along inland Lakeshore Drive could reach up to four stories in height while waterfront buildings should have a maximum of two stories to preserve views to the lake.

Conclusions

Based on the results of the land-use inventory, as well as ideas generated by community members, the following questions will guide the development of the new Land Use Element:

What types of new development are needed?

Where should these new developments be concentrated?

What is the balance between encouraging growth and maintaining a small-town character?

D. REFERENCES

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