

### III. URBAN BOUNDARY ELEMENT

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#### *Purpose*

The purpose of the Urban Boundary Element is to define the limits for extending City services and infrastructure in order to accommodate new development anticipated within the 20-year time frame of this General Plan. The Urban Boundary Element is also intended to provide guidance related to future annexation of land from the City's Sphere of Influence. The Urban Boundary Element is not a state-mandated element; however, it is an important element because it limits leap-frog development and provides for an orderly transition from rural to urban land uses. The element recognizes the community's dedication to orderly and managed growth of the city's boundaries and the desire to maintain the rural character of many of the areas and neighborhoods within the Lakeport Sphere of Influence.

Another critical aspect to expansion of the City of Lakeport is the provision of infrastructure and services concurrent with new development and annexation. Annexations to the City must be located within the SOI and adjacent to existing City boundaries in order to be approved by the Local Agency Formation Commission (LAFCO). By State law, the City must be notified of any proposed land use changes within its SOI and be provided an opportunity to comment on the changes.

The Lake County LAFCO reviews changes to SOIs, annexations to cities and special districts in Lake County, the adequacy of public services to proposed annexations, and the effect of these actions on prime agricultural land. LAFCO has adopted local goals, objectives and policies to guide its decision-making. Lake County LAFCO's purpose with regards to SOIs is as follows:

1. To ensure orderly urban growth in the areas adjacent to a city, community or district, and in particular those areas which might reasonably become a part of such entities at some time in the future.
2. To promote cooperative planning efforts between the various cities, County and districts, to ensure proper effectuation of their respective general plans.
3. To coordinate property development standards and encourage timely urbanization with provisions for adequate and essential services such as sewer, water, fire and police protection.
4. To assist other governmental districts and agencies in planning the logical and economical extension of all governmental facilities and services, thus avoiding unnecessary duplications.
5. To assist property owners to plan comprehensively for the ultimate use and development of their land.

Applications to amend City limits, for example, are presented to LAFCO, which then approves, approves with conditions, or denies the application.

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The conversion of agricultural lands to urban uses and the provision of urban services by growing communities are important issues to the County and LAFCO. Potential revenue losses to counties resulting from annexations have created problems in the relationship between cities and counties in California, and Lake County is no exception. In order to accomplish a smooth transition, the County of Lake and the City of Lakeport should enter into an agreement that outlines procedures and understandings for future annexation areas. The Lakeport area's planned growth will, at some time, require annexation to the City. Long range planning in the Lakeport SOI should reflect a vision shared by both parties, and contain a revenue stream that can be relied on for the duration of the agreement. An agreement will permit both parties to focus their limited resources on other matters; its absence will necessitate that the City and County coordinate their planning programs in a piecemeal fashion.

In determining the Sphere of Influence of each agency, LAFCO must consider and prepare a written statement of its determinations with respect to the following four factors as stated in Section 56425 (e) of the Cortese-Knox-Hertzberg Act:

- a) The present and planned land use in the area, including agricultural and open-space lands.
- b) The present and probable need for public facilities and services in the area.
- c) The present capacity of public facilities and adequacy of public services provided by the agency.
- d) Any social or economic communities of interest in the area that the Commission determines is relevant to the agency.

In order to prepare and update Spheres of Influence, LAFCO is required to conduct a review of the municipal services provided in the county, region, subregion, or other appropriate designated area. A full discussion of the policies and requirements related to annexation of land from the Sphere of Influence in to the City limits can be found in the Local Agency Formation Commission of Lake County *Policies, Standards, and Procedures*, Amended July 16, 2003. Key issues related to city annexations include:

- a) **Annexations of Streets.** Annexations shall reflect logical allocation of streets and rights of way. Specifically:
  - i) LAFCO may require inclusion of additional territory within an annexation in order to assure that the city reasonably assumes the burden of providing adequate roads to the property to be annexed. LAFCO will require cities to annex streets where adjacent lands that are in the City will generate additional traffic or where the annexation will isolate sections of county road, but will not require annexation of roads that will create isolated sections of city maintained road.
  - ii) LAFCO will favorably consider annexations with boundary lines located so that all streets and right-of-ways will be placed within the same jurisdiction as the properties which either abut thereon or use the streets and right-of-way for access. Except in

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extraordinary circumstances, cities shall annex an entire roadway portion when 50% or more of the frontage on both sides of the street will be within the city after completion of the annexation.

