COUNCIL COMMUNICATION

TO: THE CITY COUNCIL
FROM: THE CITY MANAGER'S OFFICE

COUNCIL MEETING DATE:
JANUARY 13, 1988

SUBJECT: PRESENTATION BY RON BASS, PROJECT MANAGER, JONES AND STOKES ASSOCIATES, INC., REGARDING THE FINAL RECOMMENDATION OF THE MAYOR'S TASK FORCE ON MEASURE A AND THE PROPOSED GROWTH MANAGEMENT PLAN

In July 1987 the Mayor's Task Force on Measure "A", the "Green Belt Initiative", recommended that the updated Lodi General Plan contain a Growth Management Program. Mr. Ron Bass, Jones and Stokes Associates, Inc., who served as the Project Manager for the Task Force, will present the Committees recommendation.

The Planning Commission and City Council are requested to provide the Staff direction on how to proceed with the recommendation.

James B. Schroeder
Community Development Director

JBS:jj

COUNCO24
TXTA.02D

NOTICE OF ADJOURNED MEETING OF THE LODI CITY COUNCIL
AND THE LODI PLANNING CCMMISSION
TO REVIEW THE FINAL RECOMMEMDATION
OF THE
MAYOR'S TASK FORCE ON MEASURE A
INCLUDING A PROPOSED GRGWTH MANAGEMENT PLAN

The Lodi City Council and the todi Planning Commission will hold an Adjourned Joint Meeting on Wednesday, January 13, 1988 in the Council Chambers of City Half, 2nd Floor, 221 West Pine Street, Lodi, California at 7:30 p.m.

The purpose of this meeting will be to review the final recommendation of the Mayor's Task Force on Measure A including a proposed Growth Management Plan. A presentation regarding the document will be made by Mr. Ron Bass of Jones and Stokes Associates, Inc., who are the City's consultants in this matter.

Information regarding this matter may be obtained in the office of the City Clerk, 221 West Pine Street, Lodi, or by telephoning (209) 333-6702

Date January 5, 1988

Alice M. Reimche
Alice M. Reimche
City Clerk

CITY OF LODI
CALIFORNIA

FINAL RECOMMENDATION

OF THE MAYOR'S TASK FORCE

ON MEASURE A

A GROWTH MANAGEMENT PROGRAM FOR LODI

Prepared for:

The Mayor's Task Force
on
Measure "A"

Prepared by:

Jones & Stokes Associates, Inc.
1725 - 23rd Street, Suite 100
Sacramento, CA 95818
Ron Bass, Project Manager

July 1987

A GROWTH MANAGEMENT PROGRAM FOR LODI

This document constitutes a growth management element of the Lodi General Plan. Under Section 65303 of the California Government Code, in addition to the seven mandatory elements, a city may adopt optional elements to its general plan. The growth management element is such an optional element. Optional elements must be consistent with the remainder of the general plan and, once adopted, have the same legal effect as mandatory elements.

The growth management element consists of introduction and background; statements of goals and policies; and an implementation program.

I. Introduction and Background

Importance of Agricultural Land in Lodi

Lodi is an agriculturally important area of California's Central Valley. Agricultural land is the predominant land use surrounding the city with grapes being the key crop (see Figure 1). Agriculture contributes an important part of Lodi's economy and provides residents with scenic resources immediately adjacent to the city limits.

Growth Control Prior to Measure A

Prior to August 25, 1981, the City of Lodi managed urban growth by the allocation of storm drainage capacity. A limited number of drainage retention basins and collection facilities were designated in the General Plan. The capacity of the drainage system served as a limitation on the number of housing units and other urban uses that could be developed. As new growth was proposed, additional drainage facilities were added to the plan.

