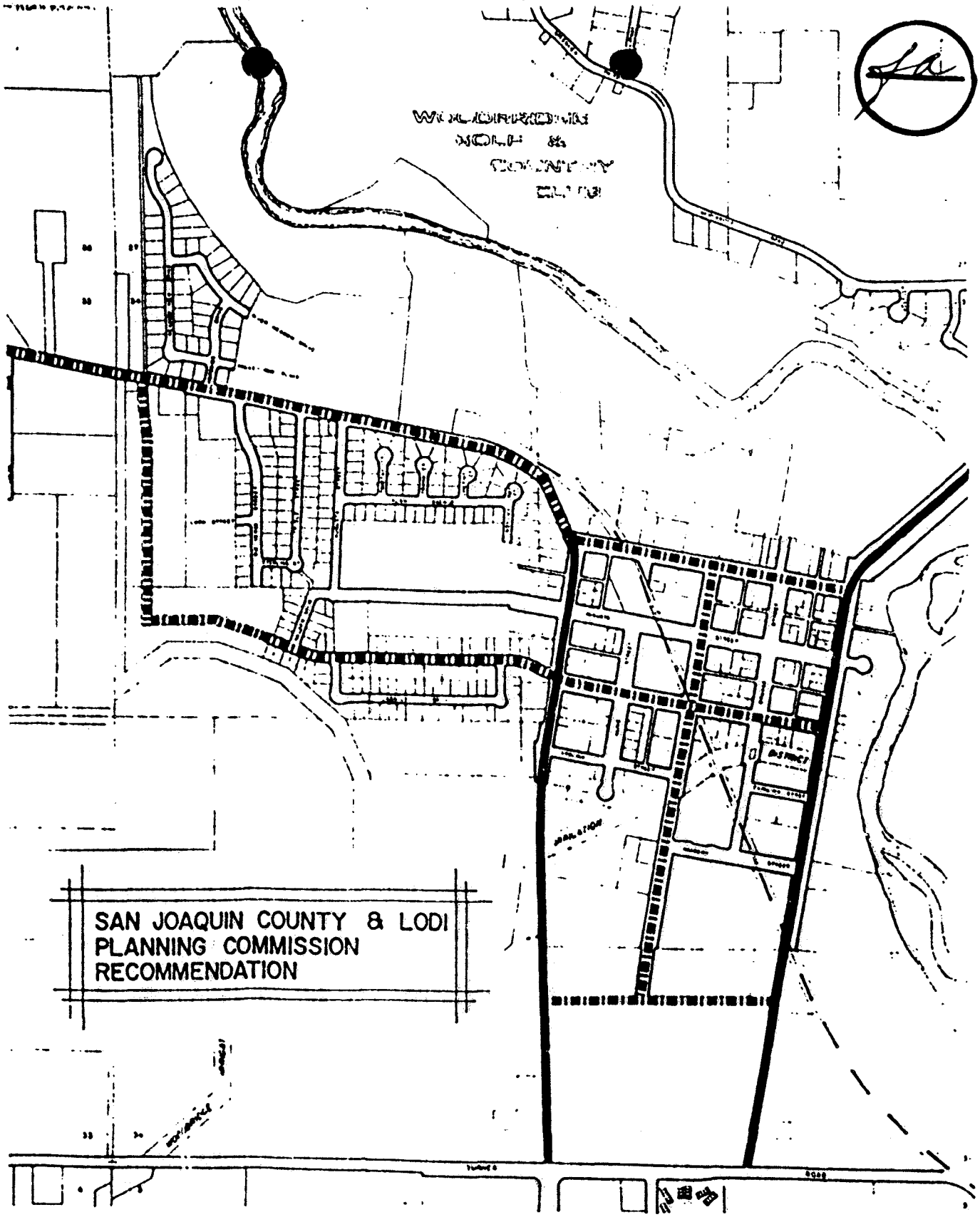
Agenda item f) PUBLIC HEARINGS - a) To consider the Woodbridge Circulation Plan (Amendment to the Circulation Element of the General Plan) was introduced by Mayor Reid who reminded the Council that the public portion of this hearing had been closed at the last meeting of the Council. Mayor Pro Tempore Murphy apprised the Council that inasmuch as he did not attend the last Council meeting, and had not heard the Public testimony, he would be abstaining from the discussion and vote on the matter.

ORD. AMENDING THE CIRCULATION ELEMENT OF THE GENERAL PLAN TO INCLUDE THE WOODBRIDGE CIRCULATION PLAN INTRODUCED

As requested, additional information had been given to the Council regarding the matter, and following a brief discussion, Council Member Pinkerton, moved for introduction of Ordinance No. 1282 - An Ordinance Amending the Circulation Element of the General Plan to include the Woodbridge Circulation Plan. The motion was seconded by Mayor Reid and carried by the following vote:

Ayes:	Council Members - Olson, Pinkerton, Snider, and Reid (Mayor)
Noes:	Council Members - None
Absent:	Council Members - None
Abstain:	Council Members - Murphy

ORD. NO. 1282 INTRODUCED



WOODBRIDGE CIRCULATION PLAN

LEGEND

MAJOR COLLECTOR (4 LANES)

MINOR COLLECTOR (2 LANES)

N

0 400

GP-82-2

Joint Staff Report
of City of Lodi and
San Joaquin County

MEETING OF PC: 9-30-82
PC: 7-29-82

GENERAL PLAN AMENDMENT
WOODBRIDGE CIRCULATION PLAN
GP-82-2, SAN JOAQUIN COUNTY
GPA-CU-82-1, CITY OF LODI

PURPOSE OF THE REPORT

- The purpose of this joint public hearing of the Planning Commissions of the City of Lodi and San Joaquin County is to correlate their actions regarding recommendations for adoption of a Woodbridge Circulation Plan.

BACKGROUND

- The older portion of Woodbridge has had 100' rights-of-way. Over the years, there has been piecemeal abandonment of portions of these rights-of-way. The current study is intended to determine the circulation needs of the entire town so that consistent actions may be taken with regard to road planning.
- The staffs of the City and County, with comments from the Woodbridge Community, have developed the attached three Circulation Plans. After adoption of a Circulation Plan, staffs will bring to the Commissions for public hearings: 1) a Specific Plan, an ordinance specifying street alignments and rights-of-way; and 2) a Road Abandonment Plan for abandonment of excess road rights-of-way.

