AGENDA ITEM K-2

CITY OF LODI
COUNCIL COMMUNICATION

TM

AGENDA TITLE: Adopt Resolution accepting the Municipal Services Review for the City of Lodi

MEETING DATE: November 21,2007

PREPARED BY: Community Development Department

RECOMMENDED ACTION: Review and adopt a Resolution accepting the proposed Municipal Services Review for the City of Lodi and forward the document to the San Joaquin LAFCO for adoption.

BACKGROUND INFORMATION: The Municipal Services Review (MSR) was prepared by the City of Lodi (the City) for the San Joaquin County Local Agency Formation Commission (LAFCO) in compliance with the 2000 Cortese-Knox-HertzbergAct, which requires each LAFCO to prepare service reviews. The San Joaquin LAFCO has required that each city in the County prepare a MSR for its review. The cities are charged to complete their respective MSRs in time for the San Joaquin LAFCO to adopt their County Wide MSR prior to the end of the calendar year. The proposed MSR meets San Joaquin LAFCO requirements. Services reviewed in the MSR include water, wastewater, runoff/drainage, law enforcement, fire protection and **EMS** services, as required by LAFCO.

The proposed MSR demonstrates that the City's planning boundaries can adequately be served by various City services such as, Fire Protection and Emergency Medical Services, Law Enforcement, Water Supply and Treatment, Wastewater Collection and Treatment, Storm water Drainage, Electrical Utility, and Public Services (Schools, Libraries, and Transportation).

ANALYSIS

The proposed Municipal Services Review addresses State and local LAFCO regulations and allows LAFCO to adopt a written statement of its determination. The MSR reviews the City's existing City limits and our current Sphere of Influence (SOI) and analyzes the development potential in each. The MSR makes household and population projections and indicates that given a 1 %% growth rate there is 8 years of capacity within the existing City limits (given Reynolds Ranch, Southwest Gateway and Westside Projects) and there is a projected 18 year capacity within the SOI. The bulk of the MSR reviews the public services provided within the city and notes that these services are or planned to be adequate for development expected within the existing City limits and SOI per the 8 year and 18 year time frames. Fees and taxes are briefly listed as are cost avoidance opportunities, utility rates, and opportunities for shared facilities. The MSR closes with brief discussions of government structure options, management efficiencies, and local accountability and governance. All these topics are requited to be reviewed.

This State-mandated MSR study is not a proposal for reorganization; rather it provides an opportunity for review and comment on service provision and costs prior to LAFCO adoption of required determinations.

APPROVED: _____

Blair King, City Manager

Once adopted, LAFCo uses determinations in updating a SOI which is a plan for boundaries and governance of a public agency.

Since the City of Lodi is in the process of updating the General Plan, this MSR focuses on the area of the current General Plan and SOI. A separate new MSR will be prepared for additional lands identified for growth in the new General Plan. The new General Plan will identify land to provide for potential growth during the next 20 years and beyond. The scope and purposes of this Municipal Services Review is to comply with State and LAFCO laws. Reviews must be completed by January 2008 and then updated as necessary, but no later than every five years from said date or in conjunction with any future SOI changes.

Staff feels that the proposed Municipal Services Review meets the State and LAFCo requirements. It is necessary **to** adopt the MSR in order to ensure the City of Lodi current Sphere of Influence (SOI) is not affected by not having fulfilled this obligation. The MSR demonstrates that the City's SOI can be adequately served by City services. The update process for the General Plan, the annual City Budget, and regular service reviews will ensure that the City of Lodi continues to provide adequate levels of service in a cost-effective manner within its service area. The City will continue to use these processes to ensure management effectiveness, and to meet goals established by the General Plan.

On October **24,** 2007 the Planning Commission received the MSR and recommended that the City Council accept the study and forward it to the San Joaquin LAFCo for adoption. A copy of the Resolution has been attached.

FISCAL IMPACT

This proposed Municipal Service Review does not in its self require any expenditure of funds. The plan only outlines how the City will provide services to future planning areas.

FUNDING AVAILABLE: None required.

Randy Hatch, Community Development Director

Attachments: 1) Municipal Service Review
2) Planning Commissioner Recommended Resolution P.C. 07-33

RH/pp

Lodi Municipal Services Review

Prepared by the City of Lodi
for San Joaquin LAFCO

November 8, 2007

DESIGN, COMMUNITY & ENVIRONMENT

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1 INTRODUCTION

This Municipal Services Review (MSR) was prepared by the City of Lodi (the City) for the San Joaquin County Local Agency Formation Commission (LAFCo) in compliance with the 2000 Cortese-Knox-Hertzberg Act, which requires each LAFCo to prepare service reviews prior to establishing or updating spheres of influence (SOI).

According to LAFCo policies, this MSR must reflect "Sphere Horizons," or planning boundaries, that describe logical boundaries at two time periods; one time between five- and ten- years, and the other up to thirty-years. Since the City of Lodi is in the process of updating the General Plan, a separate MSR will be prepared for additional lands identified for growth. The new General Plan will identify land to provide for potential growth during the next 20 years and beyond. The City's General Plan update is expected to be adopted by Lodi City Council in 2008. Projections for the eighteen-year sphere horizon included in this document will be amended upon adoption of the General Plan update. Any reference to the General Plan in this document refers to the current General Plan, and not the proposed document.

State law requires the MSR to make nine written determinations. Following the SOI plan in Chapter 2, this document dedicates a chapter to each of these determinations in the order listed below.

- Infrastructure Needs and Deficiencies
- Growth and Population Projections for the Affected Area
- Financing Constraints and Opportunities
- Cost Avoidance Opportunities
- Opportunities for Rate Restructuring
- Opportunities for Shared Facilities
- Government Structure Options
- Evaluation of Management Efficiencies
- Local Accountability and Governance

A. LAFCo and the Sphere of Influence

Government Code Section 56076 defines a SOI as a "plan for the probable physical boundaries and service area of a local agency, as determined by the Commission." An SOI is an area within which a city or district may expand through the

annexation process. In simple terms, an SOI is a planning boundary within which a city or district is expected to grow over time.

The purpose of a SOI is to encourage "logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities." SOI serves a similar function in LAFCo determinations as general plans do for cities and counties.

In order to prepare or update SOI, a MSR must be conducted which addresses the nine factors previously outlined. LAFCo must conduct the MSR and adopt written determinations with respect to those nine factors either prior to, or in conjunction with, any action to establish or update SOI. Adopted LAFCo policies emphasize the use of existing plans, data and information currently available for the preparation of MSR documents rather than requiring preparation of new service documents.

According to LAFCo policies, only territories that are in need of urban services can be included in a city's SOI. This excludes the inclusion of open space, agricultural, recreational and rural lands into a city's SOI. However, if governmental actions (such as land use decisions) related to such territories impact a city, LAFCo may designate specified territories as Areas of Interest to a city. LAFCo policy requires that any given Area of Interest can be designated to only one city. Lodi may explore an Areas of Interest that would provide a separator between Lodi and Stockton, protecting open space and agricultural land and maintaining the unique character of Lodi. The intended use, level of service, and purveyor of services in this buffer area are being explored by the City.

B. California Environmental Quality Act

Since this MSR is an informational document used for future actions that LAFCo or the City have not approved, adopted or funded, it is considered to be exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15262 of the CEQA Guidelines. A notice of exemption pursuant to CEQA will be prepared by LAFCo.

2 SPHERE OF INFLUENCE PLAN

The Sphere of Influence (SOI) Plan for the City of Lodi described in this chapter analyzes the City's ability to serve existing and future residents within the existing SOI. LAFCo is responsible for the sufficiency of the documentation and the Plan's consistency with State law and LAFCo policy. According to Government Code 56425 of the Cortese-Knox-Hertzberg Act, LAFCo must consider and prepare determinations for the following four factors:

- The present and planned land uses in the area, including agricultural open space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of pubic facilities and adequacy of public services that the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

LAFCo guidelines for determining SOI requires that "sphere horizons," or planning increments, depict a city's logical boundaries at time periods of between five and ten years, and up to thirty years. SOI areas must be consistent with general plan land use elements, and with the municipal services review (MSR). LAFCo also encourages general plan policies for implementing ordinances and programs that address smart growth principles, infill and redevelopment strategies, mixed use and increased densities, community buffers, and conservation of habitat, open space, and agricultural land.

A. Determinations

This section includes the four determinations required by State law for SOI's. As this sphere plan does not propose any changes to the existing SOI, the determinations discuss the City's ability to provide adequate services to existing and future populations within the existing sphere.

1. Present and Planned Land Uses

Present and planned land uses are appropriate for serving existing and future residents of Lodi. The City of Lodi 1991 General Plan includes goals, policies, and implementing programs that address growth, development, and conservation of open space. Planned land uses in the Lodi 1991 General Plan include Low Density Residential, Medium Density Residential, High Density Residential, Eastside Residential, Planned Residential, Neighborhood/Community Commercial, General

Commercial, Downtown Commercial, Office, Light Industrial, Heavy Industrial, Public/Quasi–Public, Detention Basins and Parks, Agriculture, and Reserve.

As discussed in Chapter 1, Lodi is currently exploring a separator between Lodi and Stockton, protecting open space and agricultural land, and maintaining the unique character of Lodi. The intended use, level of service, and purveyor of services in this buffer area are being explored by the City.

2. Present and Probable Need for Public Facilities and Services

The City of Lodi provides adequate services to meet the needs of the existing population. Services provided by the City include fire, police, water, wastewater, stormwater drainage, and electrical utility. The City also provides public facilities including transportation, libraries, and recreational facilities. New development within the SOI will lead to population growth and the need for additional service provision. The expanded tax base that results from new development, as well as the continuation of the residential Community Facilities Districts, will provide funding for these services. Development fees will address the capital cost of new development. General Plan policies are in place to ensure adequate service provision for current and future populations.

3. Present Capacity of Public Facilities and Adequacy of Public Services

Existing public facilities and services are adequate for serving the needs of Lodi's population. Lodi's fire department has adequate staff and facilities to provide for existing populations, and is in the process of developing new facilities to better serve growing populations. Lodi's police department has adequate staff and facilities. The City's water supply, wastewater and storm drainage services meet the needs of current population, and are currently being updated and expanded to meets the needs of future populations. The determinations included in Chapter 3 of this MSR show that public facilities and services are adequate to meet needs of current population, and are being improved so as to meet needs of future populations.

4. Social and Economic Communities of Interest

The existing SOI includes the community of Woodbridge, which is a social and economic community of interest for the City of Lodi. The City of Lodi does not propose any change to its existing SOI. Therefore, adjacent communities will not be impacted at this time.

B. Sphere Analysis

The following section conveys the City of Lodi's projected development for eight- and eighteen-year sphere horizons.

1. Existing and projected population

The population projections shown in Table 2-1 are based on a 1.5 percent growth rate, and an estimated 2007 population of 63,395. This growth rate represents a middle ground between Lodi's historical growth rate of 1 percent and the maximum growth rate of 2 percent allowed by the General Plan. SJCOG projections depict a growth rate between 1 and 1.5 percent.

TABLE 2-1 **POPULATION PROJECTIONS**

Year	Estimated Population (1.5% Growth Rate)	Net New Population	Compound Growth
2007	63,395	--	--
2010	66,291	2,896	2,896
2015	71,414	5,123	8,019
2020	76,933	5,519	13,538
2025	82,879	5,946	19,484
2030	89,284	6,405	25,889

2. Sphere Capacity

The existing City limits, shown in Figure 2-1, reflect the annexation of Reynold's Ranch, Westside, and SW Gateway project areas. These annexations are expected to play a significant role in accommodating population growth in Lodi.

The estimated capacity of Lodi's SOI is shown in Table 2-2. Population capacity estimates in Table 2-2 are based on a 2.7 person/unit ratio, in accordance with the General Plan's PR land use designation. The total sphere capacity is estimated at 7,336 dwelling units, accomodating a population of 19,887. Capacity estimates for recently annexed areas and unincorporated areas of the SOI are described below.

a. Recently Annexed Areas

Dwelling unit estimates for the recent annexations are derived from development plans for the recently annexed project areas of Reynold's Ranch, Westside and SW Gateway. Development of these project areas will include approximately 3,084 dwelling units, accommodating an estimated population of 8,327. Recently annexed areas are described in further detail below:

TABLE 2-2 **ESTIMATED SPHERE CAPACITY**

Area	Dwelling Units	Population at 2.7 Person/Unit
Recent Annexations* (Incorporated Area)	3,084	8,327
SOI** (Unincorporated Area)	4,282	11,560
Total	**7,336**	19,887

* Capacity estimates for recent annexations are based on development plans for project areas.
** The SOI capacity estimates are based developable land within the SOI that is not currently with City limits.

- **Reynolds Ranch.** The Reynolds Ranch/ Blue Shield project area consists of approximately 220 acres, bounded by Harney Lane to the north, Highway 99 to the east, and the Union Pacific Railroad to the west. The project area's southern boundary runs approximately 650 feet north of Scottsdale Road. The entire property was annexed by the City of Lodi on December 8, 2006, and the City's current General Plan has been amended to reflect the resulting change in city boundaries. Proposed development of Reynolds Ranch includes 1,084 residential units on 97-acres, 20-acres for office development, and 40-acres for retail development. Development of the project is planned to take place in two phases. The first phase will include the office development and 150 units and was originally expected to reach build out by 2008. The second phase will include all remaining development for the project, and for the purposes of this analysis is expected to be reached no later than 2015. Assuming 2.7 Person/Unit, this project area will accommodate 2,927 people at build out.

- **Westside.** The Westside and Southwest Gateway projects are within the City's SOI, and have been approved by San Joaquin LAFCo for annexation by the City of Lodi. Included in the EIR for the annexation and development of these project areas are 12 additional parcels, which have also been approved for annexation by San Joaquin LAFCo.

  The Westside project area was annexed by the City on July 26, 2007. The project area consists of 151 acres located in an unincorporated area of San Joaquin County. The project area is bounded by the Woodbridge Irrigation District Canal to the north, agricultural land to the west and south, and existing City development to the east of Lower Sacramento Road. The proposed project includes 719 residential units, a 10.6-acre school site, and approximately 20

acres of parks and park basins. Assuming 2.7 person/unit, this project area will accommodate 1,941 people at build out.

The Westside project is expected to be completed in three phases, with completion anticipated by 2014. The timing of these phases will depend upon infrastructure design and residential demand. The first phase will include infrastructure development for sewer and water connections, street improvements, and development of 250 low- and medium-density units. The school site will be available for development by Lodi Unified School District during this phase. During the second phase, high-density townhomes and approximately 100 additional medium- and low-density units will be developed. Remaining development will be completed during the third phase.[1]

- **Southwest Gateway.** The Southwest Gateway (SW Gateway) project was annexed by the City on July 16, 2007. The SW Gateway project area consists of 257 acres, and planned development of up to 1,281 units, a school site, a fire station, and parks and park basins. Located south of the Westside project area, the SW Gateway project area is generally bounded by Highway 12 to the north, Van Ruiten Vineyard to the west, Harney Lane to the south, and Lower Sacramento Road to the east. The project is expected to reach completion by 2014, at which time it will accommodate a population of 3,459.

  The SW Gateway project is expected to be completed in four phases. Similar to the development of the Westside project, actual timing will depend upon infrastructure design and market demand. The initial phase of development would establish and enhance critical infrastructure, develop 120 high-density townhome units, 104 medium-density units, and approximately 300 low-density residential units. This phase would also include coordination with LUSD regarding development of the school site. During the second phase, medium- and low-density lots would be constructed to complete development between Century Boulevard and Kettleman Lane, and 240 high-density apartments would be developed. The third phase would include development of medium- and low-density lots, a park/basin, and critical roadway connection. The final phase would complete remaining development of medium- and low-density lots and necessary infrastructure.[2]

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[1] LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

[2] LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

b. Unincorporated Areas of the SOI

Dwelling unit estimates for unincorporated areas of the SOI are based upon residential development at seven units/acre, according to the Planned Residential (PR) land use designation of the General Plan. The City assumes that parcels to the south and west of current City limits will include residential development. These parcels comprise approximately 941 acres, 612 acres of which may be developed for residential uses (assuming that 35 percent will be dedicated to infrastructure and other land uses). If developed according to the Planned Residential (PR) land use designation of the General Plan at seven units/acre,[3] these parcels could include approximately 4,282 units and accommodate approximately 11,560 people.

The industrial parcels on the east side, which cover a combined area of approximately 145 acres, will continue to be used for industrial purposes and are not expected to affect SOI capacity.

TABLE 2-3 **DEVELOPMENT PROJECTIONS**

Projected Development	New Net Population	Total Population
2007 (Existing Population)	--	**63,395**
Recent Annexations (100%)	8,327	--
2015 (8-Year Sphere Horizon)	**8,327**	**71,722**
Balance of Existing SOI	11,560	--
2025 (18-Year Sphere Horizon)	**19,887**	**83,282**

[3] The PR land use designation of the Lodi General Plan is further discussed in Chapter 3.