Adoption of Measure A

Measure A, approved by the voters of Lodi on August 25, 1981 and adopted on September 1, 1981, is an ordinance which amended the land use element of the City General Plan by removing from the Land Use Element any land that is not within the corporate limits of the city. The ordinance effectively eliminated the city's planned urban growth area. The intent of Measure A is to preserve and protect agricultural land, preserve

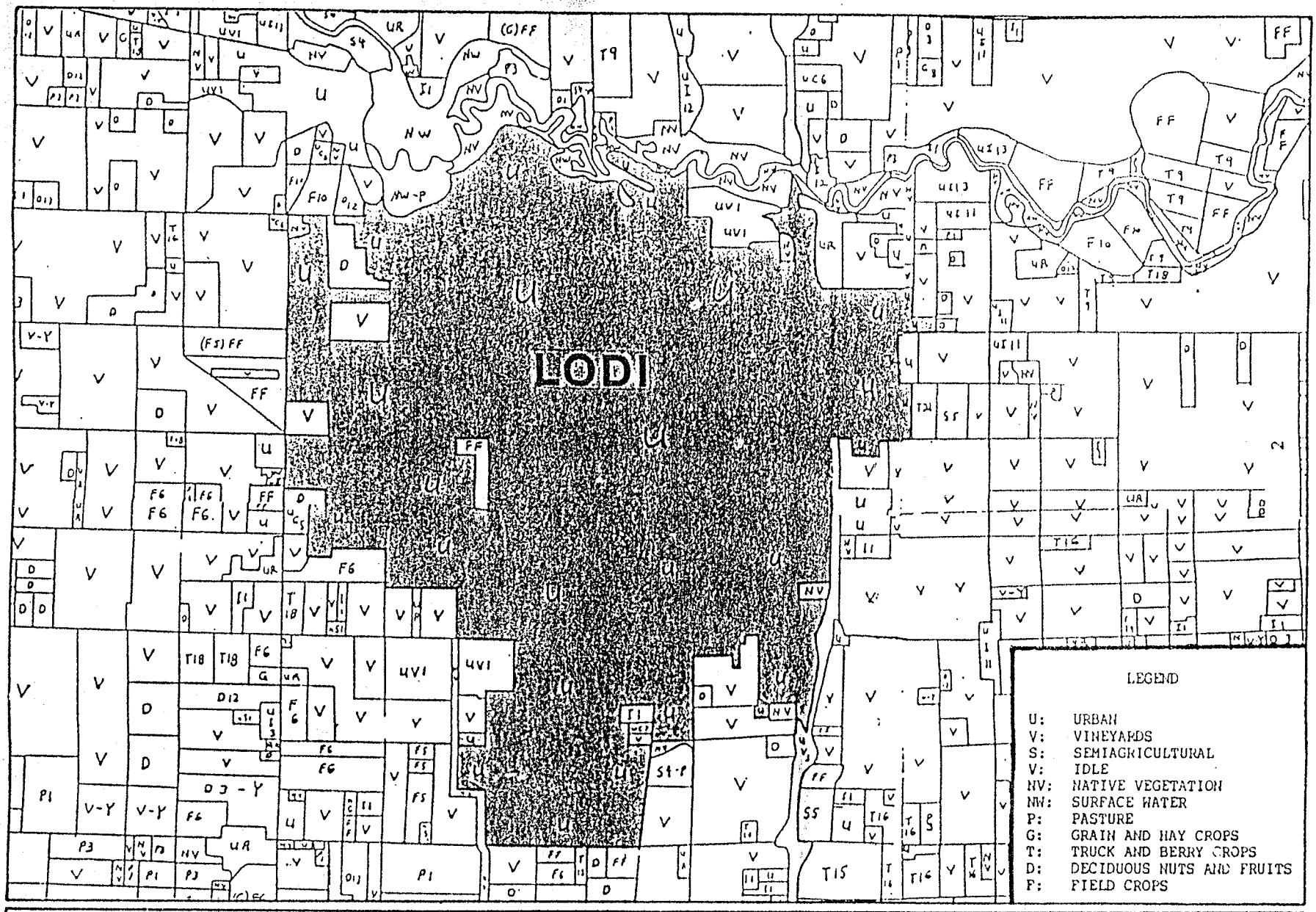


FIGURE 1. AGRICULTURAL ACTIVITY IN THE LODI VICINITY

Source: State Department of Water Resources

the scenic resources of the area, grotect wildlife habitats and natural resources, and to maintain the small-city character of Lodi within the designated Greenbelt.

The boundaries of the Greenbelt lie between the outer limits of the incorporated city and the outer limits of the adopted sphere of influence. See Figure 2.