PLANNING CRITERIA

- In developing the plans, many factors were considered:

1. Existing General Plan Map designations and policies
2. Existing land use
   a. School location
   b. Existing and future parks
   c. Existing commercial development
   d. Churches
   e. Approved tentative subdivision maps
   f. Existing locations of structures
   g. Existing rights-of-way
3. Existing street patterns
4. Public comments
5. City of Lodi comments
6. Railroad right-of-way
7. Utility locations
8. Historic buildings
9. Traffic movement

PLANNING CONSIDERATIONS

- On June 15, 1982, at Woodbridge School, staff held an informational meeting to discuss the Circulation Plan proposals.
- The 1980 population of Woodbridge was 1,750.
- Projected population is 5,750, based on the build-out of planned Woodbridge urban growth areas as shown on the County's General Plan.
- One alternative not mentioned, but of course possible, is the upgrading of the existing road system to attempt to handle projected traffic.
- The traffic projections were based on planned urban growth shown in the County's Land Use/Circulation Element to 1995, adopted April, 1976.
- There are two basic traffic patterns in the Woodbridge area: 1) through traffic along Lower Sacramento Road in the north and south directions; and 2) traffic movements from and to Lodi and Stockton for work and shopping purposes.
- Traffic projections for the years 1995-2000 show 24,000 ADT (Average Daily Traffic) entering and exiting the south limits of the community. The projections show 12,000 ADT entering and exiting the northerly limits of the community.
- All alternatives will handle projected traffic, but some alternatives will result in congestion of the traffic. And, of course, none of the alternatives will reduce overall projected traffic flow.
- Several alternatives will require construction or reconstruction of bridges. Costs vary, but $300,000 has been estimated as the cost for a four (4) lane bridge across the Woodbridge Irrigation Canal.
- With each alternative Circulation Plan, there are still special design problems that may call for minor adjustment in the final adopted Circulation Plan. An example of a special design problem is the curve at the intersection of Woodbridge Road, Mokelumne Street, and Chestnut Street. The precise alignment would be worked out at the time of the Specific Plan.
- Precise alignments of new road construction would be determined at the time of development approval.
- In making a determination between a two lane and a four lane road, the analysis includes: 1) traffic counts, 2) percentage of trucks, 3) width of travel lane, 4) speed of traffic, and 5) function of the road.
- The County Public Works Department has made an approximate estimation as to road construction cost. There are still too many unknown factors to be able to completely cost out the alternatives. Basically, Alternative "A" and "E" have equal monetary cost. Alternative "B" would probably be less than Alternatives "A" and "E," although possible reconstruction of the Lilac Street bridge to a four lane bridge would increase cost to just below the cost of Alternatives "A" or "E." Upgrading the existing patterns would also be almost equal to Alternative "B."
- The staff supports adequate road widths for both auto and bicycle traffic. Rights-of-way in the later Specific Plan will need to be adequate to support safe bicycle movements on collectors.
- Table 1, page 5, has been included to compare the improvements needed for each alternative.

- The circulation and transportation goals and policies of the San Joaquin County General Plan to 1995 are attached separately for your review and information.

CHARACTERISTICS OF THE ALTERNATIVES

- All three Alternatives "A," "B," and "E":

  . Reserve existing rights-of-way in the downtown area for possible future commercial projects.
  . Designate Mokelumne-Woodbridge Road (portions) and Lower Sacramento Road as major collectors.
  . Designate Lower Sacramento Road as a future four lane road.
  . Designate Indiana and Lilac Streets as minor collectors.
  . Would retain a 60' right-of-way on Augusta and Academy Streets.

- Alternative "A":

  . Realignment of Lower Sacramento Road with "S" curve.
  . Lower Sacramento Road would align with Lower Sacramento Road, south of Turner Road.
  . Extension of Chestnut Street, south to Turner Road, with a bridge over the canal.
  . Lilac Street connects to Lower Sacramento Road.
  . 24,000 ADT would be shared by Chestnut Street and Lower Sacramento Road, immediately north of Turner Road.
  . Improvement of the Woodbridge-Mokelumne Road curve.

- Alternative "B":

  . "S" curve would align with Lower Sacramento Road, south of Turner Road.
  . Chestnut Street would not extend to Turner Road and no bridge would be constructed.
  . Lilac Street connects to Lower Sacramento Road.
  . 24,000 ADT would all be carried on Lower Sacramento Road, immediately north of Turner Road.

- Alternative "E":

  . Present alignment of Lower Sacramento Road would be retained.
  . Extension of Chestnut Street, south to Turner Road, with a bridge over the canal.
  . Chestnut Street would align with Lower Sacramento Road, south of Turner Road.
  . New minor collector would connect Chestnut Street, Lilac Street, and Lower Sacramento Road.
  . 24,000 ADT would be shared by Chestnut Street and Lower Sacramento Road, immediately north of Turner Road.
  . Improvement of Woodbridge-Mokelumne Road curve.

REFERRALS AND REPLIES

- Lodi Unified School District - Our prircipal concerns center on three areas: 1) student safety, 2) the affect of roadway changes on Woodbridge School, and 3) the affect of proposed alignments and/or abandonments on school planning for the area. In summary, the District has no recommendation of the Circulation Plan Alternatives. We are confident that your Department, the Planning Commission and the Board of Supervisors will continue to be sensitive to the concerns of the District in this project. (The School District's letter is attached at the end of the Staff Report.)
- Local Health District - No comment.
- LAFCO - No response.
- Sheriff - No response.
- COG - No response.
- Woodbridge Fire District - No response.
- Woodbridge Irrigation District - No response.
- Woodbridge Sanitary District - No response.
- Lodi Cablevision - No response.
- Pacific Telephone and Telegraph - No response.
- Pacific Gas and Electric - No response.
- Southern Pacific Railroad - No response.