C. Development Projections

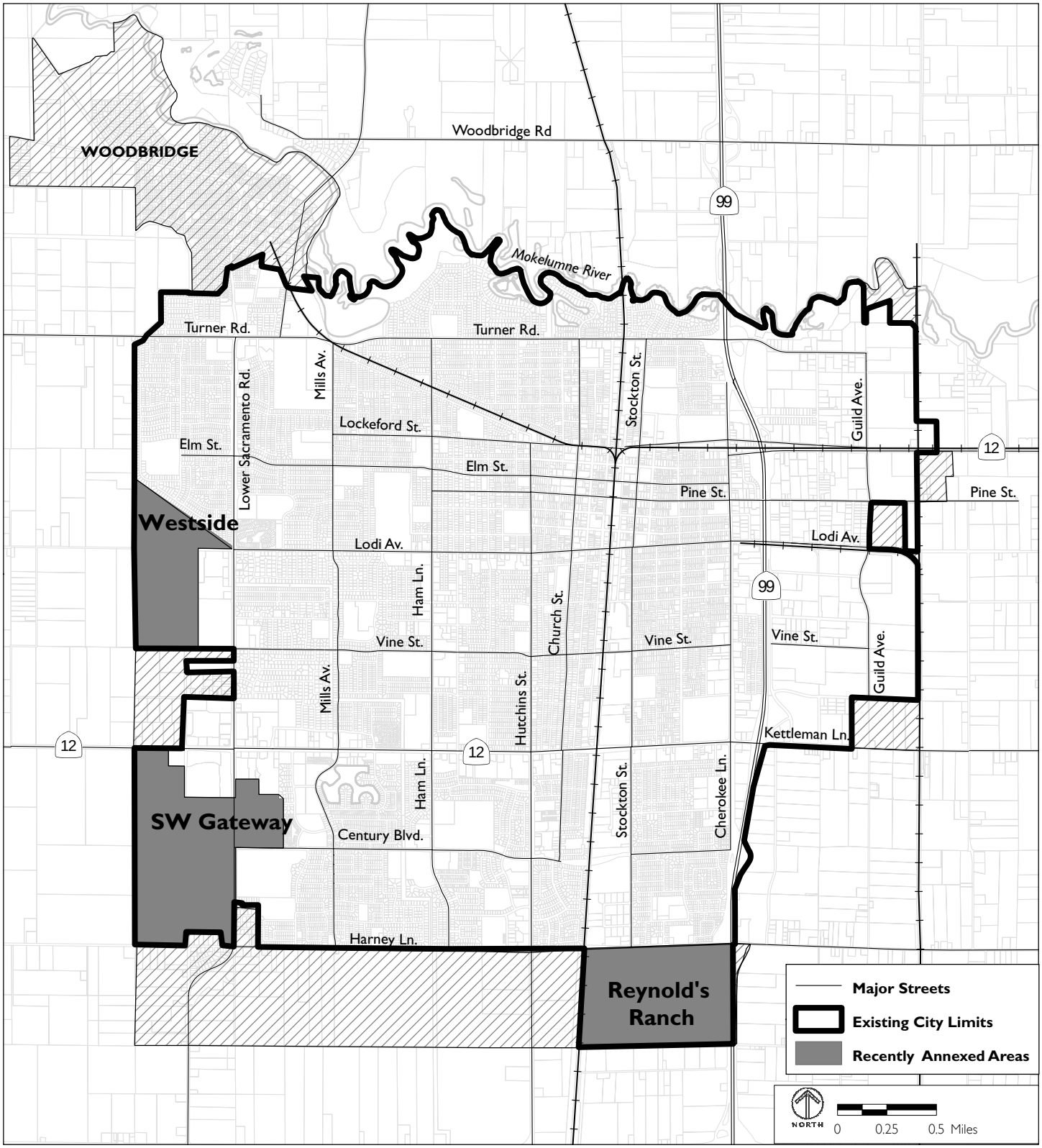
This section describes City limits and SOI at two points in time: at an eight-year sphere horizon, and at an eighteen-year sphere horizon.

Figures 2-1 shows the existing City limits, including recently annexed areas. Build out of these project areas is expected to be reached by 2015, providing for a new net population of 8,327. As these project areas are expected to accommodate population growth through 2015, the existing City limits also portrays the City's eight-year sphere horizon.

Figure 2-2 depicts the City's eighteen-year sphere horizon. The changes in City limits shown in this map reflect annexation of parcels to the south and west of current City limits, which are located within the City's existing SOI. If 65 percent of these parcels are developed according to the PR land use designation of the General Plan,[4] they will result in approximately 4,282 new units and accommodate a net population growth of 11,560.

The City's total population is expected to increase by 19,887, reaching a population of 83,282 by 2025. By comparison, the City population is projected to reach 82,879 by 2025, and 84,122 by 2026. Therefore, it is expected that the existing SOI will provide for projected population growth through 2025.

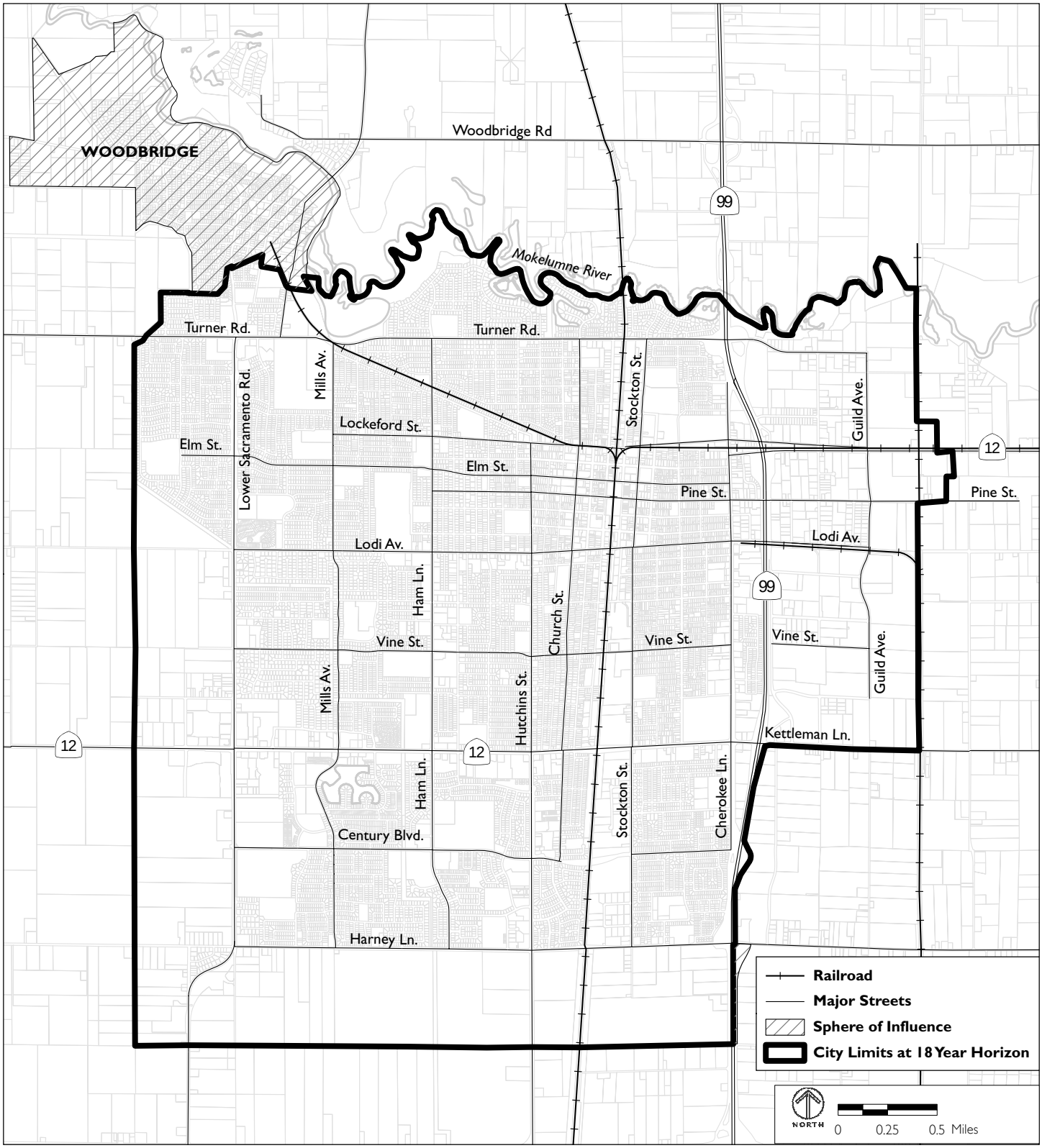
[4] The PR land use designation of the Lodi General Plan is further discussed in Chapter 3.



Source: City of Lodi GIS

FIGURE 2-1

EXISTING CITY LIMITS AND SPHERE OF INFLUENCE



Source: City of Lodi GIS

FIGURE 2-2

EIGHTEEN- YEAR SPHERE HORIZON

3 INFRASTRUCTURE NEEDS AND DEFICIENCIES

The purpose of this section is to evaluate infrastructure needs and deficiencies for services provided by the City of Lodi, especially as they relate to current and future users.

This section of the MSR will address the provision of public services within the existing City boundaries which include the recently annexed Reynold's Ranch project area and within the recently approved annexation areas of the Westside and SW Gateway project areas. The following services are provided by the City of Lodi, and will be evaluated in this section:

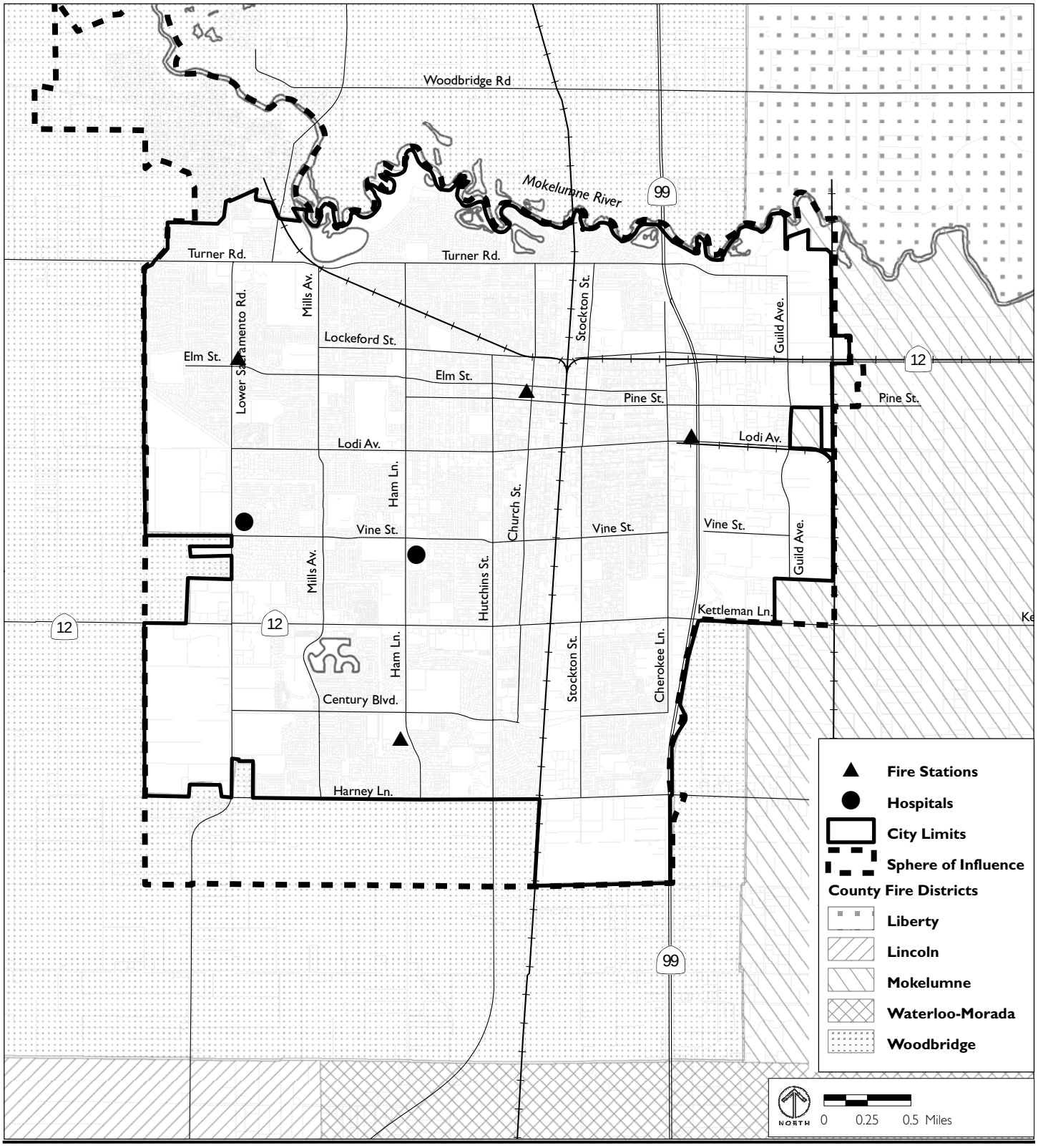
- Fire Protection and Emergency Medical Services
- Law Enforcement
- Water Supply and Treatment
- Wastewater Collection and Treatment
- Stormwater Drainage
- Electrical Utility
- Public Services (Schools, Libraries, Transportation)

A. Fire Protection and Emergency Medical Services

The Lodi Fire Department provides fire protection, basic emergency medical services, and related safety services to the City of Lodi. The department operates 24 hours a day, seven days a week. Emergency medical transportation services are provided by American Medical Response (AMR), a private company which provides transportation to the Lodi Memorial Hospital and the San Joaquin County General Hospital.[1]

As shown in Figure 3-1, the Lodi Fire District is bordered by the Woodbridge, Mokelumne and Liberty Fire Protection districts. Lincoln and

[1] LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*



Source: City of Lodi GIS

FIGURE 3-1

COUNTY FIRE DISTRICTS, LODI FIRE STATIONS, AND HOSPITALS

Waterloo-Morada Fire Protection Districts are also in proximity of the City.[2] The Lincoln Fire District, however, is served by the City of Stockton Fire Department under a contract agreement. The Lodi Fire Department has established mutual aid agreements with the following fire districts in order to increase cost effectiveness and efficiency in responding to emergencies in San Joaquin County:

- Manteca-Lathrop
- Woodbridge Rural Fire Protection District
- Ripon Consolidated District
- Mokelumne Fire Protection District
- Linden-Peters Rural County Fire Protection District
- Clements Rural Fire Protection District
- Escalon Consolidated Fire Protection District
- Waterloo-Morada Fire District
- Delta Fire Protection District
- Thornton Fire Protection District
- Stockton Fire Department

1. Existing Facilities and Services

Administrative offices of the Lodi Fire Department, including Fire Administration and Fire Prevention, are located at 25 East Pine Street. Fire Administration houses the Fire Chief, Fire Division Chief of Operations, Fire Marshal, Battalion Chief of Training, and Department Administration Assistants. The Fire Prevention division includes the Fire Marshal, Fire Inspector, and Administrative Clerk. In addition to the administrative office, the fire department operates four fire stations which are distributed throughout the City. All of the fire stations are located within City boundaries. Table 3-1 shows the location, equipment, and services provided at each location. Fire station locations are also shown in Figure 3-1.

The City's 2007-2008 budget authorizes the Lodi Fire Department to employ 64 personnel, including a fire chief, two division chiefs (operations and fire prevention), four battalion chiefs, support personnel, an inspector, and fire

[2] Lodi Fire Department, April 2005, *Lodi Fire Department Strategic Plan.*

TABLE 3-1 **LODI FIRE STATIONS AND EQUIPMENT**

Station	Location	Equipment
1	210 W. Elm Street	2001 American La France/LT1 Tiller 2004 Pierce Quantum Engine 2000 Ford S/D 1990 E-1 Quint (Reserve Unit)
2	705 East Lodi Avenue	1997 Hi-Tech Fire Engine 1995 GMC Haz-Mat Unit 1994 Hi-Tech Fire Engine (Reserve Unit)
3	2141 South Ham Lane	1997 Hi-Tech Fire Engine 1972 Van Pelt Fire Engine (Reserve Unit)
4	180 N. Lower Sacramento Road	2004 Pierce Quantum Fire Engine Tow Unit (Response Trailer)

Source: http://www.lodi.gov/fire/, accessed July 25, 2007.

fighters/engineers.[3] All Lodi firefighters and engineers are licensed Emergency Medical Technicians (EMTs), and can provide basic emergency services. The majority of the department's call volume (65 percent in 2006) consists of medical and rescue calls.