Measure A includes the following restrictions: Nonagricultural development lying immediately adjacent to the designated Greenbelt area is permitted only after the City Council has determined that such development would not interfere with productive agricultural activities or that an adequate buffer zone is implemented to ensure productive use of agricultural land. In addition, no land within the Greenbelt can be annexed to the city without an amendment to the city's Land Use Element of the General Plan and approval by the majority of the people voting in a city-wide election.

Land Use Decisions Under Measure A

Since 1970, Lodi has annexed approximately 1,660 acres of land to the city. The enactment of Measure A in 1981 significantly slowed the pace of annexations to the city. Table 1 shows the annual annexations to the city since 1970.

In addition to slowing the pace of annexations, Measure A has had a significant effect on the types of projects for which land has been annexed. Generally, the voters have turned down single-family residential projects. Since Measure "A," only one such project has been approved. The only other residential project to be approved was a senior/adult housing project. Table 2 shows the projects presented to the voters between 1982 and 1987 and the results of the elections.

Challenge to Measure A

On November 25, 1985, a committee known as Lodians In Favor of Free Enterprise (LIFE) challenged Measure A, requesting a court order that the City of Lodi cease administering and enforcing the measure. The petition alleged that the following legal deficiencies existed in Measure A:

- Measure A interferes with state annexation laws.
- Measure A is an unreasonable exercise of police power.
- The enactment of Measure A causes the General Plan to become invalid.
- Measure A does not provide for Lodi to meet its fair share of regional housing needs.