- b) **Urban Boundaries.** LAFCO will normally adjust annexation boundaries to include adjacent urbanized areas in order to maximize the amount of developed urban land inside the city, and to minimize piece-meal annexation. As used herein, “urbanized areas” are areas that are developed for industrial, commercial or residential use with a density of at least one residential unit per 1.5 acres and which receive either public water or sewer service.
- c) **Pre-zoning Required.** The Cortese-Knox-Hertzberg Act requires the City to prezone territory to be annexed, and prohibits subsequent changes to the general plan and or pre-zoning designations for a period of two years after completion of the annexation, unless the city council makes a finding at a public hearing consistent with the provisions of GC 56375 (e). The City’s pre-zoning must take into account the likely intended development of the specific property. In instances where LAFCO amends a proposal to include additional territory, the Commission’s approval of the annexation will be conditional upon completion of pre-zoning of the new territory.

## **ANNEXATION APPLICATION PROCEDURES**

While Cortese-Knox-Hertzberg Act permits initiation of applications to LAFCO either by resolution of the City or by direct landowner/voter petition, LAFCO prefers that the resolution procedure be utilized wherever feasible. Use of the resolution of application procedure is preferable because: 1) it involves the City early in the process to assure that the City is supportive of the proposal, and 2) better integrates CEQA processing by the City as lead agency. Each applicant shall be advised of this policy at the earliest possible time.

## **ESTIMATED DEMAND FOR LAND 2005 - 2025**

The number of residential, commercial and industrial acres needed in the City of Lakeport through 2025 is based on population projections through 2025 (see [Table 2](#)) and an analysis of vacant and under-utilized lands currently within the City limits ([Tables 3 and 4](#)). By 2010, the population of Lakeport is estimated to be approximately 5,521 with 34 acres of residential land needed, 13 acres of commercial land needed, and 10 acres of industrial land needed. By 2025, the population of Lakeport is estimated to be approximately 6,859, with a total of 156 acres of residential land needed, 22 acres of commercial land needed and 45 acres of industrial land needed. Most of the projected land needed can be found in existing vacant infill areas within the City.

**Table 2**  
**Population and Household Projections, 2000 to 2025\* – City of Lakeport**

	2000*	2005*	2010*	2015*	2020*	2025*
Total Population*	4,820	5,150	5,521	5,935	6,380	6,859
Households*	1,967	2,148	2,339	2,515	2,703	2,906
Average Household Size	2.36	2.36	2.36	2.36	2.36	2.36

\* DOF Lake County growth rates used for the City of Lakeport through 2025.  
 \*\* Assumes 2000 Lakeport avg. household size of 2.36 remains constant.

Source: 2000 U.S. Census, Department of Finance.

**Table 3**  
**Vacant Commercial Land Inventory – City of Lakeport**

Vacant Commercial Acres	60.08
Total Vacant Parcels	24
Two Largest Vacant Parcels	19.75 and 15.62
Two Smallest Vacant Parcels	0.13 and 0.14

Source: City of Lakeport Planning Department

**Table 4**  
**Vacant Residential Land Inventory – City of Lakeport**

Residential Designation	Acres
Low Density	64.16
Medium Density	3.41
High Density	16.59
Total	84.16

Source: City of Lakeport Planning Department

The anticipated future demand for land uses is presented below in [Table 5](#).

**Table 5**  
**Community Development Needs, 2005-2025\* – City of Lakeport**

Year	Population	Minimum Needed Residential (Acres)	Minimum Needed Commercial (Acres)	Minimum Needed Industrial (Acres)
2005	5,150	-	11	-
2010	5,521	34	13	10
2015	5,935	72	16	21
2020	6,380	112	19	33
2025	6,859	156	22	45

\*Growth needs based on model GMO allocation formula.

Source: Quad Knopf, Inc.