The department received a total of 4,724 calls in 2006, averaging 13 calls per day.[4] The General Plan establishes a travel time goal of 3:00 minutes or less for emergency calls. Actual average response time in 2004 was 4:05 minutes, with drive time to the southwest and southeast corners of the City being 4:24 and 5:04 minutes respectively. An increase in response time to the southern corners of the City was noted between 2001 and 2004.[5]

The operational budget for the Lodi Fire Department is funded exclusively by the City's General Fund. For the 2007-2008 City budget, 22 percent of the General Fund is designated for the Lodi Fire Department to provide an operating budget of

[3] City of Lodi, 2007, 2007-2008 Financial Plan and Budget.

[4] City of Lodi Fire Department Operations: http://www.lodi.gov/fire_department/operations/operations.html, accessed July 31, 2007.

[5] LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*

$9,000,340. General Fund allocations are derived from property taxes, sales tax revenue and user fees.

2. Provisions for Future Growth and Systems Improvement

The Health and Safety Element of the City's 1991 General Plan includes policies to ensure that adequate fire personnel related facilities are funded and provided to meet future growth. These policies include Goal C: Policy 7, which states that as areas are developed beyond the three-minute standard response time, additional fire stations, capital equipment, and personnel or alternative fire protection measures shall be provided. Goal C: Policy 8 specifies that personnel will remain consistent with three-person companies and three-minute travel times. Additional policies are intended to reduce the risk of fire by promoting installation of automatic sprinklers in new developments (Goal C: Policy 1), requiring new development to comply with minimum fire flow rates (Goal C: Policy 2), and promoting the installation of built-in fire protection equipment in all new development (Goal C: Policy 9). The cost of capital improvements and equipment will be funded by development fees on all new residential, commercial and office development as outlined in Goal C; Policy 10.

In order to meet the three-minute standard response time as outlined in the General Plan, the Fire Department anticipates expanding their operations to include three additional stations. The need for additional fire service in the eight-year planning sphere is being addressed as follows:

- Proposed development of Reynold's Ranch will include a 1-acre fire station. This fire station will mitigate impacts due to increased call volume on the southeast portion of the City, and improve fire service to the surrounding area.[6]
- The proposed SW Gateway project reserves a 1-acre site for a future fire station. The site is to be located in Basin "A" Park adjacent to the electrical substation. Until development of the fire station, the land would be utilized as park land.[7]

Additional fire stations will be proposed to address the ultimate sphere boundaries. The expanded tax base that results from new development, as well as the continua-

[6] Willdan, August, 2006, *Reynold's Ranch Project Final Environmental Impact Report*, State Clearing House Number 2006012113.

[7] LSA Associates, Inc., 2006, P*ublic Review Draft of the Lodi Annexation Environmental Impact Report*.

tion of the residential Community Facilities Districts, will provide funding for fire services. Development fees will address the capital cost of new fire facilities and equipment.

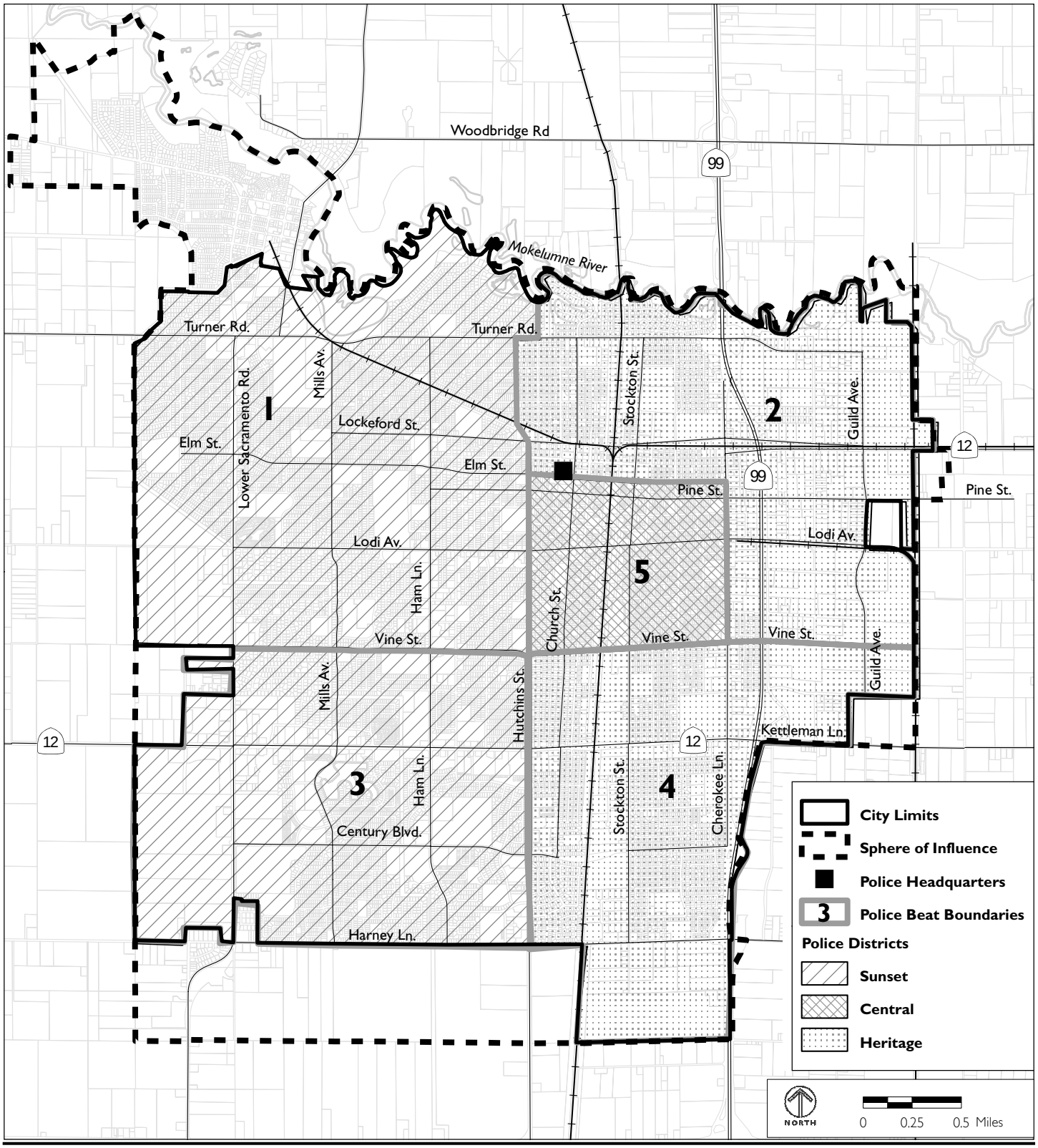
B. Law Enforcement

1. Existing Facilities and Services

Police protection services in the City of Lodi are provided by the Lodi Police Department. The Department has operated out of the Lodi Police Facility at 215 West Elm Street since the facility's completion in February, 2004. The facility includes 51,000 square feet for police and jail services, and 8,000 square feet for future use by the San Joaquin County Superior Court.[8]

The Lodi Police Department is divided into three districts, encompassing five geographical areas or "patrol beats," as shown in Figure 3-2. The Sunset

[8] City of Lodi Police Department, http://www.lodi.gov/police/index.htm, accessed on July 31, 2007.



Source: City of Lodi GIS

FIGURE 3-2

LODI POLICE DEPARTMENT AND SERVICE DISTRICTS

district covers the City west of Hutchins; the Central district is bounded by Hutchins Street, Elm Street, Vine Street and Cherokee Lane and includes; and the Heritage District covers the remaining area of the City.

The Lodi Police Department has 120 personnel budgeted for 2007-2008, including 78 sworn officers and 42 non-sworn positions. Sworn officers include one chief, two captains, six lieutenants, nine sergeants, eight corporals and 52 police officers. Non-sworn positions include administrative personnel, dispatchers, analysts and clerks. The existing ratio of police officer per 1,000 residents is 1.23.

The Lodi Police Department defines offenses for statistical purposes using the Uniform Crime Reporting Code of California which classifies crimes as Part 1 or Part 2 based on their severity. Part 1 Crimes include homicide, rape, burglary and larceny such as car break-ins, auto accessory theft and shoplifting. Between 2005 and 2006, 3,234 Part 1 Crimes were reported.[9]

The General Plan provides policies to prevent crime and to ensure the adequate provision of police services. These policies require the City to promote installation of security equipment in new development (Goal D: Policy 1), encourage developers to incorporate crime preventing site design and structural features into new developments (Goal D: Policy 3), and provide adequate review to ensure that crime prevention in considered in new development (Goal D: Policy 4).

General Plan policies that are specifically designed to ensure adequate provision of police services include that the City shall endeavor to maintain the three- minute emergency response time by providing adequate staffing and patrol arrangements (Goal D: Policy 5), and that the City shall maintain a staffing ratio of 1.3 officers to 1,000 residents (Goal D: Policy 6). Funding for these capital improvements is to be provided through development fees on all new residential, commercial, office and industrial developments (Goal D: Policy 7).

The City of Lodi funds its law enforcement exclusively through the General Fund. Thirty-percent of Lodi's General Funds are allocated to the Lodi Police Department for the 2007-2008 budget cycle, providing a yearly budget of $14,692,716.

As outlined in the Lodi General Plan Health and Safety Elements, the goal for Lodi Police Department response time is an average of three minutes for emergency

[9] City of Lodi, 2007, 2007-8 Financial Plan and Budget.

calls (Priority 1) and 40 minutes for non emergency calls (Priority 2). Actual average response times are 2.57 minutes for emergency calls, and 21.42 minutes for non emergency calls.

2. Provisions for Future Growth and Systems Improvement

The development of recent annexations will result in additional demand for police service. The additional operations costs that result will be provided by the expanded tax base that results from new development, as well as the continuation of the residential Community Facilities Districts. Capital costs for facilities and equipment will be funded by development fees.

All areas outside of the City boundaries are currently under the jurisdiction of the San Joaquin County Sheriff's Department. Once annexed, the City of Lodi Police Department will expand police services in order to provide service to the project areas. As mentioned above, funding will be provided by the expanded tax base, Community Facilities Districts, and development fees.

C. Public Services (Schools, Libraries, and Transportation)

1. Schools

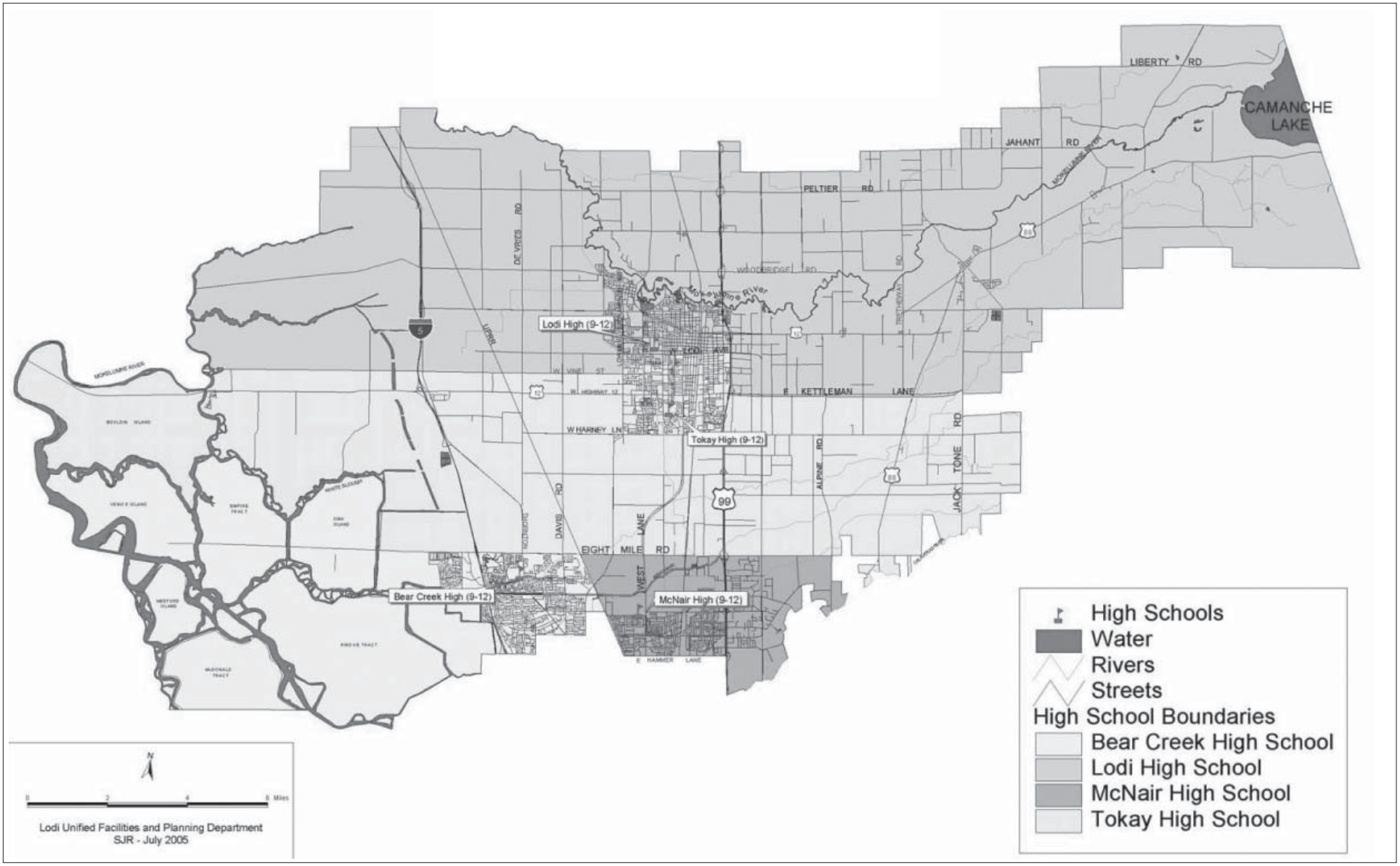
The Lodi Unified School District (LUSD) encompasses 350 square miles, serving the City of Lodi, North Stockton, and the unincorporated communities of Acampo, Clements, Lockeford, Victor and Woodbridge, as shown in Figure 3-3. School locations are shown in Figure 3-4. As the annexations that are the focus of this MSR are all located within LUSD's existing boundary, annexation and development of these properties will not expect to impact the district boundaries. However, increased student volume due to the Westside, SW Gateway, and Reynold's Ranch projects combined is 715 K-6 students, 190 middle school students, and 345 high school students. As many schools within LUSD are already operating at or past capacity, additional schools and staff will be required to provide adequate services to the City's growing population.

The General Plan includes several policies which provide for expansion of LUSD. The Land Use and Growth Management Element establishes the goals of providing adequate land for development of public and quasi-public uses, and of providing new school facilities as needed (Goal H and Goal I). Funding for construction and reconstruction of new school facilities is acquired through a residential construction fee of $3.75/square foot, as authorized by State law (Government Code 65995-6). These school impact fees and provision of additional school sites is ex-

pected to offset the impact of these additional students. The Westside, SW Gateway, and Reynold's Ranch projects all include the provision of new schools.