-LEGEND-

AREA REMOVED FROM THE LODI GENERAL PLAN *(8125181)* DUE TO THE ADOPTION OF MEASURE A

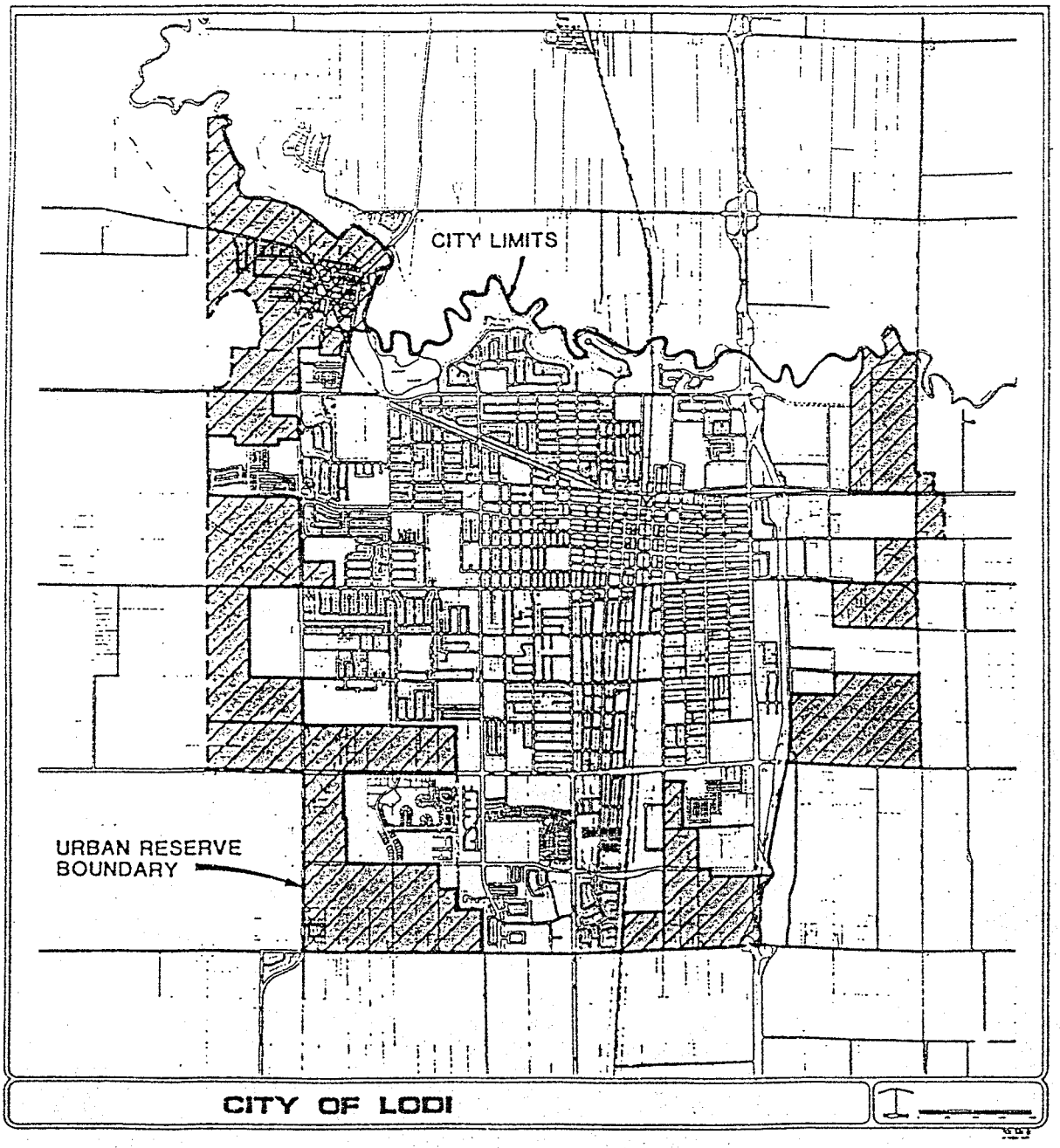


FIGURE 2. CITY OF LODI **URBAN** GROWTH BGUNDARY

Source: City of Lodi, Community Development Department 1981; Jones & Stokes Associates, Inc. 1986.

Table 1. **Annual Annexations *to* Lodi Since 1970**

Year	Number *of* Annexations	Total Acres Annexed
1970	6	154.05
1971	2	80.25
1972	5	73.61
1973	7	58.54
1974	6	151.34
1975	4	107.2
1976	2	54.8
1977	3	70.61
1978	2	98.9
1979	3	152.38
1980	5	225.44
1981	5	169.63
Measure A Enacted		
1982	-0-	-0-
1983	-0-	-0-
1984	1	110.00[1]
1985	2	83.76
1986	1	2.196
1987	2	67.9
Total	56	1,660.06

[1] Noncontiguous public land (wastewater treatment plant and drainage basin)--no vote was required.

Table 2. Election Results Under Measure A

Election Year	Project	Primary Proposed Land Use	Acres	Results of Election
1982	No proposed annexations	—	—	—
1983	Batch	Single-family residential	100.0	Disapproved
	Sunwest	Single-family residential	54.65	Disapproved
1984	Batch/Mills	Single-family residential	120.0	Disapproved
	Sunwest	Single-family residential	54.65	Approved
1985	Batch/Mills	Single-family residential	120.0	Disapproved
	Wine & Roses Country Inn	Bed and breakfast inn	2.196	Approved
	Maggio	Industrial	37.6	Disapproved
1986	Batch	Single-family residential	100.0	Disapproved
	Parkview Terrace (Mills)	Senior/adult housing	20.0	Approved
	Maggio	Industrial	37.6	Approved
	Towne Ranch	Single-family residential	78.3	Disapproved
	Johnson Ranch	Single-family residential	30.6	Disapproved

The Superior Court of California held that a city and its voters cannot interfere with the annexation process, which had been preempted by state law. The Court, therefore, crdered the city to terminate the administration and enforcement of Measure A.

The city is currently appealing the Superior Court's decision. Measure A is still in effect, however, and will be enfcrced by the city until the appeal is decided.

Creation of Task Force and Its Role

In April 1986, the mayor of Lodi convened a task force comprised of 10 citizens who represented a wide spectrum of viewpoints on Measure A. The charge to the Task Force was:

> "To study and recommend to the Lodi City Council, unanimously if possible, a solution or solutions that would guide and control growth with the intent to preserve and enhance the aesthetic and economic qualities of the City of Lodi."

To advise the task force in its work, the City retained the services of the planning firm of Jones & Stokes Associates of Sacramento. The task force has met monthly between May 1986 and July 1987 and, with advice from Jones & Stokes Associates, developed the growth management systems contained in the Element.