The increased demands for land were projected in a manner that would provide for a sustainable balance between jobs and housing. Increased demand for residential land comes from the anticipated population growth in Lakeport over the next 20 years. The projected demand for additional commercial and industrial lands will provide the employment and tax revenue base needed to support the anticipated increase in population through the life of this General Plan.

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The Urban Growth Boundary for the City of Lakeport is the same boundary as the Lakeport Sphere of Influence (Figure 3).

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## OBJECTIVES, POLICIES & PROGRAMS

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### **OBJECTIVE UB 1: TO PROVIDE FOR AN ORDERLY AND EFFICIENT TRANSITION FROM RURAL TO URBAN LAND USES.**

**Policy UB 1.1: Identify Edges.** Identify and use natural and man-made edges, such as Clear Lake, local roadways, and hillsides, for urban development limits and growth phasing.

**Policy UB 1.2: Designate Sufficient Land.** Designate an adequate amount of commercial, industrial, and residential land within the Sphere of Influence to meet anticipated land demands throughout the life of the General Plan.

### **OBJECTIVE UB 2: TO MINIMIZE URBAN SPRAWL AND LEAP-FROG DEVELOPMENT.**

**Policy UB 2.1: Infill Development.** The City should encourage infill development, but recognize that infill development can only provide some of the land needed for residential development in the future.

**Policy UB 2.2: Annexation Priority:** The City should pursue annexations based on the following priority system:

1. Commercial and industrial land along South Main Street and Soda Bay Road.
2. Land designated as Specific Plan Area
3. Land within the southern, southwestern and western Sphere of Influence.

**Policy UB 2.3: Urban Management Agreement.** Work with Lake County to ensure that development outside the City limits is supportive of and complimentary to the future growth plans of the City of Lakeport. The two jurisdictions should work towards developing an urban management area agreement.

### **OBJECTIVE UB 3: TO IMPLEMENT GROWTH POLICIES WHICH WILL GUIDE THE TIMING, TYPE, AND LOCATION OF GROWTH, PRESERVE RESOURCE LANDS, PROTECT NATURAL FEATURES AND OPEN SPACE, AND ENCOURAGE TECHNIQUES WHICH ENCOURAGE ENERGY CONSERVATION.**

**Policy UB 3.1: Transitional Buffers.** Utilize low density and rural residential land uses as a buffer and transition between long-term agricultural and open space uses and higher density urban development.

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**Policy UB 3.2: Open Space Gateways.** Encourage the use of parks and open space to enhance gateways to the City.

**Policy UB 3.3: Commercial and Industrial Annexations.** The City shall pursue the annexation of land within the Sphere of Influence that is currently used for commercial and industrial purposes.

**Policy UB 3.4: Residential Development and Annexations.** Residential development should be discouraged within the Lakeport Sphere of Influence prior to annexation.

**OBJECTIVE UB 4: TO DESIGNATE GROWTH AREAS THAT CAN BE SERVED BY LOGICAL INFRASTRUCTURE EXTENSIONS.**

**Policy UB 4.1: Urban Services Extensions.** The full range of urban services including water, sewer, and storm drainage systems shall not be extended outside of the urban boundaries for the purposes of development in rural areas.

**Policy UB 4.2: Urban Services and Annexations.** Prior to annexation of residential land into the Lakeport City limits, it must be demonstrated that the full range of urban services including water, sewer, and storm drainage systems are in place and can sufficiently serve the area to be annexed.

**Program UB 4.2-a: Annexations in the Southern SOI.** Pursue annexation of commercial and industrial lands within the proposed southern SOI.

**Program UB 4.2-b:** Pursue application to LAFCO to amend the Sphere of Influence as shown in Figure 3.

**Program UB 4.2-c:** Prior to the submittal of an application to LAFCO to amend the City's Sphere of Influence to include the Specific Plan Area, the City shall prepare a Specific Plan in accordance with the state Planning and Zonings Law, Chapter 3, Local Planning, Article 8 (Specific Plans). Specific issues that must be addressed include, but are not limited to, maintaining adequate sewer treatment capacity to meet the future needs of Lakeport; hillside development regulations; the presence of environmentally-sensitive habitat including oak woodlands; Lampson Airport flight path corridor; storm water drainage and water quality; and transportation/circulation impacts.