RECOMMENDATION

- Obviously, for the Circulation Plan to work, both the County and the City should adopt the same Alternative.
- The Commissions need to decide the best Circulation Plan for the future traffic flow for Woodbridge and other City and County residents, based on all available information.

* * * *

TABLE 1

MAJOR PROVISIONS OF ALTERNATIVE
WOODBRIDGE CIRCULATION PLANS

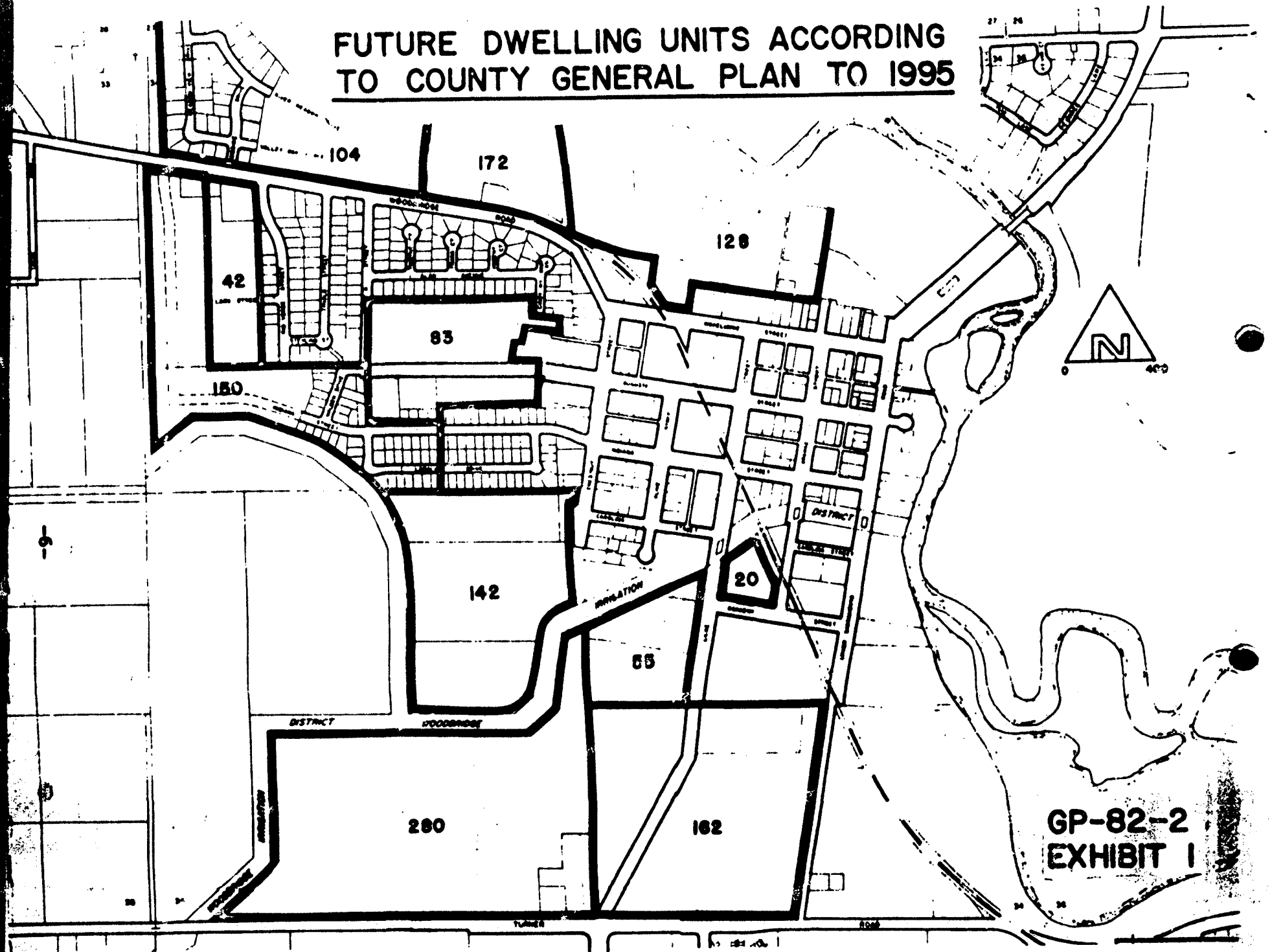
	LOWER SACRAMENTO		LILAC		CHESTNUT		McKELLUMNE (E. OF CHESTNUT)	E/W CONNECTOR	INTERSECTIONS AT TURNER ROAD		
	LANES	BRIDGE	LANES	BRIDGE	LANES	BRIDGE	LANES	LANES	CHESTNUT	LILAC	L. SAC.
EXISTING SITUATION	2	2 Lanes	2	2 Lanes	-	-	2	-		X	X
ALTERNATIVES Upgrade Existing Streets	4	Improve[1] or Reconstruct	2 or 4	Improve Reconstruct	-	-	4	-		X	X
A	4	Improve[1] or reconstruct	2[2]	-	4	Construct	2	2	X	X[3]	
B	4	Improve[1] or reconstruct	2[2]	Improve	-	-	4	-		X[3]	
E	4	Improve[1] or reconstruct	2	-	4	Construct	2	2	X		X

[1]Degree of improvements would be determined by final design.

[2]Large projected traffic volume may require improvements.

[3]As part of new Lower Sacramento Road alignment.

FUTURE DWELLING UNITS ACCORDING TO COUNTY GENERAL PLAN TO 1995



GP-82-2
EXHIBIT 1

NOTE: WHERE PROPOSED NUMBER OF DWELLING UNITS IS UNKNOWN, 5 UNITS PER ACRE HAVE BEEN ESTIMATED.