2. Libraries

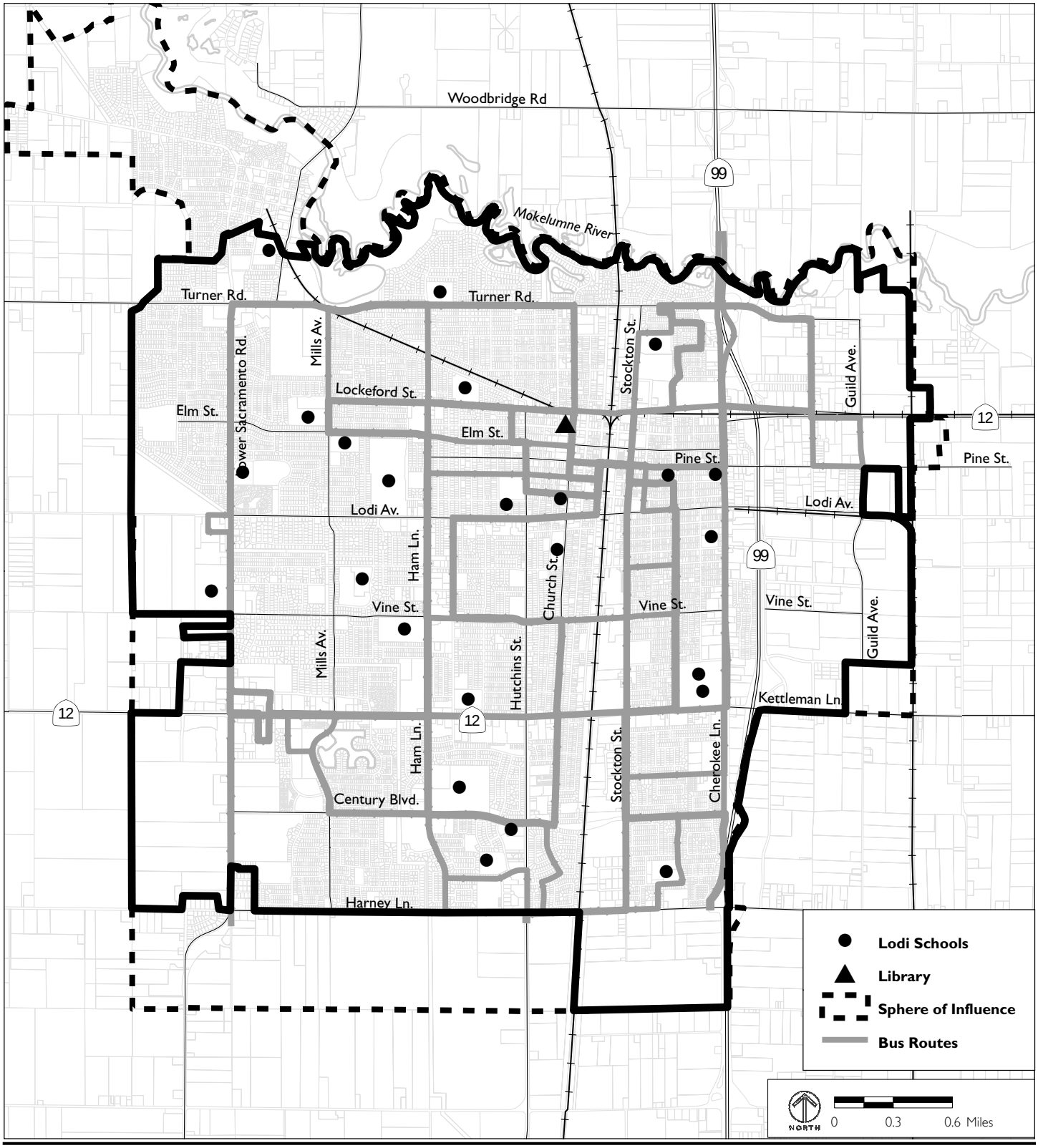
The City of Lodi library, located at 201 West Locust Street, provides small businesses workshops, adult literacy services, internet services, informational material, and other community services. Figure 3-4 shows the library's location relative to other public services. The library is open 64 hours a week, and is staffed by 15 full time employees and eight part-time employees. There are no policies addressing libraries in the current General Plan.



Source: School Facilities Master Plan for the Lodi Unified School District, 2006

FIGURE 3-3

LODI UNIFIED SCHOOL DISTRICT BOUNDARIES



Source: City of Lodi GIS

FIGURE 3-4

PUBLIC SERVICES: BUS ROUTES, SCHOOLS AND LIBRARY

4. Public Transportation

The City of Lodi provides two public transportation services within the City area: Dial-A-Ride and the Grapeline bus.

The City's Dial-A-Ride service provides service within the City limits. Service is also provided to Woodbridge and Acampo for an additional charge of $1.00. Service is provided Monday through Friday from 6:15 a.m. to 9:00 p.m., on Saturday from 7:45 a.m. to 6:00 p.m., and on Sunday from 7:45 a.m. to 4:00 p.m.

The Grapeline Fixed-Route bus service operates on weekdays from 6:15 a.m. to 6:54 p.m. and weekends from 7:45a.m. to 3:00 p.m. with 45-minute headways in the morning and 50-minute headways in the afternoon. The loop route begins and ends at the Lodi Station, as shown in Figure 3-4. In addition, three express routes are offered twice each day. Express routes 1, 2, and 6 offer 3:00 a.m. and 3:00 p.m. routes each weekday during peak hour. Tickets and passes for the Grapeline bus can be purchased from the Lodi Station, the Finance Department, LOEL Center, and HSS Senior Center.

Other transit service providers in the San Joaquin region include the San Joaquin Regional Transit District, the Altamont Commuter Express, South County Transit/Link, Calaveras Transit and Amtrak.[10] The San Joaquin bus routes 23 and 24 offer service between Stockton and Lodi. Hopper routes 93 and 97 link Lodi to San Joaquin County.

Development of recent annexations will introduce additional area to be served by local transit operators. Existing Grapeline routes cannot provide fixed-route bus service to the annexation areas without significantly impacting existing level of surface. New or modified routes will be necessary to meet this future demand. Two transit stops have been proposed for the Westside and five have been proposed for SW Gateway.

[10] Grape Line, http://www.lodi.gov/transit/introductions.html, accessed on August 6, 2007.

The Circulation Element of the General Plan includes policies for the provision of a "circulation system that accommodates existing and proposed land uses and provides for the efficient movement of people, goods, and services within and through Lodi." Goal C: Policy 1, 2 and 3 state that the City shall provide Dial-A-Ride services to local, transit dependent residents, provide information on transit services available for regional trips, and shall consider expanding service to include when sufficient demand exists and the cost is economically feasible.

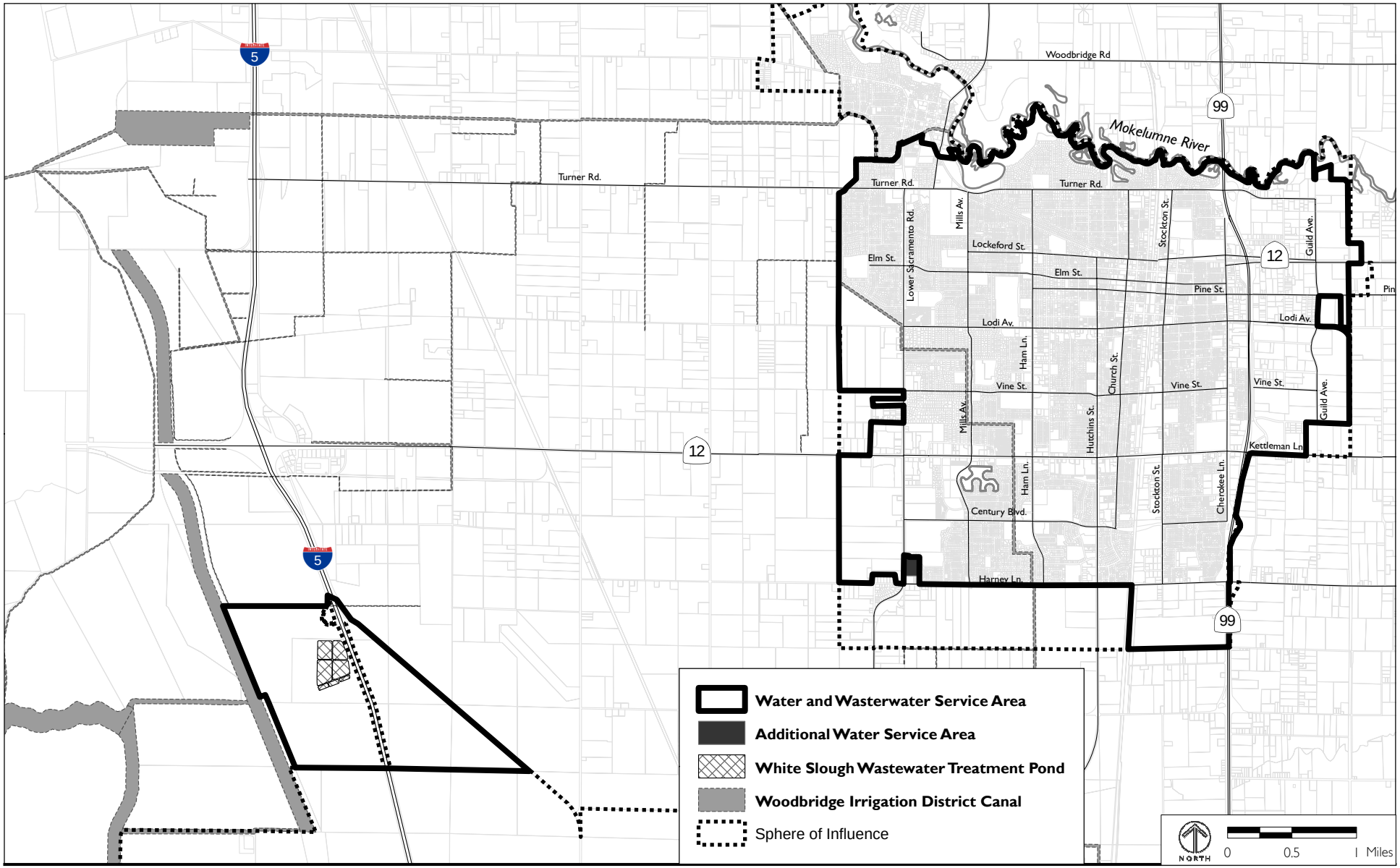
D. Water Supply, Conservation and Treatment

City of Lodi Water Utility provides water service to all of its 62,467 residents. The service area is approximately 12 square miles, encompassing the City of Lodi and several connecting areas.[11] Figure 3-5 depicts the service area for water and wastewater. The wastewater service area is defined by the City limits. The water service area is also defined by the City limits, excepting the inclusion of an area of county land located to the north of Harney Lane and east of Lower Sacramento Road (as specified in Figure 3-5).

This section summarizes findings from City documents regarding the City's ability to provide adequate water service to the City including recent annexations. These documents include the *2005 Urban Water Management Plan (UWMP)*, the *Reynold's Ranch EIR*, and the *Lodi Annexation EIR* which focuses on the Westside and SW Gateway project areas.

The City of Lodi adopted an UWMP in 2005 according to the Urban Water Management Planning Act (AB 797). The UWMP is intended to ensure efficient use of available water, evaluate the existing water system and supply reliability, and provide water shortage contingency plans.

[11] RMC, 2006, *City of Lodi 2005 Urban Water Management Plan*, March.



Source: City of Lodi GIS

FIGURE 3-5

Water, Wastewater and Storm Drainage Systems

1. Existing Supply and Demand

This section discusses the City of Lodi's three water sources: groundwater from the San Joaquin basin, surface water from the Mokelumne River, and recycled water from the City's Water Pollution Control Facility.

a. Groundwater

Groundwater from the San Joaquin basin has supplied all of the City of Lodi's water to the present date. The 26 wells currently operated by the City
Influence groundwater flow in the San Joaquin basin, as well as groundwater levels. Between the year 1927 and 2004, groundwater levels in City of Lodi decreased an average of 0.39 feet/year, primarily due to increased pumping. Declining groundwater levels indicate that less groundwater supply will be available in the future. Safe yield for the aquifer has been estimated as 15,000 acre feet per year (AFY), compared to the 17,011 acre-feet (AF) pumped in 2004. This estimate is based on acreage, and therefore will increase as the City boundaries expand.[12]

b. Surface Water

Lodi is voluntarily taking measures to reduce their contribution to regional groundwater overdrafting. In 2003, the City contracted with the Woodbridge Irrigation District (WID) to provide 6,000 AFY of untreated surface water from the Mokelumne River for forty years. Under this agreement, the City can bank up to 18,000 AF (three years supply) of water.[13] This water supply could be utilized as a public drinking water source as early as 2011. However, the actual construction timeline for necessary infrastructure will depend upon funding sources.[14]

c. Recycled Water

The City currently uses recycled water from the White Slough Water Pollution Control Facility (WSWPCF) for irrigation purposes on a limited basis, and is in the process of developing a Recycled Water Master Plan (RWMP) to increase recycled water use. WSWPCF and recycled water are discussed in greater detail in Section 3.E.

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[12] RMC, 2006, *City of Lodi 2005 Urban Water Management Plan*, March.

[13] City of Lodi Annual Water Quality Report for 2006, April 2007, http://www.lodi.gov/public_works/pdf/water_report06.pdf, accessed on August 6, 2007.

[14] Swimley, Charles, Water Services Manager, City of Lodi. Written communication with Isby Swick, DC&E, October 11, 2007.

2. Existing transmission and distribution system

The following list describes the major components of the City of Lodi's water transmission and distribution system. (As the City's sole source of water is groundwater, it does not currently operate any facilities for surface water diversion or treatment).

- **Pump Stations and Wells.** The City currently operates 26 wells with a combined capacity of 50.7 million gallons per day. Municipal wells generally pump water from 100 to 500 feet below the surface, and are all equipped to provide emergency chlorination. In addition, several wells are equipped with granular activated carbon for removal of dibromocholopropane (DBCP).15

- **Water Mains and Pipelines.** The piping system for water distribution includes approximately 225 miles of piping, with distribution mains ranging from 2 to 14 inches. The City is currently updating 2- to 3-inch distribution mains.

- **Water Storage.** The City has 1.1 million gallons of water storage capacity, provided by a 100,000-gallon elevated storage tank located on North Main Street and a 1,000,000-gallon storage facility and pumping station located on Highway 99 and Thurman Road.

3. Water Quality

In 2006, the quality of the City's groundwater supply complied with or exceeded all State and federal drinking water requirements. An assessment of Lodi's drinking water sources conducted in February 2003 considered Lodi's water quality most vulnerable to the following:

- Gas stations (historic and current)
- Chemical/petroleum processing and storage
- Metal plating/finishing/fabricating
- Plastic/synthetic producers
- Dry cleaners
- Known contaminant plumes
- Sewer collection systems
- Fleet/truck/bus terminals
- Machine shops
- Utility stations and maintenance areas

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[15]LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*

- Agricultural drainage
- Photo processing/printing

The City has incorporated management measures to help maintain high groundwater quality, including: cleanup work that is underway and planned to expand in 2007-2008 for PCE (Tetrachloroethylene) and TCE (Trichloroethylene), as these chemicals have been detected in wells in north and central Lodi; weekly monitoring for bacterial water quality; periodic chlorination to prevent bacterial contamination; and well monitoring for the gasoline addictive MTBE (Methyl-Tert-Butyl-Ether).[16]

4. Demand Management and Conservation Measures

In compliance with the Urban Water Management Act, the City's 2005 UWMP identifies a series of Demand Management Measures, also known as Best Management Practices (BMPs). These measures, which are designed to maximize efficient water use and minimize wastewater, are summarized in Table 3-2.

[16] RMC, 2006, *City of Lodi 2005 Urban Water Management Plan*, March.

TABLE 3-2 **WATER DEMAND MANAGEMENT MEASURES**

Description	City Program	UWMP Act Compliance
Water survey programs for residential customers	None at this time	B/C Ratio= 0.9
Residential Plumbing Retrofit	Rebates offered at the time of purchase for water saving devices	Yes
System water audits, leak detection and repair	Goal to replace 1% of pipeline system annually	Yes
Metering with commodity rates for all new connections and retrofit existing connections	Meter implementation currently under development; majority of commercial, industrial, and landscape connections metered	In Process
Large landscape conservation programs and incentives	None at this time; Water conservation ordinance applies to large landscapes	B/C Ratio=5.6
High efficiency-washing machine rebate programs	None at this time	B/C Ratio= 0.7
Public information programs	Conservation information included in bills, newsletters, brochures, demonstration gardens, and special events	Yes
School education programs	K-6 classroom presentations (currently suspended)	Yes
Conservation programs for commercial, industrial and institutional accounts	Water surveys not offered; ULFT replacement program available	B/D Ratio= 2.2
Wholesale agency programs	NA	NA
Conservation pricing	Meter implementation program will enable future conservation pricing	In Process
Water conservation coordinator	Position currently vacant; part-time employees fulfill similar duties	Yes
Water Waste Prohibitions	Restrictions and penalties in place and enforced for wasted water; emergency conservation measures in place	Yes
Residential ultra-low flush toilet replacement program	Rebates offered at the time of purchase for ULFTs	Yes

* For DMM's that are not currently being implemented, benefit-to-cost (B/C) ratios are provided. B/C ratios of less than one are not considered to be financially beneficial, and are not recommended for implementation

Source: RMC, March 2006, *City of Lodi 2005 Urban Water Management Plan.*

In accordance with California Assembly Bill 2572, the City is installing water meters on un-metered properties in its service area. As of 2006, 400 residential meters had been added to the 1,100 existing commercial and industrial meters.

5. Future Supply and Demand, and Improvements to System

Water demand projections through 2030 are shown in Table 3-3, based on analysis in the City of Lodi's 2005 UWMP. The projected demand is based on the actual water usage in 2004, a constant 1.5 percent increase in the City's demand, and the assumption that the installation of water meters on currently unmetered and new residential service connections will reduce demand by 15--percent. Based on these projections, between 2005 and 2030, the average annual water demand will increase from 19,800 AFY to 23,800 AFY, or by 20 percent.