The Need for Growth Control

The citizens of Lodi believe that uncontrolled growth leads to the following problems:

- o premature and unplanned conversion of agricultural land
- o interference with productive agricultural activities
- o stress on public services and facilities
- o traffic congestion
- o poorly designed development projects
- o imbalance in the types of housing and cost of housing produced

II. Goals and Policies

The goals of the citizens of Lodi in adopting this growth management element are:

Stable Growth Rate

Goal. Lodi shall maintain a stable growth rate that enables it to sustain the small-town quality of life that is characterized by:

- an agricultural economic base;
- cohesive, well-maintained residential neighborhoods;
- the ability of residents to live close to their places of work;
- ability of residents to travel from one side of town to the other without experiencing serious traffic congestion; and
- ability of public services to adequately serve new development.

Policy. It is the policy of the City of Lodi to grow at a rate not exceeding 2 percent per year. This Growth rate will be implemented through a residential development allocation system whereby a specified number of units of single-family and multi-family development is allocated each year.

Protection of Agricultural Land

Goal. Lodi shall encourage the preservation of agricultural activities surrounding the City.

Policies

Greenbelt. The City of Lodi shall maintain a continuous agricultural and open space Greenbelt around the urbanized part of the city to maintain and enhance the agricultural economy and aesthetic quality of Lodi. The location of that greenbelt shall be designated in the Land Use Element of the General Plan.

Viable Agriculture. Land use decisions and the approval of development projects shall be made to encourage the continuation of viable agricultural activity surrounding the city.

Utility Extensions. City sewer and water facilities shall not be extended to serve areas within the Greenbelt or beyond.

Right-to-Farm Ordinance. City of Lodi shall study and consider a "right-to-farm" ordinance by which agricultural land shall be protected from nuisance suits brought by surrounding land owners.

Implementation Program

Limitation on the Approval of New Development

Residential development projects of 5 units or greater, with the exception of senior citizen housing projects, shall be subject to the Lodi growth control program under which a limited number of housing allocations shall be approved each year. The number of housing units approved shall be determined in accordance with Table 3. Every year on June 1 the planning staff, with the approval of the Planning Commission, shall reevaluate and revise Table 1 to reflect current demographic assumptions based on state Department of Finance annual population statistics.

The city council shall only approve residential development projects for any fiscal year (July 1 - June 30) sufficient to accommodate the number of units in columns 6 and 8 of Table 3. Single-family and multi-family units shall be considered separately. Applications for approval and allocation of residential development projects shall be received between July 1 and October 1 each year. Projects shall be considered and allocations awarded by the council between July 1 and October I of the following year. The submittal of applications and review and consideration of projects shall be in accordance with the schedule shown in Figure 3.

Findings Required Prior to Approval of New Residential Development Projects

In addition to any other findings required by state law or local ordinance, the approval of residential development projects shall only be made if the following findings are made by the council:

- The project applicant has demonstrated a commitment to mitigating impacts to surrounding agricultural uses.
- The project is capable of being served adequately with public facilities and services, including:
  - sanitary sewers and collection facilities,
  - water for domestic use and fire suppression and ancillary facilities,
  - storm drainage basins and collection systems,
  - parks,
  - police protection, and

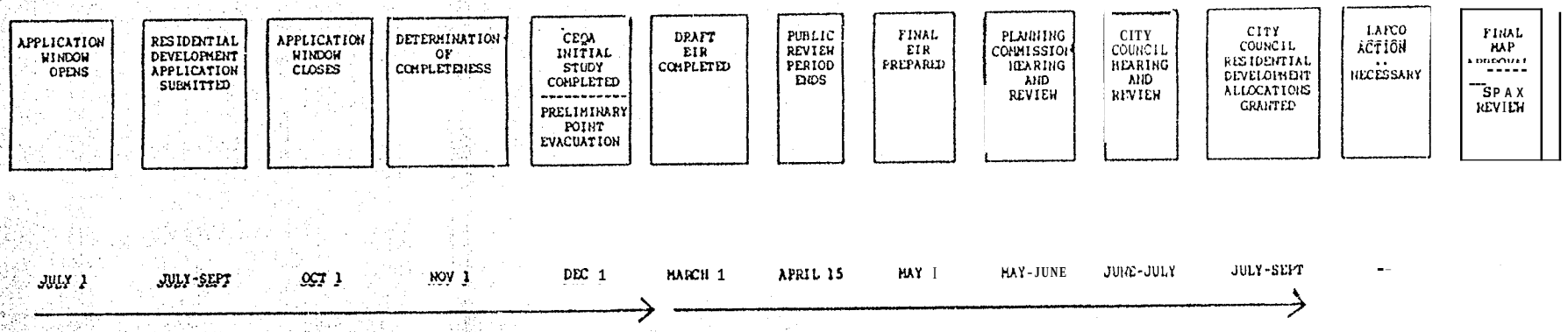
TABLE w

CITY OF LODI - GROWTH RATE ANALYSIS (2 PERCENT)