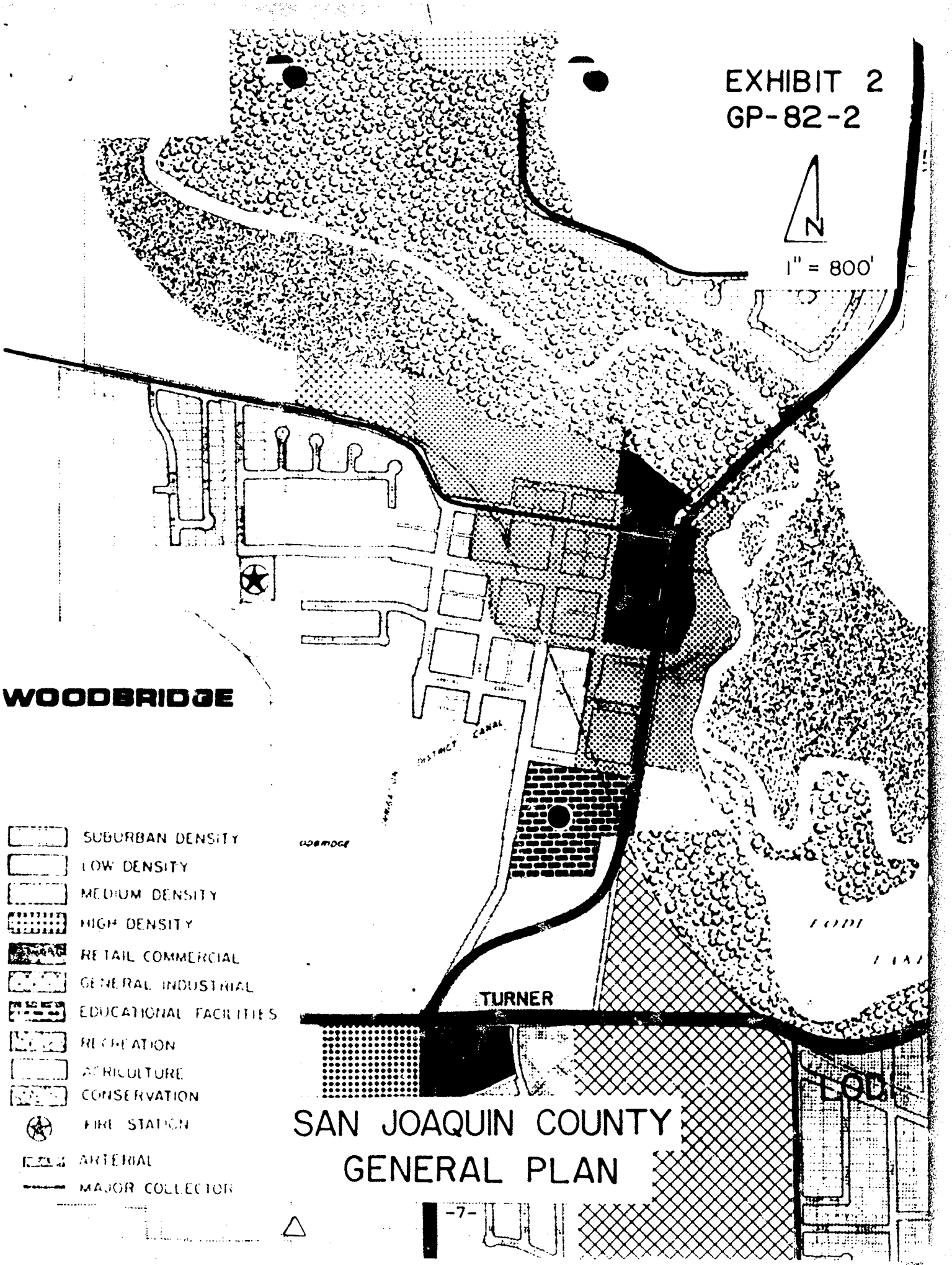
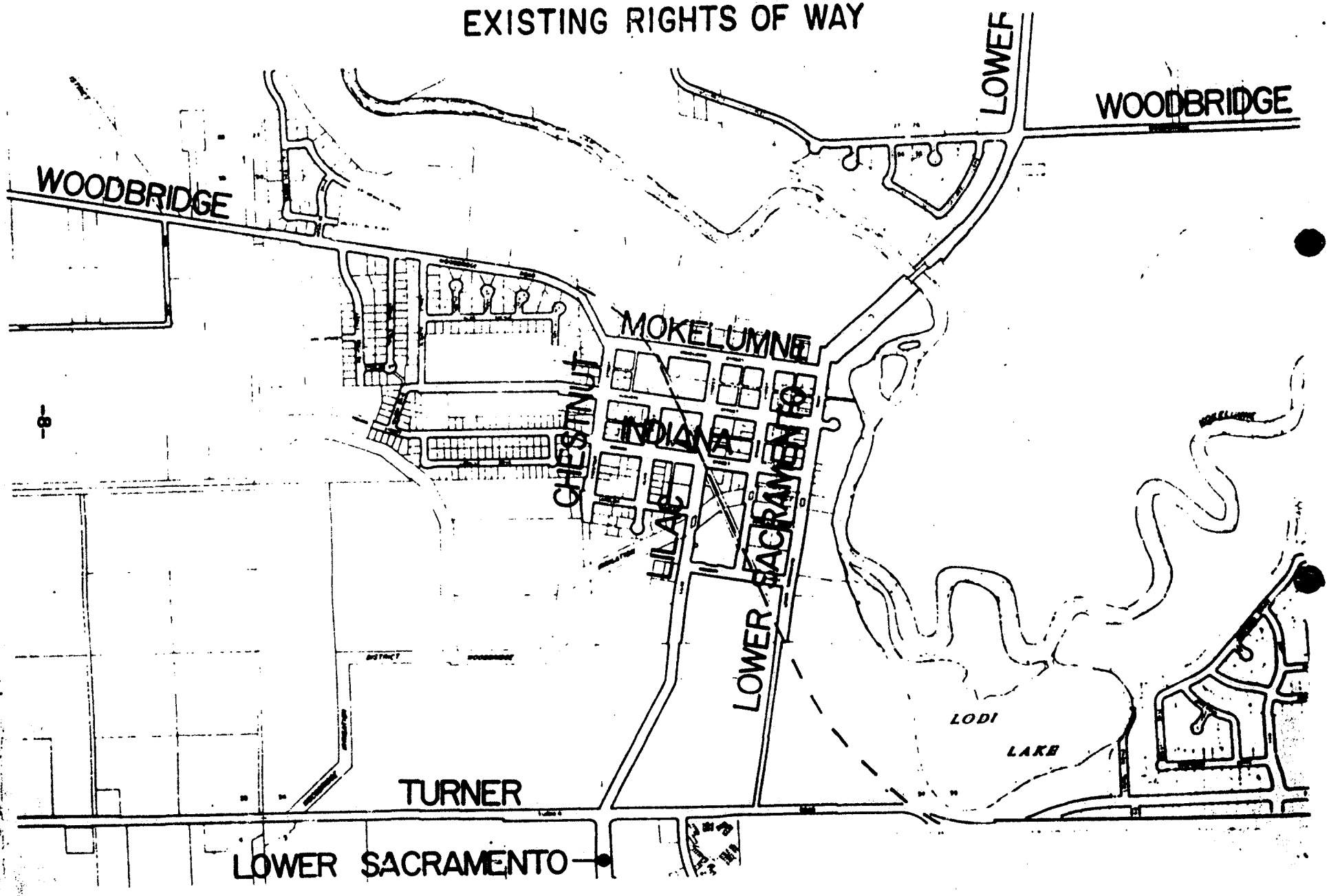