Water supply projections shown in Table 3-3 assume that groundwater is pumped at safe yield, that the City's contract with WID is maintained at 6,000 AFY, and that all recycled water is utilized. According to these assumptions, total water supply will exceed demand through 2029. However, the time frames for utilizing Mokelumne River water contracted from WID, and recycled water, are not guaranteed at this time. As a result, the City may continue to overdraft groundwater beyond 2010 in order to provide adequate water supply for current residents. In addition, the City will continue to ensure that adequate water supply is available prior to development by complying with SB610, SB221, and other state mandates. The following section provides further discussion of ground, surface and recycled water supplies, as well as needed infrastructure.

a. Groundwater

Constraints to the City's groundwater supply include pumping capacity of active wells and the potential reduction in groundwater supply due to overdrafting caused by the cumulative impacts of all pumping in the area. While

TABLE 3-3 **PROJECTED WATER SUPPLY AND DEMAND (NORMAL YEAR)**

	2010	2015	2020	2025	2030
Supply					
Groundwater, AFY	>15,000	15,000	15,000	15,000	15,000
Surface Water, AFY	?	6,000	6,000	6,000	6,000
Recycled Water, AFY	?	8,300	8,940	9,630	10,380
Total Supply, AFY	**28,700**	**29,300**	**29,940**	**30,630**	**31,380**
Demand, AFY	**20,400**	**20,900**	**21,600**	**22,300**	**23,800**

Source: RMC, March 2006, City of Lodi 2005 Urban Water Management Plan.

the City can easily address pumping capacity by adding new wells, groundwater overdrafting is best addressed at a regional level. As part of regional efforts coordinated by the Northeastern San Joaquin County Groundwater Banking Authority (GBA) to strengthen regional water supply reliability,[17] the City plans to reduce its contribution to groundwater overdrafting by decreasing its pumping to the estimated safe yield. Groundwater overdrafting will continue until other water supplies are secured, including surface water from the Mokelumne River and recycled water. The estimated safe groundwater yield of 15,000 AFY will increase as the City's surface area increases due to annexations.

b. Surface Water

The City's contract with WID for 6,000 AFY of Mokelumne River water will enable the City to reduce groundwater pumping. Due to infrastructure needs and funding constraints, the earliest that this water source could be used as a public drinking water supply is 2011. The actual year of completion will depend heavily on financing. During the interim period before infrastructure is in place, there may be opportunities to utilize this water supply for nonpotable purposes. Additional surface water supplies from WID could likely be contracted in the future.

[17] Northeastern San Joaquin County Groundwater Banking Authority, http://www.gbawater.org, accessed on August 5, 2007.

c. Recycled Water

The City's recycled water supply is projected to increase in relation to its population increase. As mentioned above,, existing infrastructure only allows the WSWPCF to distribute recycled water to agricultural land that surrounds the facility. A Recycled Water Master Plan (RWMP) is currently being developed by the City that will outline expanded distribution of this water supply. The RWMP is expected to be complete by the second quarter of 2008.

d. Infrastructure

Provision of water to recently annexed areas will require additional infrastructure. Approved development of SW Gateway includes a 1,000,000-gallon storage tank, which is to be located on the same site as City Well No. 28 and the proposed electrical substation, and an additional well (City Well No. 27) to be located near the intersection of Century Boulevard and Heavenly Way in DeBenedetti Park. The proposed Infrastructure Master Plan for Reynold's Ranch includes a water pipeline system that would connect to the existing City water system and Well #23, and two additional wells.

E. Wastewater Collection and Treatment

The City of Lodi Department of Public Works provides wastewater collection and treatment for the incorporated area of the City of Lodi. The City's *Wastewater Master Plan* was prepared in 2001, and is the primary source for the information included in this section. This Master Plan outlines a long-term strategy for meeting future discharge and capacity requirements in order to meet community needs for a planning horizon that extends to 2020. Population projections used for wastewater facility planning were based on a 1.5 percent growth rate, which is the City's assumed annual growth rate.[18]

1. Wastewater Collection and Treatment

The wastewater collection system for residential and commercial users consists of gravity sewers up to 48 inches in diameter, pumping stations, and force mains. Once collected, wastewater is discharged to trunk sewers and interceptors and then conveyed to the WSWPCF where it receives primary, secondary and tertiary treatment. WSWPCF is located on a 1,040-acre site southwest of the City and has ade-

[18] West Yost and Associates, 2001, *City of Lodi Wastewater Master Plan,* January 15.

quate capacity to treat all wastewater flows to Title 22 standards. The location of the WSWPCF is shown in Figure 3-5.

Industrial process water is collected and conveyed separately to WSWPCF, where it is stored in 45 acres of ponds to be later used for irrigation. Ninety-five percent of industrial flow is from the Pacific Coast Cannery. The industrial wastewater is combined with non-disinfected secondary effluent and digested biosolids for use as irrigation for animal feed crops on fields surrounding the facility.

The treatment process for residential and commercial wastewater includes the following: influent flow measurement, influent screening, grinding, grit removal, primary clarification, aeration/sludge activation, secondary clarification, waste activated solids (WAS) thickening, anaerobic digestion of solids, UV disinfection, granular filtration, effluent flow measurement, and effluent disposal or reuse.

2. Wastewater Treatment Plant Permitting and Capacity

The original facility was built in 1966 with a capacity of 3.5 mgd. Since then, the facility has undergone two expansions; in 1976 it was expanded to a capacity of 5.8 mgd, and in 1992 to its current capacity of 8.5 mgd. As mentioned earlier, the service area generates an estimated 6.4 mgd of dry weather flow. Treatment is provided by WSWPCF, which is operated by the City (described above). The plant is currently functioning at 75 percent of design capacity.

3. Wastewater Disposal and Reuse

An annual average of 2,500 AFY of tertiary treated effluent from WSWPCF is recycled during summer months. Recycled water and industrial process water are used to irrigate the 1,000 acres of City land adjacent to the facility. Most of this land (650 acres) is leased to local farmers who cultivate crops that are not for human consumption. Other uses of domestic process water from WSWPCF include steam production for a 49 megawatt natural gas-powered generator, and replenishment of mosquito fish-rearing ponds. The City of Lodi has provided a "will serve" letter to the Northern California Power Agency (NCPA) to allot 1 mgd of treated water for use at a potential power plant.

Anaerobic digestion is used by WSWPCF to convert wastewater solids into biosolids, which are used by the City as a nutrient source and soil conditioner for City-owned land. Treated effluent that is not otherwise used is discharged into Dredger Cut, a manmade channel which connects to White Slough and to Bishop Cut. Dredger Cut, like other San Joaquin Delta channels, is normally dominated by tidal

flows. WSWPCF is currently in compliance with RWQCB for protection of the Delta.[19]

4. Wastewater quality

Effluent discharge from WSWPCF must comply with discharge requirements for municipal effluent (adopted by the City of Lodi in January, 2000). The requirements include secondary treatment and disinfection limits, biotoxicity requirements, dissolved oxygen limits, and nitrogen loading limits. WSWPCF is currently in compliance with RWQCB for protection of the Delta.[20]

5. Future Wastewater Demand and System Improvements

In accordance with the General Plan's Land Use and Growth Management Element, the City shall develop new facilities for water, wastewater and drainage as needed for development, and shall fund necessary systemwide improvements by assessing development fees on new development (Goal J: Policy 1 and 2).

The *Wastewater Management Plan* projects that new development will produce an average of 97 gallons per capita per day (gpcd). The difference between this and the current City average of 116 gpcd is due to low-flow toilets and showers that are required for development. Projected peak flows are shown in Table 3-4.

Improvements to the WSWPCF are currently underway. Improvements include increasing available dry weather treatment capacity of the facility to 8.5 mgd, and improving the City's municipal wastewater treatment facilities to meet future NPDES permit limits and long-term land management needs.

Current improvement plans are guided by the Phase 3 Improvements Project 2007 which calls for installation of new influent screens (two), screening washers, influent pumps (two), and new diffusers in Aeration Basins 1 and 2 and the construction of two new aeration basins and a secondary clarifier. Flow modifications are also planned for aeration basins.21 These improvements will increase the treatment capacity of WSWPCF to treat up to 8.5 mgd of average dry weather flows, and are scheduled to be completed by March 2009. The City's most recent permit,

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[19] West Yost and Associates, 2001, *City of Lodi Wastewater Master Plan,* January 15.

[20] West Yost and Associates, 2001, *City of Lodi Wastewater Master Plan,* January 15.

[21] West Yost and Associates, 2006, *City of Lodi Water Pollution Control Facility Existing Conditions Report: Chapter 2 Facilities Description*, September.

issued in September, 2007, allows for an effluent limit of 8.5 mgd upon completion of the WSWPCF Phase 3 Improvements.[22]

TABLE 3-4 **PROJECTED WASTEWATER FLOW**

	2001 (mgd)	2020 (mgd)
Average	7.5	8.5
Peak Month	8.5	9.6
Peak Day	9.7	11.0
Peak Hour	14.4	16.3
Peak Day, dry weather	8.9	10.0
Peak Hour, dry weather	12.7	14.5

Source: C West Yost and Associates, January 15, 2001, *City of Lodi Wastewater Master Plan.*

Upon annexation of the Reynold's Ranch, Westside, and SW Gateway project areas, the City will provide wastewater services. Specific infrastructure needs related to these sites are listed below:

- Permanent service to the Reynold's Ranch project area will require the development of a trunk system aligned along the southerly project boundary and extending west to connect to the existing City wastewater trunk line as presented in the Project Final EIR. Alternative solutions for the provision of permanent service to the project may be presented by the project sponsors.
- The existing 21-inch sewer main that crosses Kettleman Lane at Westgate Drive will be extended to the existing 48-inch trunk line located south of Kettleman Lane to provide service to the Westside project area.
- The existing 48-inch sewer trunk line and 30-inch industrial waste line that extend through the SW Gateway site are being relocated to provide adequate

[22] Swimley, Charles, Water Services Manager, City of Lodi. Written communication with Isby Swick, DC&E, October 11, 2007.

service to the SW Gateway project.[23] Parcels located to the west of Lower Sacramento Road would be served by existing 48-inch trunk line and new wastewater facilities to be constructed in Harney Lane.

- Proposed sewer infrastructure for parcels located east of Lower Sacramento Road will connect to the 21- to 42-inch existing main situated beneath Lower Sacramento Road.

F. Stormwater Drainage

Lodi's stormwater drainage system is managed by the City's Public Works Department. The gravity-based stormwater system consists of trunk lines, retention basins, pump stations, and surface infrastructure such as gutters, alleys, and storm ditches. Most of the basins are used as parks and recreational facilities during non-runoff periods. Stormwater is disposed by pumping into the Woodbridge Irrigation District (WID) Canal, Lodi Lake, and the Mokelumne River.

1. Existing Stormwater Drainage System

The City's storm drain infrastructure includes catch basins, manholes, 18 storm outlets, 227.9 acres of detention basins, 14 electrically powered pumping stations, and 110 miles of stormwater collection and conveyance piping. As of 2002-2003, the City had 2,750 catch basins and 1,600 manholes. On average, these numbers increase by 33 and 28 each year, respectively.

A significant portion of the City's stormwater runoff is released into the WID Canal, including all stormwater from Reynold's Ranch, Westside, and SW Gateway project areas. In accordance with the Storm Drainage Discharge Agreement between the City and WID, the City can discharge a maximum of 160 cubic feet per second (cfs) in the winter and 40 cfs in the summer into the WID canal. Maximum discharge rate per site is 60 cfs in the winter and 20 cfs in the summer. However, maximum discharge rates can be increased with twelve hour notice if approved by WID. The City's most recent agreement was approved by City Council on Oct 20, 1993 and extends for 40 years. This agreement includes the City's right to modify existing Beckman and Shady Acres pump stations and to construct additional discharge points.

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[23] LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*

Excess stormwater is temporarily stored in retention basins, from where it is gradually released into the Mokelumne River, WID Canal and Lodi Lake to reduce potential flooding impacts. Many of the City's detention basins function as sports facilities during dry conditions. Table 3-5 further describes existing and planned retention basins in Lodi.

Stormwater quality concerns include suspended solids and high nitrate levels (most likely from lawn fertilizers). Algal blooms below City outlets following pumping evidence this problem.

The City's stormwater pumps and detention basins are adequate for existing runoff volume. However, localized flooding has occurred at the 1700 block of Lockeford Street and residential streets southwest of Peterson Park. Improvements have been made to improve flooding problems at Lockeford Street; minor flooding in the area southwest of Peterson park due to undersized pipes has not yet been addressed. Systemwide modeling has not been completed to confirm and predict operation of the system as it expands.

2. Future Stormwater Drainage Demands and System Improvements

In accordance with the General Plan's Land Use and Growth Management Element, the City shall develop new facilities for water, wastewater and drainage as needed for development, and shall fund necessary systemwide improvements by assessing development fees on new development (Goal J: Policy 1 and 2).

TABLE 3-5 **EXISTING AND PLANNED RETENTION BASIN S**

	Tributary Area (Acres)	Site Land Area (Acres)	Detention Capacity (Acre-Feet)
Existing Basins			
A-1, Kofu	491	12	41.5
A-2, Beckman	564	16.2	60
B-1, Vinewood	964	16	41.5
B-2, Glaves	450	13.2	31.1

D, Salas	790	21	94
E, Peterson	340	20.9	61
C, Pixley*	1,091	27.3	128.7
H (Dishcharge to River)	428		
Planned Basins			
F (at Kettleman/ near To-kay)	369	30	68.5
G, DeBenedetti	866	46.3	202
I (Undeveloped)	320	25	
Total (Existing and Planned)	**6,673**	**227.9**	**728.3**

Source: City of Lodi Stormwater Management Program, 2003, Table 5-3.

Proposed development of recent and approved project areas will necessitate expansion and improvements to the existing Stormwater system. These improvements include:

- Proposed development of the Westside and SW Gateway project areas could include underground conveyances to on-site detention basins which would connect to the City's existing system. The basins would drain to a central pump station which would deliver water to the Century Boulevard outfall line.
- Construction of a new 49-acre multi-purpose community park and storm drainage detention basin facility just east of the SW Gateway project area, as approved by the City. The facility, known as De Benedetti Park, includes a detention basin (G Basin) that will serve an 878-acre watershed east of Lower Sacramento Road.

G. Electrical Utility

Electrical services are provided to residential, commercial and industrial customers in the City of Lodi by the Lodi Electric Utility. The utility is owned and operated by the City, and is budgeted for 47 staff for 2007-2008.[24] Lodi Electric Utility is a member of the Northern California Power Agency (NPCA), a Joint Action Agency which enables the Utility to purchase and supply electricity at cost. Twelve NCPA members own shares of the NCPA's electric generation facilities, including a 49 megawatt steam-injected gas turbine plant (Combustion Turbine Project, No. 2) located near Lodi and five quick-response Combustion Turbine units located in the cities of Alameda, Roseville, and Lodi. [25]

In 2004, Lodi used 445 gigawatt-hours (GWH) of electricity. On average, between 6,800 and 7,000 kW-hours of electricity are consumed per household per year. [26]

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[24] City of Lodi, 2007, 2007-2008 Budget Financial Plan and Budget.

[25] LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*

[26] LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*

1. Energy Conservation

The Lodi Electric Utility is subject to State and local jurisdiction's utilities regulations. The recent energy crisis in California led the Lodi Electric Utility to implement the following measures to promote energy conservation:

- Residential Energy Efficient Appliance Rebate Program
- Residential Air Duct Testing
- Energy Audit Program
- Lodi Solar Rooftops Pilot Project (which provides rebates for the installation of photovoltaic/solar panels on residential properties within the City of Lodi)

Title 24 of the California Electrical Code provides energy conservation standards for residential and commercial construction. The City enforces these standards through the local building permit process.

2. Future Demand and Infrastructure Improvements

The utility projects that electrical demand will grow at an annual rate of 2 to 2.5 percent per year from 2007 to 2011.[27] As areas are annexed to the City, the electrical service provider will shift from PG&E to the Lodi Electric Utility. Infrastructure needs related to the recent annexations are discussed below.

Provision of electrical service to the Reynold's Ranch project area will require the expansion of existing primary distribution lines and establishment of service connections, and would be funded by the developer. Power provided to the project area would be derived from the Henning or Industrial Substations.

A new electrical substation that will service the western part of the City has been planned for a parcel just north of the SW Gateway site (APN 058-030-10). The service area would include the Westside and SW Gateway project areas. The substation would link to an existing 60 kilovalt (kV) overhead circuit paralleling Lower Sacramento Road, with 12 kV distribution lines placed underground.

H. Determination

[27] LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*

As the City of Lodi continues to grow, there will be a need to expand services. The following is a summary of the major City actions that may be required to ensure adequate provision of services for the five-year sphere horizon.

1. Fire Protection

Providing adequate service to the southern area of the City is currently a challenge faced by the Lodi Fire Department. Average response time of 4:32 minutes exceeds the three-minute goal largely due to high response times for the southern corners of the City. The new fire stations planned for the SW Gateway and Reynold's Ranch project areas will improve response times and level of service to the southern areas of the City, and enable the department to provide service to the project areas.