YEAR	1 POPULATION 2% GROWTH	2 POPULATION DIFFERENCE	3 TOTAL UNITS/a	4 TOTAL UNITS/ YEAR	5 TOTAL SINGLE-FAMILY UNITS/b	6 TOTAL SINGLE-FAMILY UNITS/YEAR	7 TOTAL MULTI-FAMILY UNITS/c	8 TOTAL MULTI-FAMILY UNITS/YEAR	9 SINGLE-FAMILY ACRES NEEDED/d	10 TOTAL SINGLE-FAMILY ACRES NEEDED/YEAR	11 MULTI-FAMILY ACRES NEEDED/e	12 TOTAL MULTI-FAMILY ACRES NEEDED/YEAR	13 TOTAL ACREAGE NEEOEO
1987	45,794												
1988	46,710	916	359	359	233	233	126	126	47	47	10	10	57
1989	47,644	[illegible]	[illegible]	366	472	238	254	128	14	48	21	11	115
1990	48,597	2,803	1,099	374	714	243	385	131	143	49	32	11	175
1991	49,569	3,775	1,480	381	962	248	518	133	192	50	43	11	236
1992	50,560	1,766	1,869	389	1,215	253	654	136	243	51	55	11	298
1993	51,571	5,777	2,266	397	1,473	258	793	139	295	52	66	12	361
1994	52,603	6,809	2,670	404	1,736	263	935	142	347	53	78	12	425
1995	53,655	7,861	3,083	413	2,004	268	1,079	144	401	54	90	12	491
1996	54,728	8,934	3,504	421	2,277	274	1,226	147	455	55	102	12	558
1997	55,823	10,029	3,933	429	2,556	279	1,376	150	511	56	115	13	626
1998	56,939	11,145	4,371	438	2,841	285	1,530	153	568	51	127	13	696
1999	58,078	12,284	4,817	447	3,131	290	1,686	156	626	58	141	13	767
2000	59,239	13,445	5,273	456	3,427	296	1,845	159	605	59	154	13	839
2001	60,424	14,630	5,737	465	3,729	302	2,008	163	146	60	167	14	913
2002	61,633	15,839	6,211	474	4,037	308	2,174	166	807	62	181	14	989
2003	62,865	17,071	6,695	483	4,352	314	2,343	169	870	63	195	14	1,066
2004	64,123	18,329	7,188	493	4,672	320	2,516	173	934	64	210	14	1,144
2005	65,405	19,611	7,691	503	4,999	327	2,692	176	1,000	65	224	15	1,224
2006	66,713	20,919	8,204	513	5,332	333	2,871	180	1,066	67	239	15	1,306
2007	68,047	22,253	8,727	523	5,672	340	3,054	183	1,134	68	255	15	1,389

a Assumes 2.55 persons per unit (State Department of Finance January 1987 estimates).
b Based on 65 percent split.
c Based on 35 percent split.
d Based on 5 dwelling units per acre.
e Based on 12 dwelling units per acre.

FIGURE 3. SCHEDULE FOR PROCESSING RESIDENTIAL DEVELOPMENT ALLOCATIONS



- fire protection.

- That Traffic and Circulation System is Adequate to Serve the Proposed Project. The City of Lodi shall maintain adequate traffic flow and circulation of the city roadway network. Level of Service C or above shall be considered adequate (see Appendix A for definitions of the level of service C).

Multiple Year Applications

Applicants shall specify in their application(s) for residential development project approval. the year(s) for which they are seeking allocation. The City Council may grant up to three future year allocations as a part of a single project. Those future allocations shall, however, be subtracted from the number of allocations available to applicants in applicable future years.