EXHIBIT 2
GP-82-2
N
1" = 800'
WOODBRIDGE
DISTRICT CANAL
TURNER
LODI
SUBURBAN DENSITY
LOW DENSITY
MEDIUM DENSITY
HIGH DENSITY
RETAIL COMMERCIAL
GENERAL INDUSTRIAL
EDUCATIONAL FACILITIES
RECREATION
AGRICULTURE
CONSERVATION
FIRE STATION
ARTERIAL
MAJOR COLLECTOR
SAN JOAQUIN COUNTY
GENERAL PLAN

GP-82-2
EXHIBIT 3

WOODBRIDGE

EXISTING RIGHTS OF WAY



WOODBRIDGE CIRCULATION PLAN A

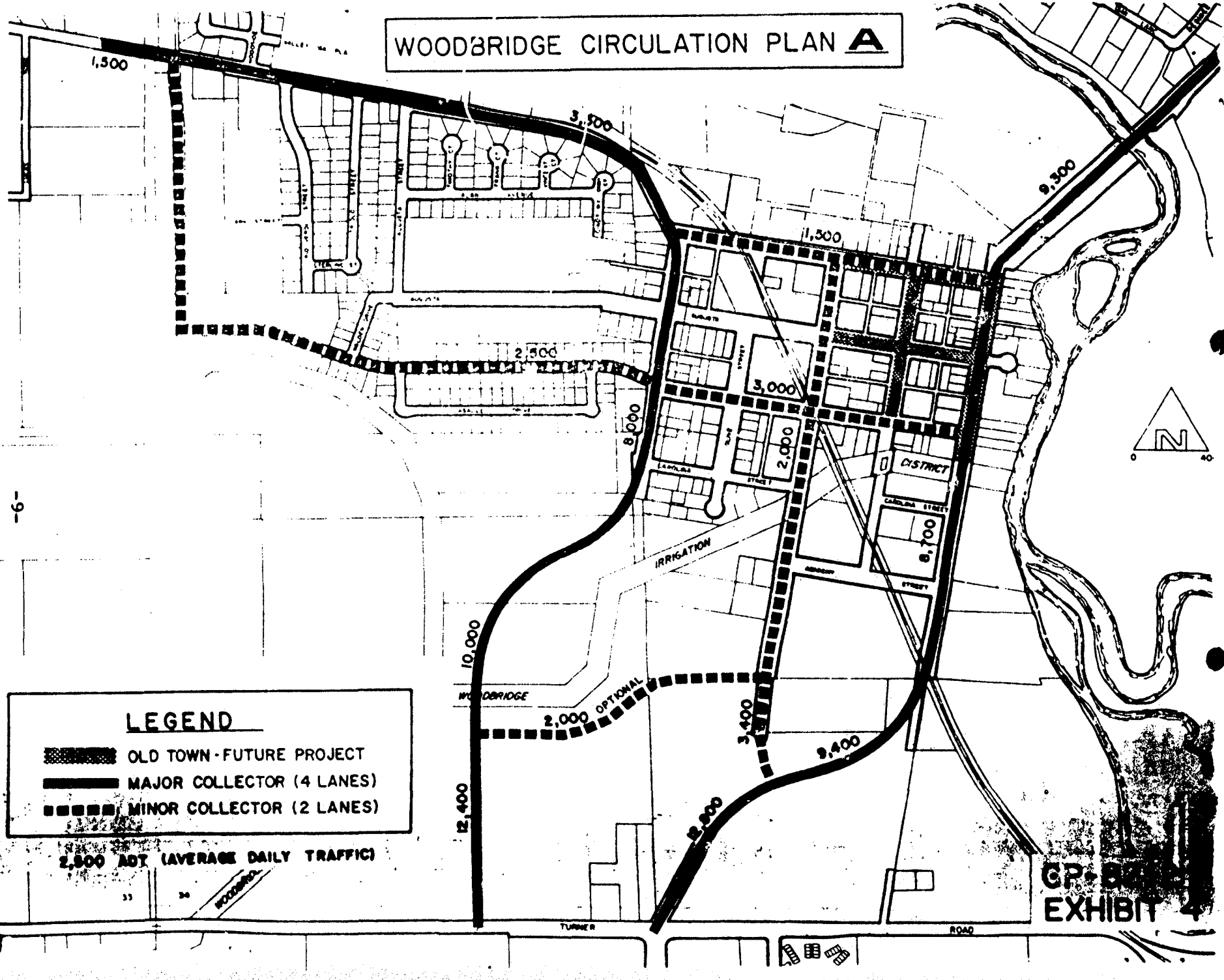
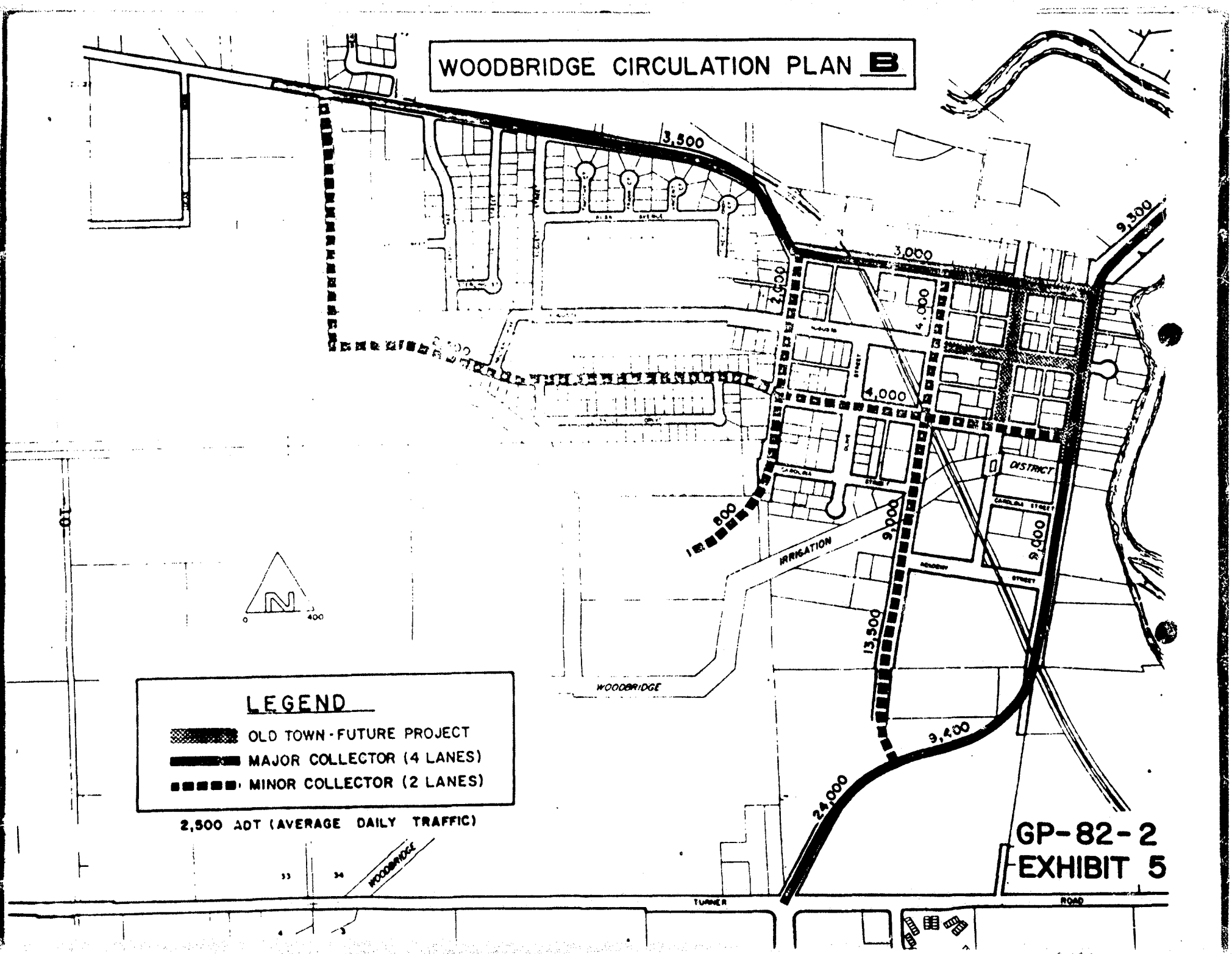
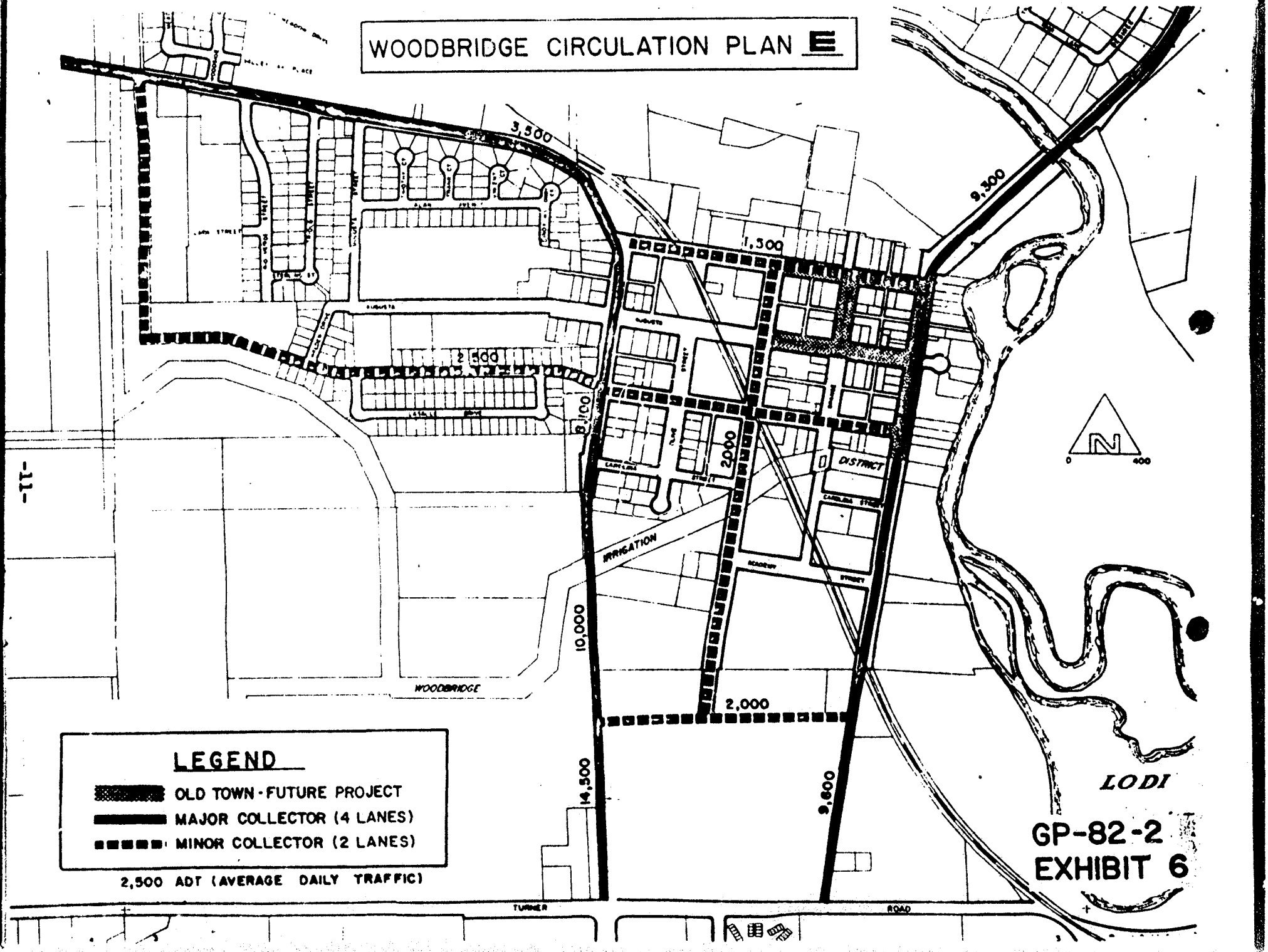