Adequate fire service for the recently annexed areas and areas within the SOI will be met by the development of new fire stations and increased staffing. The expanded tax base that results from new development, the continuation of the residential Community Facilities Districts, and development fees will provide funding for will provide funding for additional fire stations, equipment and personnel.

2. Law Enforcement

The City will implement policies under Goal D of the General Plan Health and Safety Element which calls for the City to prevent crime and promote personal security of residents by providing adequate staffing and requiring development fees to fund capital improvements.

- The department is currently meeting response time goals set by the General Plan. Goals for emergency and non-emergency response time are three-minutes and forty-minutes, respectively. Actual response times are reported at 2.57 minutes (emergency) and 21.42 minutes (non-emergency).
- In order to provide service to recently annexed areas, the City of Lodi Police Department's jurisdiction has expanded. As these areas and other areas of the SOI are developed, additional staff and equipment will be necessary to address increased call volume. As discussed above, funding for these additional services will be generated by the expanded tax base that results from new development, the continuation of Community Facilities Districts (for operations), and development fees (for capital costs).

3. Public Services

a. Schools

Proposed development of recent annexations will require the construction of new schools within the Lodi Unified School District (LUSD). As all annexations areas are within existing LUSD boundaries, district boundaries will not change. The General Plan's Land Use and Growth Management Element includes policies that provide land and funding for new school facilities. According to these policies, the Westside, SW Gateway, and Reynold's Ranch projects all include the provision of new schools. School impact fees and the provision of additional school sites are expected to offset the impact of these additional students.

b. Library

There is currently only one library in the City of Lodi. Although the General Plan does not provide policies for the provision of library service, increased demand as the result of population growth may require the City to consider additional facilities in the future.

c. Transportation

The service area for public transportation provided by the Grapeline bus will need to expand to encompass recently annexed areas. Additional bus routes may be required, depending upon demand. The planned phased addition of transit stops to compensate for increased demand will ensure adequate service provision to recently annexed areas. Proposed development of the project areas discussed in this MSR includes provisions for new bus stops. Regional transportation service providers will continue to provide service to the City, including annexed areas.

4. Water Supply, Conservation and Treatment

The City of Lodi's water demand has been met solely by groundwater from the San Joaquin basin, which is currently being overdrafted by regional use. In 2004, the City pumped 17,011 AF of groundwater from the basin. This exceeds Lodi's estimated safe yield rate of 15,000 AFY. This estimate is based on acreage, and therefore will increase as the City boundaries expand. The City is in the process of developing surface and recycled water supplies that will enable the City to meet increasing water demand while reducing groundwater pumping to safe yield rates.

The Water demand in Lodi is projected to increase by 20 percent between 2005 and 2030, assuming a constant 1.5 percent increase in the City's demand, and that the installation of water meters on currently unmetered and new residential service connections will reduce demand by 15 percent. The City plans to meet increased demand and reduce groundwater overdrafting by utilizing surface water from the

Mokelumne River and increasing use of recycled water. The City will be able to provide public drinking water from the Mokelumne River (WID contract) as soon as 2011, and the Recycled Water Master Plan will be completed in 2008. Time-frames for both water sources depend on funding sources. In order to provide water service to the existing population in the interim, the City will need to continue overdrafting groundwater. The estimated safe groundwater yield will increase as the City's surface area expands due to annexations within the SOI. However, the City will not approve new developments until adequate water supply is assured.

5. Wastewater Collection and Treatment

Wastewater treatment for the City of Lodi is provided by the City operated White Slough Wastewater Pollution Control Facility (WSWPCF). The facility's current design capacity is 8.5mgd, and has adequate capacity to treat all wastewater flows to Title 22 standards. Upon completion of WSWPCF Phase 3 Improvements, which are expected to be complete by March, 2009, the City's permitted effluent limit will also be 8.5mgd. The service area currently generates an estimated 6.4 million gallons per day (mgd) of dry weather flow, and the plant is currently functioning at 75-percent of design capacity.

The *City of Lodi Wastewater Management Plan* projects wastewater flow to increase reach 8.5mgd in 2020, at which time the WSWPCF will be operating at 100-percent of design and RWQCB permitted capacity. The significant infrastructure for wastewater collection and treatment needed for the development of recently annexed areas will be designed to connect to existing systems, and will be funded by development fees. The City will utilize the *Wastewater Management Plan* update process to identify needed improvements to support additional growth within the SOI.

6. Stormwater Drainage

Stormwater drainage in the City of Lodi, managed by the City's Public Works Department, is a gravity-based system consisting of trunk lines, retention basins, pump stations, and surface infrastructure such as gutters, alleys, and storm ditches. Many of the City's detention basins function as sports facilities during dry conditions.

Stormwater is disposed by pumping into the Woodbridge Irrigation District (WID) Canal, Lodi Lake, and the Mokelumne River. A significant portion of the City's stormwater runoff is released into the WID Canal. In accordance with the 40-year Storm Drainage Discharge Agreement between the City and WID, approved by City Council on Oct 20, 1993, the City's most recent agreement with WID allows the City to discharge a maximum of 160 cfs in the winter and 40 cfs in the summer.

The City's stormwater pumps and detention basins are adequate for existing runoff volume. However, improvements to the existing stormwater system will be required for new developments. In accordance with the General Plan's Land Use and Growth Management Element, the City will develop new facilities for water, wastewater and drainage as needed for development, and shall fund necessary system-wide improvements by assessing development fees on new development (Goal J: Policy 1 and 2). Development of the Reynold's Ranch, Westside and SW Gateway project areas will necessitate improvements to the existing Stormwater system, including the construction of underground conveyances that connect to on-site detention basins. The project areas will all release stormwater into the WID canal, as provided by the City's existing contract with WID. The City has plans for new detention basins, included those within the recently annexed project areas, that will increase total stormwater detention capacity by 339 AF to 728.3 AF. Additional growth beyond the eight-year sphere horizon will also require improvements to the existing stormwater system, and will be funded through development fees on all new developments.

7. Electric Utilities

Electrical services are provided to residential, commercial and industrial customers in the City of Lodi by the Lodi Electric Utility. The Utility is a member of the Northern California Power Agency (NPCA), a Joint Action Agency which enables the Utility to purchase and supply electricity at cost.

The recent energy crisis in California led the Lodi Electric Utility to implement the measures to promote energy conservation, including the Residential Energy Efficient Appliance Rebate Program, the Residential Air Duct Testing, the Energy Audit Program, and the Lodi Solar Rooftops Pilot Project. In addition, the City enforces Title 24 of the California Electrical Code standards through the local building permit process.

The Utility projects that electrical demand will grow at an annual rate of two to 2.5 percent per year from 2007 to 2011.[28] The Utility is planning to meet future energy needs by implementing conservation programs, as well as planning for new infrastructure. Increased energy demand generated by the development of the recent annexations is consistent with projected future energy demands, as both respond to regional growth forecasts and the City's General Plan. New infrastructure devel-

[28] LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report.*

opment will connect to the existing system. The development of a new substation will provide service to the Westside and SW Gateway project areas.

The Lodi Utility has sufficient capacity to meet increased energy demand generated by future annexations. Provision of electrical service to future annexations will require new infrastructure, including the expansion of existing primary distribution lines and establishment of service connections, which will be funded by the developer.

4 GROWTH AND POPULATION PROJECTIONS

This chapter identifies future growth projections for the City of Lodi and its SOI that need to be taken into consideration when planning for the provision of services. A detailed discussion on existing and future municipal services to meet the future demand identified in this chapter is included in Chapter 3 of this MSR.

As discussed in Chapter 3, the City has plans and policies in place to ensure that if demand increases, as allowed by the General Plan, adequate public services will be provided, while existing levels of service are maintained.

A. Population and Demographics

Lodi is the fourth largest city in San Joaquin County, with a population of 63,395.[1] Between 1990 and 2000, the City of Lodi's population increased by 10.3 percent to 57,935, as shown in Table 4-1. Demographic shifts experienced during this same time period include an increase in percentage of children and 35- to 54-year-olds, and an increase in family size and non-family households, and a 76 percent increase in residents of Hispanic/Latino origin.[2]

Neighboring cities in San Joaquin experienced more dramatic population growth between 1990 and 2000, with the cities of Stockton and Tracy increasing 15.3 and 65.5percent, respectively. Between 2000 and 2006, the population of San Joaquin County increased by 19.4 percent, while the State of California increased by 7.6 percent.

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[1] California Department of Finance, E-1 City/County Population Estimates, 2007, http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/E-1text.asp, accessed on 8/16/07.

[2] Jones and Stokes Associated, Inc, June 12, 1991, *City of Lodi General Plan Policy Document: Housing Element.*

TABLE 4-1 **POPULATION AND HOUSEHOLD TRENDS IN LODI**

	1990	2000	2006
Population	51,874	57,935	62,828
Housing Units	19,676	21,442	23,000
Average Household Size	2.63 (3.43% vacant)	2.70 (3.4% vacant)	2.7 (3.21% vacant)
Single Family Units	12,999	14,468	16,273
Multi Family Units	6,178	6,475	6,262
Mobile Homes	499	499	465

Source: California Department of Finance Population Estimates, http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E5/E5-91-00/documents/E-5.xls, accessed on August 7, 2007.

The City of Lodi adopted a Growth Management Ordinance (GMO) in 1991 (Ordinance 1521, 1991). The intent of the GMO is to regulate growth in order that General Plan policies can be achieved, to ensure the adequate provision of public services and facilities, and to promote increased housing options for all segments of the population. The GMO limits the number of approved residential units to reflect a 2 percent yearly population growth.[4] This does not apply to senior housing, commercial and industrial projects, on-site replacement housing, or projects of four units or less.

B. Population Projections

There are several methods for projecting population growth. Table 4-2 shows three population projections for the City of Lodi. The first column represents projections based on Lodi's historic 1 percent growth rate, and the last column shows

[4] Cotton/Bridges Associates, 2004, *City of Lodi 2003-2009 Housing Element,* October 20.

projections based on Lodi's maximum growth rate of 2 percent. The middle column depicts the average of these projections, calculated at a 1.5 percent growth rate.

The sphere plan and related development projections in this MSR utilize the 1.5 percent growth rate, as it provides a middle ground between Lodi's historic growth rate and the maximum growth rate allowed by the General Plan. Assuming a 1.5 percent growth rate, the City population will reach 71,414 by 2015, and 82,879 by the end of the eighteen-year sphere in 2025.

C. Development Projections

This section provides an overview of projected development to accommodate growth in Lodi. Further detail related to development projections is provided in Chapter 2.

1. Recent Annexations (Eight-year Sphere Horizon)

Proposed development of the Reynold's Ranch, Westside and SW Gateway project areas includes residential, commercial, and industrial development.

TABLE 4-2 **COMPARATIVE POPULATION PROJECTIONS**

Year	Estimated Population (1% Historic Growth Rate)	Estimated Population (1.5% Growth Rate)	Estimated Population at (2% Maximum Growth Rate)
2007	63,395	63,395	63,395
2010	65,316	66,291	67,275
2015	68,648	71,414	74,277
2020	72,149	76,933	82,008
2025	75,830	82,879	90,544
2030	79,698	89,284	99,968

These project areas are expected to accommodate population growth in Lodi between 2007 and 2015.

Development of the Reynold's Ranch project site will induce population and housing growth, as it entails the conversion of existing agricultural land to urban uses. However, the initial phase of the project will emphasize retail and office development which will not substantially increase population. No displacement of housing will result from this development. The development of Reynolds Ranch project site would result in up to 1,084 units at buildout.

The land use designation for the Westside and SW Gateway project sites (including the 12 additional parcels discussed in Chapter 1) under the General Plan is Planned Residential (PR). The PR land use designation allows for single-family detached and attached homes, secondary residential units, multifamily residential units, parks, open space, public and quasi-public uses, and other compatible uses. According to the General Plan, residential development in PR designated areas will maintain a mix of residential densities, with a goal of 65 percent low-density, 10 percent medium-density, and 25 percent high-density. The development of these project sites is projected to result in 2,000 units at buildout.

2. Sphere of Influence

As described in Chapter 2, the unincorporated areas of the existing SOI have the estimated capacity for 4,282 units, providing for a population of 11,560. The combined of these unincorporated areas and the recently annexed areas, is estimated at 7,366 units, which would provide for a net new population of 19,887.

D. Determination

The City of Lodi's General Plan, including the Growth Management Ordinance (GMO) discussed above, provides a framework for future growth within the City and its SOI. The GMO limits the number of approved residential units to reflect a 2 percent yearly population growth. Historically, the City has experienced 1 percent yearly population growth. The City's 2007 population is estimated at 63,395 by the department of finance. Assuming a middle ground growth rate of 1.5 percent growth rate, the City will reach 82,879 by 2025.

The existing SOI will provide for an estimated net new population of 19,887, increasing the City's total population to 83,282. Therefore, the existing SOI has adequate capacity to accommodate a population growth through 2025. The City's ability to provide adequate service to new developments will be ensured prior to approval of new developments, in accordance with existing City policies.

5 FINANCING CONSTRAINTS AND OPPORTUNITIES

This section of the MSR evaluates the funding mechanisms available for the provision of expanded services in the City of Lodi to meet future needs for fire, police, public services, water, wastewater and stormwater infrastructure, and electrical utilities. These fees and taxes ensure adequate service levels to meet needs of existing and projected population.

A. Impact Fees

The City of Lodi has negotiated Development Agreements for the last three major development projects, and will use the same process for future projects upon the developer's consent. These agreements are relevant to all projects in which landowners agree to contribute to costs of facilities and services, and the City agrees to provide service as required. The landowner's contribution to these facilities and services is assessed by the City through Development Impact Mitigation Fees (Development Fees), which ensure that new development pays its fair share of capital improvement costs for public facilities and utilities needed to support additional growth. Development Fees are collected on a per acre basis, using Residential Acre Equivalents (RAE).

General Plan policies require the City to collect development fees for water, wastewater, drainage, and school development fees for all new residential, commercial, office, and industrial development sufficient to fund required system-wide improvements (Land Use and Growth Management Element, Goal J: Policy 2 and Goal I: Policy 7). Development fees are also collected from all new development for capital improvements and equipment for fire and police protection (Health and Safety Element, Goal C: Policy 10 and Goal D: Policy 7).[1]

New developments that are consistent with the Circulation Element of the General Plan are required to pay their fair share of traffic impact fees and/or charges. In addition, developments that generates more traffic than assumed by the Circulation Element are required to prepare traffic studies and fund to any additional capital improvements identified by the study (Circulation Element Goal A; Policy 5).

The City also requires that new developments pay school impact fees, or fulfill other commitments or obligations to the LUSD as authorized by AB2969, resolu-

[1] Jones and Stokes Associated, Inc, 1991, *City of Lodi General Plan Policy Document,* June 12.

tion of the LUSD Board of Education (Land Use and Growth Management Element).

B. Tax Assessment

Previous to the passing of Proposition 13 in 1978, property taxes were the main source of local government revenue and were subject to adjustment based on local government needs. Proposition 13 reduced property taxes by approximately 50 percent and gave the State of California the power to allocate funds gained from taxes.

Proposition 98, which passed in 1988, mandated that a minimum funding level be maintained by the State of California, which led to the Educational Revenue Augmentation Fund (ERAF) property tax shift. EFAF transferred revenues from city, county and special districts to schools. Between 1993 and 2005, ERAF resulted in the transfer of $17.5 million from the City of Lodi to local schools.

The City of Lodi has a tax sharing agreement with San Joaquin County. This agreement addresses the adjustment of the allocation of property tax revenue between the City and County when a jurisdictional change occurs, such as annexation of unincorporated property into the City limits. The Agreement was most recently updated in June, 2005. The agreement specifies property tax sharing for additional land annexed into the City, with allocations being determined by detachment of fire districts. The City receives 20 percent of property taxes for annexations that involve detachment from fire district. Property tax for annexations that do not require detachment from fire districts are shared as follows:

- If the fire district was established before June 15, 1996, the City receives 20 percent and the County receives 80 percent.
- If the fire district was established between June 15, 1996 and June 15, 2003, the City receives 15 percent and the County receives 85 percent.
- If the fire district was established after June 15, 2003, the City receives 10 percent and the County receives 90 percent.[2]

The City of Lodi currently collects the following taxes:

[2] City of Lodi Council Communication, May 4, 2005, Agenda Item E-18: "Adopt a resolution approving Agreement for Property Tax Allocation…"

- Property Tax
- Sales and Use Tax
- Public Safety – Prop 172
- Transient Occupancy Tax
- Real Property Transfer Tax
- Business License Tax
- In-Lieu Sales Tax
- Waste Removal Franchise
- Industrial Waste Franchise
- In-Lieu Franchise (Electric, Sewer, Water, Refuse)

In 2006, these taxes contributed over $22.05 million dollars to the City's total revenue,[3] and are projected to provide for 70 percent of the General Fund for the 2007-2008 fiscal year.[4]

C. Connection and Usage Fees

In addition to impact fees and property taxes, Lodi receives funds for the on-going provision of water, wastewater, and electricity service through connection fees and usage fees. The Lodi Department of Finance reviews these fees on an annual basis to ensure that they reflect the appropriate levels necessary to provide adequate levels of water, wastewater, and electricity service. These fees are also discussed in Chapter 7, Rate Restructuring, of this MSR.