III. Project Evaluation and Scoring

To aid the City Council in implementing the goals and policies stated above, the City of Lodi shall include a point evaluation and scoring system by which each project application for of a new housing project shall be given a point rating pursuant to the criteria stated below. A preliminary point evaluation shall be made during the preparation of the Initial Study required of the California Environmental Quality Act. Points shall also be assigned during the preparation of the Environmental Impact Report or Negative Declaration process and shall be included in those documents. In preparing such environmental documents, the city shall include sufficient information to enable city staff and other appropriate departments to make the point assignments required by this growth management system. Scores given for each issue evaluated above shall be clearly stated in a summary in the Draft EIR or proposed Negative Declaration. Scores may be revised in response to public review and any changes shall be identified in the Final EIR.

Criteria

(The evaluation criteria listed below have been developed to be consistent with current city policies and state laws.)

	Score
A. Agricultural Sand Conflicts	
1. Project does not require conversion of agricultural land	10
2. Project is adjacent to agricultural land on one side	7
3. Project is adjacent to agricultural land on two sides	5
4. Project is adjacent to agricultural land on three sides	3
5. Project is surrounded by agricultural land	0
B. Onsite Agricultural Land Mitigation	
1. Project needs no agricultural land mitigation	10
2. Adequate onsite buffer has been provided as a part of site layout for all adjacent agricultural land	7
3. Onsite buffer provided as a part of site layout for only part of project	5
4. No buffer between project and adjacent agricultural land	0
C. Relationship to Public Services	
1. General Location	
a. Project abuts existing development on four sides	10
b. Project abuts existing development on three sides	7
c. Project abuts existing development on two sides	5
d. Project abuts existing development on one side	3

e. Project is surrounded by undeveloped land 0

2. Sewer

a. Project is located adjacent to existing city sewer main trunk line 10

b. Project is within 0.25-mile of existing city sewer main trunk line 5

c. Project is more than 0.25-mile from existing city sewer main trunk line 0

3. Water

a. Project is located aajacent to existing city water mains 10

b. Project is located within 0.25-mile of existing city water mains 5

c. Project is located more than 0.25-mile from existing city water mains 0

4. Drainage

a. Project is located adjacent to city storm drainage collector lines 10

b. Project is located within 0.25-mile of city storm drainage collector lines 5

c. Project is located more than 0.25-mile from city storm drainage collector lines 0

D. Promotion of Open Space

Points shall be awarded on the basis of the percentage of coverage of the total loss of project area by roof area or paved areas on-site (exclusive of streets).

20% or less	10 points
304 or less	8 points
40% or less	6 points
50%	4 points
60%	2 points
70% or greater	0 points

Project owner shall submit an analysis of the percentage of impervious surface of the site

E. Traffic and Circulation: Level. of Service

Points will be awarded depending on the level of service on major thoroughfares serving the project as computed during weekday peak hour. Computation shall include traffic resulting from the project

All thoroughfares operating at LOS A	10
All thoroughfares operating at LOS B or better	8
All thoroughfares operating at LOS C or better	6
All thoroughfares operating at LOS D or better	4
All thoroughfares operating at LOS E or better	2
All thoroughfares operating at LOS F	0

F. Traffic and Circulation: Improvements

1. Project can be served by the existing street system and will not contribute to the need for any offsite improvements within 0.25 mile of its boundaries.	10
2. Project will contribute to the need fox minor offsite improvements (less than $50,000) to mitigate potential impacts to a less-than-significant level.	7
3. Project will contribute to the need for major offsite improvements (greater than $50,000) to mitigate potential impacts to a less-than-significant level.	5
4. No offsite improvements are available to mitigate impacts to less than significant levels.	0

G. Housing

1. Low and Moderate Income Housing. A point credit will be awarded in accordance with the following schedule:

25% or more of units low and moderate	10
20%-24%	8
15%-19%	6
10%-14%	3
59-94	2
Less than 5% low and moderate or no low and moderate housing propcsed	0

H. Site Plan and Project Design — Bonus Points (These criteria shall only apply to multi-family projects).

1. Landscaping. (SPABC Committee shall evaluate and provide between 10 and 0 points.) **10**

2. Architectural Design. (SPARC Committee shall evaluate and provide between 10 and 0 points) (These criteria shall only apply to multi-family projects) 10

Findings Required Prior to Adoption of This Element

Prior to adoption of this Growth Management ELement and any implementing ordinances, the city council must make the findings required by the following provisions of state law:

- Government Code 65302,8
- Government Code 65863
- Evidence Code 669.5

The following page contains the full text of these code sections.