EXHIBIT 4


WOODBRIDGE CIRCULATION PLAN B
3,500
3,000
9,300
2,500
4,000
4,000
DISTRICT
800
9,000
9,000
IRRIGATION
13,500
WOODBRIDGE
9,400
24,000
LEGEND
OLD TOWN - FUTURE PROJECT
MAJOR COLLECTOR (4 LANES)
MINOR COLLECTOR (2 LANES)
2,500 ADT (AVERAGE DAILY TRAFFIC)
WOODBRIDGE
TURNER
ROAD
GP-82-2
EXHIBIT 5


WOODBRIDGE CIRCULATION PLAN E
3,500
9,300
1,300
2,500
8,100
2,000
DISTRICT
IRRIGATION
10,000
WOODBRIDGE
2,000
14,500
9,600
LODI
LEGEND
OLD TOWN - FUTURE PROJECT
MAJOR COLLECTOR (4 LANES)
MINOR COLLECTOR (2 LANES)
2,500 ADT (AVERAGE DAILY TRAFFIC)
TURNER
ROAD
0
400
GP-82-2
EXHIBIT 6

lodi unified school district

FACILITIES and PLANNING, 815 W. LOCKEFORD ST., LODI, CA. 95240 (209) 369-7411 - 466-0363

June 21, 1982

RECEIVED

JUN 24 1982

SAN JOAQUIN COUNTY
PLANNING DEPARTMENT

Mr. Jim Van Buren
San Joaquin County Planning Department
1810 East Hazelton Avenue
Stockton, California 95205

Dear Mr. Van Buren:

RE: GP 82-2 - Woodbridge Circulation Plan

Thank you for referring this amendment to Lodi Unified School District. Our principal concerns center on three areas: 1) student safety; 2) the affect of roadway changes on Woodbridge School; 3) the affect of proposed alignments and/or abandonments on school planning for the area.

Woodbridge School currently houses over 600 7th and 8th grade students on the 11.44 acre site. The attendance area is all of the City of Lodi west of State Route 99, north of Lodi Avenue, and the community of Woodbridge. At the present time approximately 200 students are bused with approximately remainder 350 walking or biking and approximately 50 arriving by automobile. Most of those walking or cycling use Main Street from Turner Road in the morning and the railroad right-of-way in the afternoon, with access to the school from the playyard on the east side. All three alternatives call for Main St./Lower Sacramento Road to be a major collector. This will present some increased risk to students crossing the roadway since it is our understanding that crossing/traffic controls would be unlikely. Controls at an intersection south of the school, as shown on Alternate E would probably be used in the morning with little usage anticipated in the afternoon. Relative to safe street crossing - is it necessary that Lower Sacramento Road/Main Street have four lanes with Alternates A and E assuming that the bulk of the projected traffic will use the Chestnut Street extension? Four lanes appear to be more reasonable with Alternate B, which also appears to be the least desirable from a student safety standpoint.

All three alternates are expected to result in increased noise levels; however, Alternate B is expected to have a greater impact on the school in this regard as traffic volumes on Lilac will be greater than with the other two alternatives, resulting in more noise closer to classrooms. The District will be unable to provide any sound attenuation, should the noise levels prove disturbing.

If Woodbridge School is to continue as a middle school it is imperative that we maintain as much "usable" property as possible, and, in fact we could use additional acreage. The District will be installing turf and irrigation in dry area north of the existing play field. Although the alignment of Lower Sacramento Road in Alternates A and B appears to miss school property, we understand that may not end up being the case after engineering studies are completed. Although property transfers between the County, the developer to the south, and the District

might be workable, we are concerned about configuration since ball diamonds, etc. have certain space requirements which are most satisfactorily met with square and rectangular configurations. Alternate E appears most desirable from this standpoint, particularly if the School were able to acquire the "cutoff" portion of Mr. Eilers' property. However, Alternate E surrounds the school with streets, three of which are collectors. Another difficulty presented by this Alternative is the District's inability, financially, to participate in street construction, assuming no significant on-site construction. This could delay indefinitely the full implementation of the Circulation Plan in the absence of other means to finance construction.

A final consideration is the future of the Woodbridge School facility and plans for future schools. In the absence of confirming data, it appears that an elementary school to serve this area will be necessary in the near future. The District is now facing the questions of whether or not to retain the Millswood Site for construction of a middle school and converting Woodbridge School to an elementary facility or expansion of or replacement of Woodbridge School to better meet middle school requirements and construction of a new elementary school in Woodbridge or south of Turner Road. The number of existing and projected unhoused students and the relativity of these numbers to State allowances will be significant determinants. These questions are pertinent to circulation as it relates to the function of Woodbridge School; possible construction at that site; and the possible location of an elementary school elsewhere in Woodbridge.