D. Mello-Roos Community Facilities Districts

The Mello-Roos Community Facilities Acts of 1982 was created in response to Proposition 13, which limited local agencies ability to fund needed improvements and services with property tax increases based on assessed property value. This act provides an alternative financing method by allowing local government agencies to establish Mello-Roos Community Facilities Districts (CFDs) to finance needed improvements and services. CFDs are typically created in undeveloped areas and

[3] City of Lodi Department of Finance, Revenue Summary, http://www.lodi.gov/finance/pdf/revsum.pdf, accessed on August 17, 2007.

[4] City of Lodi, 2007, 2007-20088 Financial Plan and Budget.

can finance streets, sewer systems, basic utility infrastructure, police and fire protection, schools, parks, libraries and other communities.[5]

Mello-Roos CFDs are requirement for approval of residential maps, and therefore will be created for Reynold's Ranch, Westside and SW Gateway project areas as well as future developments within the SOI. These comprehensive CFDs will be used as a revenue source to offset the cost of ongoing maintenance for public facilities, including those for police, fire, parks/recreation, and public works.

E. Opportunities

The following are opportunities to increase financial support for municipal services through various taxes were identified in *Financial Challenges in Providing Local Services*, May 2006 and conversations with City staff[6].

- The City of Lodi's Transient Occupancy Tax (TOT) is nearly four percent lower than the State average of 10 percent. Increasing the TOT by three percent would generate an estimated $176,000 in additional annual revenue. This tax would be paid by hotel and motel customers, and thus would not be directly felt by Lodi residents.
- Utility User Taxes (UUTs) are imposed by cities on consumption of utilities, and are commonly used to fund municipal services. Cities that collect UUTs receive an average of 15 percent of their general funds from the collected revenue
- Additional sales tax revenue is anticipated with recently approved retail development, including that within the Reynold's Ranch project area.

F. Determination

The City of Lodi receives funds for the provision of public utilities and services through impact fees, property taxes, and connection and usage fees. These fees

[5] California Tax Data, www.mello-roos.com/pdf/mrpdf.pdf, accessed on October 9, 2007.

[6] Pirnejad, Peter, Planning Manager, City of Lodi. Personal communication with Isby Swick, DC&E, September 6, 2007.

apply to all land that is annexed into the City. The City's Department of Finance reviews these fee structures on an annual basis to ensure that they provide adequate financing to cover the provision of city services.

The City has adequate fee structures and planning processes to ensure that the fee structures remain sufficient to cover costs of required services, and thus no financial constraints to service provision have identified. The General Plan includes policies that require new development to pay its fair share capital improvement costs for water, wastewater, electricity, schools, fire protection, and police protection facilities and services. The cost of providing on-going services for annexed land is offset by the increased tax base provided by new development. Taxes, including property and sales tax, are expected to provide 70 percent of the City of Lodi's General Fund for the 2007-2008 fiscal year.

6 COST AVOIDANCE OPPORTUNITIES

This chapter addresses methods that can be applied to minimize the cost of service provision for fire protection, law enforcement, public services, water, sewer and stormwater drainage, and electrical utilities, while still maintaining an adequate level of service.

A. Background

The City of Lodi provides fire and police protection, public services (transportation, libraries and schools), water, wastewater, stormwater drainage, and electricity service within the City. The City also provides limited services to areas outside the City boundaries. As property is annexed into the City, the City will extend their service areas to include annexed areas. The transfer of service from existing provider to the City of Lodi may be phased in order to reduce costs. This may increase overall cost to properties in the SOI, as residents and businesses in the SOI would be receiving access to additional services not currently provided. Service providers in the SOI are listed in Table 6-1.

Implementation of the City's General Plan and Growth Management Ordinance will ensure that no new development will be approved without demonstrating the required infrastructure to provide adequate levels of service is planned or in place. The cost of expanding infrastructure and services will be minimized when new development is able to connect to existing systems.

Additional cost avoidance opportunities are being pursued by the Lodi Electric Utility and the Lodi Fire Department, as follows:

- The Lodi Electric Utility is pursuing the potential to sell underutilized assets in order to increase its reserves. The City of Lodi 2007-2008 Budget expects that 9 acres of underutilized land will be sold during the 2007-2008 fiscal year. The potential sale of the City of Lodi's interest

TABLE 6-1 **SUMMARY OF SERVICE PROVIDERS FOR LODI'S SOI**

Service Provided	Before Annexation	After Annexation
General Government	San Joaquin County	City of Lodi
Fire Protection	Woodbridge, Mokelumne, and Liberty Fire Protection Districts	Lodi Fire Department
Law Enforcement	San Joaquin County Sheriff's Department	Lodi Police Department
Schools	Lodi Unified School District (LUSD)	LUSD
Libraries		City of Lodi
Transportation	San Joaquin Regional Transit District (SJRTD)	City of Lodi, SJRTD
Water	Woodbridge Irrigation District	City of Lodi
Electrical Utilities	PG&E	Lodi Electric Utility

in the Roseville Combined Turbine Projects would reduce the Utility's operation and maintenance costs.[1]

- The City is currently studying the potential for consolidation and contraction with the five surrounding fire districts. The Lodi Fire Department Strategic Plan, 2005 identifies consolidation of fire districts as having the potential to reduce overhead costs, increase efficiency and spread cost of protection over a larger population area. The City has also had staff to staff discussions with the Woodbridge Fire District regarding possible contracting. This concept would involve Woodbridge Fire District contracting for fire services with the City. This concept has not been accepted at this time, but may be further pursued in the future.[2]

[1] City of Lodi, 2007, *2007-2008 Financial Plan and Budget*.

[2] Hatch, Randy, Community Development Director, City of Lodi. Email correspondence with Isby Swick, DC&E, August, 24, 2007.

B. Determination

As annexation occurs, duplication of costs will be avoided by ensuring that any services that will be provided by the City will be removed from County responsibility. As discussed above, the City's General Plan and Growth Management Ordinance ensure that new development plans and provides for the infrastructure and services necessary to provide for increased populations. Furthermore, the City does not approve new development unless required infrastructure to provide adequate levels of service is planned or in place.

As property is annexed into the City, the City will extend their service areas to include annexed areas. While this may increase overall cost to properties in the SOI, residents and businesses in annexed area receive a higher level of service and/or provision of services not available in unincorporated areas of the SOI. The City is exploring ways to reduce the cost of transferring service providers through phasing.

Measures to reduce the cost of service provision and provide adequate services include selling underutilized assets, consolidating service districts, and connecting new infrastructure to existing systems. The Lodi Electric Utility is pursuing the potential to sell underutilized assets, including land and interest in the Roseville Combined Turbine Projects. These sales would reduce operation and maintenance costs. The potential for consolidation and contraction with the five surrounding fire districts is also being explored by the City. Such actions have the potential to reduce overhead costs, increase efficiency and spread cost of protection over a larger population area.

7 RATE RESTRUCTURING

The purpose of this chapter is to determine the potential for minimizing the rates charged to customers for public services, while maintaining the same or better level of service. As discussed in Chapter 3, the City of Lodi funds its fire and police departments exclusively through the General Fund as opposed to a fee charged for usage of the service. Thus, these services are not included in the discussion below.

A. Water and Wastewater

Annexed properties are provided by the City with water and wastewater services. As discussed in Chapter 5 of this MSR, development fees fund the capital improvements needed to connect new developments to the City's water and wastewater infrastructure. Service charges are collected by the City to pay for ongoing services. Fixed rates are established for single-family and multi-family residential units, based on the number of bedrooms per unit. Flat rates for commercial and industrial customers are based on meter size.

The City is installing water meters on un-metered properties in its service area. In accordance with California Assembly Bill 2572, the City must install water meters on all customer connections by 2025. Installation of meters will enable the City to charge water customers based on actual use, which is expected to result in a 15 percent reduction in water demand.[1]

As discussed in Chapter 3, PCE (Tetrachloroethylene) and TCE (Trichloroethylene) were detected in wells in north and central Lodi. The clean-up cost for this contamination is being covered by insurance company settlement payments, as well as increased water rates for 2006-2007 and 2007-2008.

B. Electricity

As of 2005, the Lodi Electrical Utility's cash reserve was depleted, as operation costs exceeded revenues. In response to these funding challenges, the Utility has implemented new programs that have been successful in rebuilding the cash reserve. In addition to streamlining operations, retiring under-utilized equipment, and establishing a policy for full cost recovery from developers for new facilities,

[1] RMC, 2006, *City of Lodi 2005 Urban Water Management Plan,* March.

the Utility implemented two programs related to rate restructuring. These programs are described below.

- The Utility will adopt an automatic Energy Cost Adjustment (ECA), which will account for the cost of energy above the base amount incorporated into the rates. The ECA offsets fluctuating energy costs by increasing or decreasing charges to customers based on actual energy costs. This means that customers will be charged more when energy costs rise, and receive credits when energy costs are lowered. The ECA is a revenue/cost neutral program that is similar to mechanisms used by other utilities. The adoption of the ECA is projected to eliminate need for base rate increases.

- Lodi City Council recently adopted a policy in 2006 that will reduce pressure to increase consumer rates and reduce the Utility's contribution to the General Fund. The new policy changes the fees for payment of in-lieu of taxes from 12 percent of gross income to a baseline, with an increased index for new customers.[2]

The Utility's current service rates are compared with PG&E rates in Table 7-1. The Utility's rates are lower than PG&E rates for residential, commercial, industrial and systems users. Based on this comparison, the Utility is providing adequate service to Lodi residents for rates that are fair and reasonable.

[2] City of Lodi, 2007, *2007-2008 Financial Plan and Budget*.

TABLE 7-1 **COMPARISON OF EXPECTED 2007 UTILITY RATES (CENT/KWH)**

	Residential	Commercial	Industrial	System
Lodi Electric Utility	15.76	13.58	8.55	13.35
PG&E	16.44	15.66	12.93	14.87
Lodi Utility rates as percent of PG&E rates	95.9%	86.7%	66.1%	89.8%

Source: Lechner, Rob, Lodi EUD. Personal communication with Peter Pirnejad, City of Lodi and Isby Swick, DC&E. November 5, 2007.

C. Determination

The City of Lodi sets rates and fees for water, wastewater and electricity. The City's Finance Department is responsible for reviewing, analyzing and evaluating financial policies and procedures. The installation of water meters and implementation and exploration of an Energy Cost Adjustment evidence the City's commitment to minimizing rates charged to customers for utilities and public services. In addition, the comparative electricity rates shown in Table 7-1 show that Lodi Electric Utility is charging fair and reasonable rates to customers.

The City reviews the fees it charges for water and wastewater on an annual basis to ensure that adequate services are provided in a cost effective manner. Currently, fixed rates for water and wastewater are established for single-family and multi-family residential units, and flat rates for commercial and industrial customers are based on meter size. Installation of water meters, in accordance with Assembly Bill 2572, will enable the City to charge water customers based on actual use, which is expected to result in a 15 percent reduction in water demand.[3] Increased water rates for 2006-2007 and 2007-2008 are helping to cover the cost of PCE/TCE contamination.

[3] RMC, 2006, *City of Lodi 2005 Urban Water Management Plan*, March.

8 OPPORTUNITIES FOR SHARED FACILITIES

Currently, the City of Lodi provides the appropriate level of fire protection, police, public services (schools, libraries, and transportation), water, sewer, stormwater, and energy in a cost effective manner within the City limits. In a few cases, the City provides services to areas outside the City limits. The Lodi Unified School District provides service to Lodi, North Stockton, and the unincorporated communities of Acampo, Clements, Lockeford, Victor and Woodbridge.

The focus of this section is to identify opportunities for reducing overall costs and improving services by sharing facilities and resources. The following outlines existing and potential opportunities for the City of Lodi to share facilities and resources.

A. Background

The City has already identified opportunities for reducing overall costs and/or meeting General Plan goals through sharing facilities with other agencies and establishing multi-use facilities.

1. Police Department Headquarters

The recently completed Police Facility located at 215 West Elm Street includes 51,000 square feet for police and jail services, and 8,000 square feet for future use by the San Joaquin County Superior Court.[1] The Lodi Police Department has occupied the facility since construction was completed in February, 2004. The San Joaquin County Superior Court is expected to occupy the facility by January, 2008.

2. Water Supply and Distribution

The City's contract with the Woodbridge Irrigation District (WID) to provide surface water to supplement groundwater supply will enable the City to meet future water demand using local sources. The 40-year contract, which was initiated in 2003, is for 6,000 acre-feet per year (AFY) of untreated surface water from the Mokelumne River. Under this agreement, the City can bank up to 18,000 acre-feet (AF) (or a three-year supply) of water. As discussed in Chapter 3, the City is currently exploring options for utilizing this water supply.

3. Wastewater Treatment

The City of Lodi has agreed to provide wastewater treatment services to Flag City, a county service area located 4 miles west of the City at the intersection of Highway

[1] City of Lodi Police Department, http://www.lodi.gov/police/index.htm, accessed on July 31, 2007.

12 and Interstate 5. Flag City currently has a secondary treatment facility that is in need of major upgrades. Under this agreement, service will be provided to area within the existing Flag City service district. Service provided to areas outside the existing Flag City service district will be subject to negotiations. Additional service to new development within the existing Flag City service district is subject to the review and comment by the City. Flag City must comply with a Discharge Permit issued by the City, and is not to exceed 0.19 million gallons per day (mgd) annual average wastewater volume. Wastewater volume may be increased to 0.21 mgd if a tax sharing agreement is negotiated with the City. Flag City will be responsible for the infrastructure costs to establish a connection to the wastewater treatment facility, and will pay capacity and administration charges to the City.[2]

4. Stormdrain System

The City has an agreement with the Woodbridge Irrigation District (WID) to release stormwater into the WID canal. This 40-year agreement, referred to as the Storm Drainage Discharge Agreement, allows the City to discharge a maximum of 160 cubic feet per second (cfs) in the summer and 40 cfs in the winter into the WID canal. The agreement also grants the City the right to modify existing Beckman and Shady Acres pump stations and to construct additional discharge points.

5. Combined Stormwater Basins and Parks

The City has six parks that provide recreational opportunities for the community in addition to serving as stormwater detention basins. Three additional parks/basins are planned for the City. Table 8-1 describes these existing and planned parks/basins in further detail.

B. Determination

The City of Lodi has existing and planned shared facilities, both within the City and through relationships with other service providers, including San Joaquin County. These shared facilities include the Lodi Police Department Headquarters that will house the San Joaquin County Superior Court, the City's contracts with the Woodbridge Irrigation District (WID) for surface water from the Mokelumne River and use of the WID canal for stormwater drainage, the City's agreement to provide wastewater treatment services to Flag City, and combination stormwater basins and parks.

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[2] Memorandum of Understanding, County Service Area No. 31- "Flag City" Domestic Waste Connection (A-07-234), March 27, 2007.

Multiple planning processes are in place to identify future opportunities for shared facilities that will improve levels of service in a cost effective manner, and contribute to meeting General Plan goals. These planning processes include the City's annual budgeting process; and planning processes for utilities (e.g. water services, wastewater services, electric utility) and for fire and law enforcement services.

TABLE 8-1 **SHARED DETENTION BASIN AND PARK FACILITIES**

	Description/ Park Amenities
Existing Park/Basin	
A-1, Kofu	Baseball fields, tennis and basketball courts, skate park, picnic area, restrooms
A-2, Beckman	Baseball and soccer fields, dog area, play area, picnic area, restrooms
B-1, Vinewood	Baseball and soccer fields, dog area, restrooms
B-2, Glaves	Baseball and soccer fields, play area, picnic area, restroom
D, Salas	Baseball and soccer fields, play area, picnic area, restroom
E, Peterson	Baseball and soccer fields, inline hockey, tennis and basket-ball courts, play area, picnic area, restroom
Planned Basins	
C, Pixley	Approved Community Park
F (at Kettleman)	
F (near Tokay)	
G, DeBenedetti	Approved Community Park

Source: City of Lodi Stormwater Management Program, 2003, Table 5-3; http://www.lodi.gov/parks_rec/PDF/FacilityLocations.pdf, accessed August 16, 2007.

9 GOVERNMENT STRUCTURE OPTIONS

This section considers the benefits and constraints of the Lodi government structure in regards to the provision of public services.