APPENDIX A
REQUIRED FINDINGS

GOVERNMENT CODE

§ 65863.6. Limitation on construction of housing units; consideration; findings

In carrying out the provisions of this chapter, each county and city shall consider the effect of ordinances adopted pursuant to this chapter on the housing needs of the region in which the local jurisdiction is situated and balance these needs against the public service needs of its residents and available fiscal and environmental resources. Any ordinance adopted pursuant to this chapter which, by its terms, limits the number of housing units which may be constructed on an annual basis shall contain findings as to the public health, safety, and welfare of the city or county to be promoted by the adoption of the ordinance which justify reducing the housing opportunities of the region.

(Formerly § 65663.5, added by Stats.1979, c. 947, p. 3269, § 1. Amended by Stats.1980, c. 823, p. 2591, § 2. Renumbered § 65863.6 and amended by Stats.1981, c. 714, § 193.)

GOVERNMENT CODE

65302.5. Adoption or amendment of general plan element operating to limit number of housing units; findings

If a county or city, including a charter city, adopts or amends a mandatory general plan element which operates to limit the number of housing units which may be constructed on an annual basis, such adoption or amendment shall contain findings which justify reducing the housing opportunities of the region. The findings shall include all of the following:

(a) A description of the city's or county's appropriate share of the regional need for housing.

(b) A description of the specific housing programs and activities being undertaken by the local jurisdiction to fulfill the requirements of subdivision (c) of Section 65302.

(c) A description of how the public health, safety, and welfare would be promoted by such adoption or amendment.

(d) The fiscal and environmental resources available to the local jurisdiction.

EVIDENCE CODE

§ 669.5. Ordinances limiting building permits or development of buildable lots for residential purposes: impact on supply of residential units: actions challenging validity

(a) Any ordinance enacted by the governing body of a city, county, or city and county which directly limits, by number, (1) the building permits that may be issued for residential construction or (2) the buildable lots which may be developed for residential purposes, is presumed to have an impact on the supply of residential units available in an area which includes territory outside the jurisdiction of such city, county, or city and county.

(b) With respect to any action which challenges the validity of such an ordinance, the city, county, or city and county enacting such ordinance shall bear the burden of proof that such ordinance is necessary for the protection of the public health, safety, or welfare of the population of such city, county, or city and county.

(c) This section does not apply to ordinances which (1) impose a moratorium, to protect the public health and safety, on residential construction for a specified period of time, if, under the terms of the ordinance, the moratorium will cease when the public health or safety is no longer jeopardized by such construction, or (2) create agricultural preserves under Chapter 7 (commencing with Section 51200) of Part 1 of Division 1 of Title 3 of the Government Code, or (3) restrict the number of buildable parcels by limiting the minimum size of buildable parcels within a zone or by designating lands within a zone for nonresidential uses.

(d) This section shall not apply to a voter approved ordinance adopted by referendum or initiative prior to the effective date of this section which (1) requires the city, county, or city and county to establish a population growth limit which represents its fair share of each year's statewide population growth, or (2) which sets a growth rate of no more than the average population growth rate experienced by the state as a whole.

LEVEL OF SERVICE	SIGNALIZED INTERSECTION	UNSIGNALIZED INTERSECTION
"A"	Uncongested operations, all queues clear in a single-signal cycle.	Little or no delay.
"B"	Uncongested operations, all queues clear in a single cycle.	Short traffic delays.
"C"	Light congestion, occasional backups on critical approaches.	Average traffic delays.
"D"	Significant congestion of critical approaches but intersection - functional. Cars required to wait through more than one cycle during short peaks. No long queues formed.	tong traffic delays.
"E"	Severe congestion with some long standing queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s) upstream of critical approach(es).	Very long traffic delays, failure, extreme congestion.
"F"	Total breakdown, stop-and-go operation.	Intersection blocked by external causes.