In summary, the District has no recommendation on the Circulation Plan Alternatives. We are confident that your Department, the Planning Commission and the Board of Supervisors will continue to be sensitive to the concerns of the District in this project. If we may be of any further assistance to you, please do not hesitate to call.

Sincerely,

Mary Joan Starr, AICP
Facility Planner

MJS/py

cc: Don Smith
City of Lodi - Rich Prima

Circulation and Transportation

The transportation system, which provides for the movement of people and goods, to, from, and within San Joaquin County is one of the frameworks upon which the physical, economic, and social character of the County is built. It is important that major transportation routes and facilities be planned well in advance of community development, so that they can unite the various activities proposed by the General Plan. The transportation system in San Joaquin County consists of the road and street network, public transit, bikeways, and airports, as well as the port and railroads.

Development of these facilities is based on the needs generated by future land use and represents the anticipated needs of each area when fully developed to the uses and densities proposed by the General Plan.

Issues

- Public transportation
- An improved road system?

Goal

- To achieve and maintain a safe, efficient, reliable, coordinated, and balanced multimodal transportation system serving the social and economic needs within San Joaquin County while promoting sound land utilization and minimizing adverse environmental impacts.

General Objectives

-To develop transportation systems which will meet the needs of all people in San Joaquin County.

-To reduce the dependency on one mode of transportation for the movement of people or goods.

-To design transportation systems which will benefit the environment and support the social and economic policies of the County.

-To coordinate land use and transportation planning in order to facilitate a viable transportation system.

General Principles

1. The impact of transportation programs upon social and economic groups shall be carefully analyzed to minimize inequities.

2. The transportation system shall provide for the needs of commercial and industrial development and shall be designed to stimulate their further growth.

3. Decisions regarding transportation systems shall protect natural resources and avoid or minimize adverse impacts on the environment. In planning, development, location or improvement of major transportation routes and facilities, noise impacts on existing or planned land uses should be carefully considered so that noise related land use conflicts are minimized.

4. The various transportation modes shall be correlated and complimentary to one another.

5. Land use policies that support the efficient and economical operation of existing or planned transportation facilities shall be followed.

6. The County shall coordinate transportation planning with other governmental agencies through the San Joaquin County Council of Governments.

ROADS AND STREETS

Objective

-To develop a road and street system that satisfies the needs in San Joaquin County for safe, efficient, and reliable vehicle movement of people and goods through and within the County.

ROADS AND STREETS principles

1. The road and street system shall be used to guide as well as accommodate land use and development within the County.

2. Planned land use and development adjacent to existing or proposed roads and streets shall consider and not detract from the primary function of the road facility.

3. In areas where public transit service is available or planned, transit requirements shall be a major consideration in all street and highway planning, design, construction, and improvements.

4. The need for adequate bikeways and pedestrian paths shall be considered in constructing or improving the road and street system.

5. All significant trip generators shall be served by roads of adequate capacity and design standards to provide reasonable and safe access by appropriate transportation modes with minimum delay.

6. Major streets and highways in urban areas should be planned and located so as not to break-up neighborhoods.

7. Streets in residential developments should provide a maximum division of pedestrian and vehicular traffic, be functionally designed, and conform with adequate safety standards.

8. Roads and streets in rural areas shall be planned and designed to adequately serve agricultural and recreational needs, without encouraging urban growth.

9. The location and class of trafficways will be determined by their function. The function will be determined by analyzing:

a. the location and type of land use served;
b. the distance to be traveled;
c. the desired speed of traffic;
d. the traffic volume to be accommodated;
e. the type of vehicles to be carried; and
f. the degree of interference with through movement created by abutting uses and intersections.

10. The functional classification definitions shall be a policy guide for designing the road facility and a guide in systematic and economical expenditure of public funds.

11. Wherever traffic volumes or potential hazards justify the expenditure:

a. Motor vehicle traffic shall be separated from pedestrian and bicycle movement.
b. Grade separations shall be provided at all intersections of major roads and major railroad crossings.
c. Intersections along major roads will be minimized.
d. The interference of abutting land uses with through traffic will be controlled.

12. Future road and street rights-of-way shall be protected from development through the adoption of specific plans.

13. Recreation routes in the Delta and in other areas of considerable scenic beauty and stopping points at scenic locations will be encouraged.

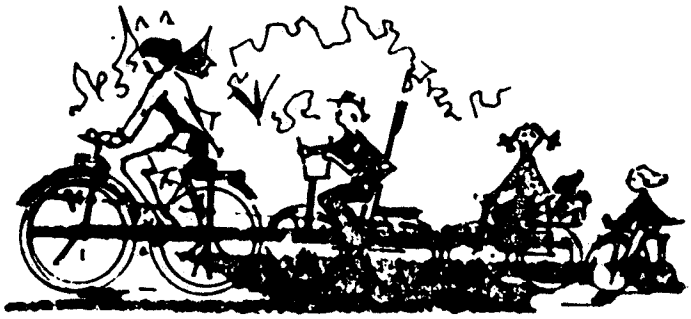
14. The value of Official Scenic Highways will be recognized and specific plans will be established for the purpose of protecting the scenic corridor and the vistas from the highways for the enjoyment of the general public.

BIKEWAYS

Objectives

+To develop a county-wide system of bicycle facilities that will provide a safe and convenient means of transportation for the user.

-To promote the use of bicycles as an alternative means of transportation.



BIKEWAYS principles

1. Bikeways shall be routed to provide reasonable access from residential areas to major bicycle traffic generators such as schools, recreation facilities, centers of employment, and shopping areas.

2. Bikeways shall provide connections between San Joaquin County cities, major recreation areas, and major bikeway systems in adjacent counties.

3. The bicycle system shall be designed to encourage its use and to minimize potential conflict between bicycles, motor vehicles, and pedestrians.

4. The provision of bikeways shall be considered in the review of new development areas and in the construction of parks and recreation areas.

5. Prior to abandonment, road, railroad, or other rights-of-way shall be assessed for possible use as a bikeway.