A. Background

The City has implemented successful mergers and continues to explore opportunities to work with other service providers. The Lodi Unified School District (LUSD) is an example of a successful merger. The district was created by the merging of 18 elementary districts and the Union High School District in 1996, using the old Lodi Union High School District boundaries that had been established in 1922. LUSD now employs over 3,000 people and has successfully obtained over $100,000,000 in State bond funds for construction and renovation of school facilities over the last 12 years.[1] As the district boundaries include all area within the City's SOI, annexation of parcels by the City will not significantly impact LUSD.

As discussed in Chapter 6, the City is studying the potential to provide contract services for the Woodbridge Fire District and employ all firefighters currently employed by Woodbridge Fire District, in order to enhance the level of service provided to areas currently in the Woodbridge Fire District.

The City of Lodi is run by an elected City Council that answers to the public through the ballot process. The structure of Lodi's government is discussed in further detail in Chapter 11. As the City annexes the properties discussed in this document, it will assume responsibility for providing a wide range of services to the annexed areas. In some cases, annexation will result in the availability of services that were not previously available.

B. Determination

Since the City of Lodi is an incorporated city, the City Council will make final decisions concerning fee structures and provision of services. As discussed in previous chapters, the City of Lodi reviews its fee structures on a regular basis. The City's General Plan also has numerous goals, objectives, policies and actions to ensure

[1] Lodi Unified School District, http://www.lodiusd.net/index.php?option=com_search&Itemid=5&searchword=district+map&submit=Search&searchphrase=all&ordering=newest, accessed August 28, 2007.

that adequate services are provided in a cost effective manner to accommodate new growth.

The City has demonstrated the ability to work with other service providers and districts to ensure that adequate services are provided in a cost effective manner. Efforts to ensure effective government structure for the provision of schools, fire protection, and water supply demonstrate the City's foresight to plan for future service needs as City boundaries expand due to annexations and population increases. Assuming the City continues to evaluate existing government structure and seek opportunities for improvement, no significant barriers are expected in regards to government structure during the five-year sphere horizon.

The City has implemented successful mergers and continues to explore opportunities to work with other service providers. Since the merging of 18 elementary school districts and the Union High School District in 1996 to form LUSD, the district has obtained over $100,000,000 in State bond funds for construction and renovation of school facilities. The City is currently exploring the potential to contract services for the Woodbridge Fire District. These efforts demonstrate the City's efforts to work with other districts to provide cost efficient, high level service within the City and its SOI.

10 EVALUATION OF MANAGEMENT EFFICIENCIES

Efficiently managed entities consistently implement plans to improve service quality while containing costs.[1] The purpose of this section is to evaluate the City of Lodi's functions, operations, and practices as they pertain to the ability of the City to provide quality services to meet current and future demand.

A. Background

The City of Lodi undertakes long-range planning programs to better plan and budget for needed improvements to services and facilities. For example, the City is currently updating the General Plan, which will provide a baseline for other planning documents.

The Land Use and Growth Element and Health and Safety Element of the City's 1991 General Plan include implementation programs which outline schedules for service review, as summarized in Table 10-1. The timeframe for service reviews ranges from annual to every ten years.

The City's annual budgeting process is used to balances expenditures for provision of needed services with anticipated revenue. During this process, the City analyzes the need for City staffing, equipment and facilities for the following year, and department heads are encouraged to continually explore methods to minimize the cost for services while maintaining a high level of service. The annual budget is used as a planning tool by the City.

B. Determination

The update processes for the General Plan and the annual City Budget and regular service reviews will ensure that the City of Lodi continues to provide adequate levels of service in a cost-effective manner within its service area. The City is currently engaged in a General Plan Update process that will set baseline for other planning documents. The City's annual budgeting process balances service expenditures and analyzes the need for City staffing, equipment and facilities for the following year.

General Plan implementation programs outline schedules for review of capital improvement programs and fee ordinances for funding infrastructure improvements.

[1] San Joaquin LAFCo, 2007, *Policies and Procedures,* July.

Implementation programs also provide schedules for updating the City's Water Master Plan, Wastewater Management Plan, and Drainage Master Plan. Time-frames for service reviews ranges from annual to every ten years.

These long-term planning processes for the City of Lodi are contributed to by city departments and community input. The City will continue to use these processes to ensure management effectiveness, and to meet goals established by the General Plan.

TABLE 10-1 **SCHEDULE FOR SERVICE REVIEW**

Task	Responsibility	Time Frame
5-year capital improvement programs that identifies and sets priorities for water, wastewater, and drainage improvements	City Council Public Works Department	Annual
Water Master Plan Update	City Council Public Works Department	Every 5-10 years
Wastewater Management Plan Update	City Council Public Works Department	Every 5-10 years
Drainage Master Plan Update	City Council Public Works Department	Every 5-10 years
Review fee ordinance for funding needed for water, wastewater drainage, and other improvements	City Council Public Works Department	Every 5 years
Review of fee ordinance to provide funding for capital improvements and equipment for fire and police protection	City Council Fire Department Police Department Public Works Department	Periodic

Source: City of Lodi General Plan, Land Use and Growth Management Element and Health and Safety Element, 1991.

11 LOCAL ACCOUNTABILITY AND GOVERNANCE

This section assess the level of accountability provided by the City of Lodi to those it serves, focusing on the public accessibility and level of public participation offered in regards to the operation of the City.

A. Background

The City of Lodi was incorporated on December 6, 1906. The City of Lodi is a General Law city that operates under the City Council/City Manager form of municipal government with 458 employees budgeted for 2007-2008. This general law format allows for citizens to elect a governing body that will set policy, pass ordinances and resolutions, and approve fiscal spending.

The City of Lodi has five elected officials. The City Council consists of the Mayor (Mayor Pro Tempore) and three council members and is the City's governing body having primary responsibility for enacting legislation and policies. The City also has an elected City Treasurer. The Mayor is elected by fellow council members on an annual basis, and City Council Members are elected for four-year terms. However, there are no term limits for the Mayor or City Council Members. Regular City Council meetings are held on the first and third Wednesday of every month at 7:00 p.m. at the Carnegie Forum, located at 305 W. Pine Street. Council meetings are broadcast live on SJTV Channel 26 and rebroadcast the following Friday at 3:00 p.m. In addition to council meetings, informational sessions ("Shirtsleeve sessions") are held most Tuesdays at 7:00 a.m., also at Carnegie Forum.

The City Council appoints a seven member Planning Commission, of which each member serves a four-year term. Established by State law, the primary function of the Planning Commission is to ensure that proposed developments meet the City's environmental and technical standards. The Commission is responsible for holding public hearings that elicit public comment on development plans. The Commission meets the second and fourth Wednesday of every month at 7:00 p.m., also at the Carnegie Forum.

The City of Lodi has additional boards, commissions and committees that advise the City Council. Registered voters of San Joaquin County are invited by the City to apply for positions on boards, commissions and committees as they become available.

The official City Council meeting agenda is posted at least 72 hours before regular meetings and at least 24 hours before special meetings, according to Government

Codes SS54954.2 and 54956. The official City of Lodi posting location is at the Lodi Carnegie Forum, located at 305 W. Pine Street, where it is available to the public 24 hours a day. Additional posting locations include Lodi City Hall and the City Clerk's Office, both located at 221 W. Pine Street, and at the Lodi Public Library, located at 201 W. Locust Street. Agendas are also posted on the City's website.

City Council Guidelines allow for public comment during City Council meetings for both agenda and non-agenda items. However, public comment time for non-agenda items is limited to five minutes (Council Guideline #1). The pubic may contact the City Council via written correspondence, including e-email, or verbal correspondence (voice mail). Written correspondence sent to the any member of the City Council by a member of the public is forwarded to the Mayor, each Council Member, the City Manager, City Attorney, and any affected Department Heads (Council Guideline #2).

City Hall, the primary location for City administrative function, is located at 221 West Pine Street and is open from 8:00 a.m. to 5:00 p.m., Monday through Friday. The City provides its residents with information on City policy and upcoming opportunities for public involvement on its website an on SJTV Channel 26. In addition, residents are notified as required by law for public hearings.

The City prepares annual reports according to State and federal regulations on General Plan implementation process, water quality, growth (for the Department of Finance), and Community Development Block Grant (CDBG) implementation. These reports are available to the public for review and comment.

B. Determination

The City of Lodi is a General Law city that operates under the City Council/City Manager form of municipal government, and therefore residents of Lodi are offered a range of opportunities to oversee the activities of elected, appointed and paid representatives responsible for the provision of public services to the community through elections, publicized meetings and hearings, as well as through the reports completed in compliance with State and Federal reporting requirements. The City's website provides up-to-date public access to meeting agendas, service departments, documents for public review, and other resources. Annual City reports on General Plan implementation process, water quality, growth), and Com-

munity Development Block Grant (CDBG) implementation are also made available for public review and comment.

The City has five elected officials, including the mayor and four council members, and holds council meetings twice a month. Additional informal sessions are held every week. Council guidelines allow for limited public comment during City Council meetings. The resident-elected City Council appoints a Planning Commission, which ensures that proposed developments meet the City's environmental and technical standards. The Commission elicits public comment on development plans during Public Hearings held twice each month. Additional boards, commissions and committees advise the City Council.

12 REFERENCES

A. Documents

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C. GIS Data

GIS data was obtained from the City of Lodi.

DC&E supplemented GIS data provided by the City with necessary modifications to existing shapefiles and creation of new shapefiles.

D. Personal Communications

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Sandelin, Wally, Department of Public Works, City of Lodi. Personal communication with Isby Swick, DC&E, August 7, 2007.

Sandelin, Wally, Department of Public Works, City of Lodi. Written communication with Isby Swick, DC&E, September 24, 2007.

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RESOLUTION NO. P.C. 07-33

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LODI RECEIVING THE PROPOSED MUNICIPAL SERVICES REVIEW, AND RECOMMENDING THAT THE LODI CITY COUNCIL ACCEPT THE STUDY AND FORWARD IT TO THE SAN JOAQUIN LAFCO FOR ADOPTION.

WHEREAS, the Planning Commission of the City of Lodi has heretofore held a duly noticed public meeting to review the proposed Municipal Services Review; and

WHEREAS, The State of California 2000 Cortese-Knox-Hertzberg requires each Local Area Formation Commission (LAFCO) to prepare service reviews prior to establishing or updating Spheres of Influence (SOI); and

WHEREAS, the San Joaquin LAFCO has interpreted this ruling ***to*** be a burden of each individual city within the County; and

WHEREAS, the cities are therefore charged by the San Joaquin LAFCO to complete their respective MSR in time for the San Joaquin LAFCO ***to*** adopt their County Wide MSR prior to the end of the 2007 calendar year; and

WHEREAS, if cities fail to do so then it could affect their ability to amend their SOI and potentially annex new land into their corporate boundaries until they do; and

WHEREAS, The proposed MSR is required by State statues and San Joaquin LAFCO policies to demonstrate that the City's planning boundaries can adequately be served by various City services such as, Fire Protection and Emergency Medical Services, Law Enforcement, Water Supply and Treatment, Wastewater Collection and Treatment, Stormwater Drainage, Electrical Utility, and Public Services; and

WHEREAS, staff has represented to the Planning Commission that the proposed Municipal Services Review meets the state and LAFCO requirements

Based upon the evidence in the staff report and project file, the Planning Commission makes the following findings:

1. The proposed Municipal Services Review (MSR) is an informational document used for future actions that LAFCO or the City have not approved, adopted or funded, it is considered to be exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15262 of the CEQA Guidelines. A notice of exemption pursuant to CEQA will be prepared by LAFCO.
2. The MSR **is** consistent with the City General Plan and Zoning Ordinance

NOW, THEREFORE, BE IT DETERMINED AND RESOLVED by the Planning Commission of the City of Lodi hereby receives the proposed Municipal Services Review and recommends that the City Council accept this MSR and forward it to San Joaquin LAFCO for adoption.

I hereby certify that Resolution No. 07-33 was passed and adopted by the Planning Commission **of** the City of Lodi at a regular meeting held on October 24, 2007, by the following vote:

AYES: Commissioners: Cummins, Kirsten, Kiser, Kuehne, White and Chair Mattheis

NOES. Commissioners:

ABSENT: Commissioners: Hennecke

ATTEST: _____
Secretary, Planning Commission

RESOLUTION NO. 2007-235

A RESOLUTION OF THE LODI CITY COUNCIL ACCEPTING THE PROPOSED MUNICIPAL SERVICES REVIEW AND FORWARDING IT TO THE SAN JOAQUIN LOCAL AGENCY FORMATION COMMISSION FOR ADOPTION

==========

WHEREAS, the Lodi City Council has heretofore held a duly noticed public meeting to review the proposed Municipal Services Review (MSR): and

WHEREAS, the State of California 2000 Cortese-Knox-Hertzberg Act requires each Local Area Formation Commission (LAFCO) to prepare service reviews prior to establishing or updating spheres of influence (SOI); and

WHEREAS, the San Joaquin LAFCO has interpreted this ruling to be a requirement of each individual city within the County; and

WHEREAS, the cities are therefore charged by the San Joaquin LAFCO to complete their respective MSR in time for the San Joaquin LAFCO to adopt their countywide MSR prior to the end of the 2007 calendar year; and

WHEREAS, if a City fails to do so then it could affect that city's ability to amend its SOI and potentially affect the annexation of new land into its corporate boundaries until it does; and

WHEREAS, the proposed MSR is required by State statutes and San Joaquin LAFCO policies to demonstrate that the City's planning boundaries can adequately be served by various City services such as, fire protection and emergency medical services, law enforcement, water supply and treatment, wastewater collection and treatment, storm water drainage, electrical utility, and public services: and

WHEREAS, staff has determined that the proposed Municipal Services Review is an informational document that may be used for future actions of LAFCO or the City of Lodi and that the document meets State and LAFCO requirements: and

WHEREAS, the MSR is considered to **be** exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15262 of the QEQA Guidelines. A notice of exemption pursuant to CEQA will be filed by LAFCO.

WHEREAS, the MSR is consistent with the City's General Plan and Zoning Ordinance; and

WHEREAS, the Planning Commission reviewed and considered the MSR on October 24, 2007, and recommended that the City Council accept it and forward it to LAFCO.

NOW, THEREFORE, BE IT RESOLVED that the Lodi City Council hereby accepts the MSR and directs that it be forwarded to San Joaquin LAFCO for adoption.

Dated: November 21,2007

==========

I hereby certify that Resolution 2007-235 was passed and adopted by the Lodi City Council in a regular meeting held on November 21, 2007, by the following vote:

AYES: COUNCIL MEMBERS – Hansen, Hitchcock, Katzakian, Mounce, and Mayor Johnson

NOES: COUNCIL MEMBERS – None

ABSENT: COUNCIL MEMBERS – None

ABSTAIN: COUNCIL MEMBERS – None

RANDI JOHL
City Clerk

MUNICIPAL SERVICES REVIEW

City of Lodi | *November 21, 2007*

BACKGROUND

State Law

- The 2000 Cortese-Knox-Hertzberg Act requires each LAFCO to prepare/update MSRs every five years in conjunction with, or prior to, Sphere of Influence (SOI) Plan reviews and updates.
- MSRs are required to demonstrate that a City's planning boundaries can adequately be served by various City services.

San Joaquin LAFCo

- Requires each city to prepare a MSR and SOI Plan prior to the end of this calendar year.

SPHERE OF INFLUENCE PLAN

- Assuming a 1.5% population growth rate, the SOI makes the following projections:
  - Lodi City limits are expected to reach capacity in 2015
  - Lodi's SOI is expected to provide for projected population through 2025
- As required by State law, the SOI Plans also makes four written determinations regarding:
  - Present and planned land uses.
  - Present and probable need for public facilities and services.
  - Present capacity of pubic facilities and adequacy of public services.
  - Existence of any social or economic communities of interest.

MUNICIPAL SERVICE REVIEW

- MSRs are required to make nine written determinations:
  - Infrastructure Needs and Deficiencies
  - Growth and Population Projections for the Affected Area
  - Financing Constraints and Opportunities
  - Cost Avoidance Opportunities
  - Opportunities for Rate Restructuring
  - Opportunities for Shared Facilities
  - Government Structure Options
  - Evaluation of Management Efficiencies
  - Local Accountability and Governance

SERVICES REVIEWED

- The MSR reviews infrastructure needs and deficiencies for the following services:
  - Fire Protection and Emergency Medical Services
  - Law Enforcement
  - Water Supply and Treatment
  - Wastewater Collection and Treatment
  - Stormwater Drainage
  - Electrical Utility
  - Public Services (Schools, Libraries, Transportation)

MSR KEY DETERMINATIONS

- Existing policies ensure that new developments are not approved until adequate water supply is assured.
- Adequate services for recently annexed areas and areas within the SOI will be met by expanded service provision, including new infrastructure
- Funding for additional services will be generated by:
  - the expanded tax base that results from new development
  - the continuation of Community Facilities Districts (for operations)
  - and development fees (for capital costs).