

COUNCIL COMMUNICATION

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TO: THE CITY COUNCIL COUNCIL MEETING DATE: MARCH 15, 1989  
FROM: THE CITY MANAGER'S OFFICE

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SUBJECT: CONSIDER PLANNING COMMISSION'S RECOMMENDATION ON THE OPTIONS ASSESSMENT REPORT, GENERAL PLAN UPDATE AS PREPARED BY JONES AND STOKES ASSOCIATES AND J. LAWRENCE MINTIER AND ASSOCIATES

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INDICATED ACTION: The City Council should conduct a public hearing to consider the recommendation of the Planning Commission that Option 2, as outlined in the Options Assessment Report, General Plan Update, as prepared by Jones and Stokes Associates and J. Lawrence Mintier and Associates be the preferred Option and that the 2% growth rate be based on population rather than dwelling units.

BACKGROUND INFORMATION: The General Plan Update Consultants presented the Options Assessment Report to the City Council and Planning Commission at a joint meeting at Hutchins Street Square on Wednesday, January 25, 1989. The Planning Commission's public hearing was conducted on February 27, 1989 with the above recommendation being made at the same session by a 4 to 2 vote.

After the preferred Option is selected by the City Council, the Consultants will complete the General Plan and Environmental Impact Report. This final step should take three to four months.

  
JAMES B. SCHROEDER  
Community Development Director

NOTICE OF PUBLIC HEARING

NOTICE OF CONTINUED PUBLIC HEARING BY THE CITY COUNCIL OF THE  
CITY OF LODI TO CONSIDER THE OPTIONS ASSESSMENT REPORT,  
GENERAL PLAN UPDATE

NOTICE IS HEREBY GIVEN that on Wednesday, March 22, 1989 at the hour of 7:30 pm., or as soon thereafter as the matter may be heard, the Lodi City Council will conduct a continued public hearing in the Council Chambers of the Lodi City Council at 221 West Pine Street, Lodi, California, to consider the Options Assessment Report, General Plan Update, as prepared by Jones and Stokes Associates and J. Laurence Mintier and Associates.

Information regarding this item may be obtained in the office of the Community Development Director at 221 West Pine Street, Lodi, California. All interested persons are invited to present their views and comments on this matter. Written-statements may be filed with the City Clerk at any time prior to the hearing scheduled herein and oral statements may be made at said hearing.

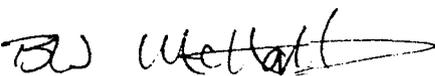
If you challenge the subject matter in court you may be limited to raising only those issues you or someone else raised at the Public Hearing described in this notice or in written correspondence delivered to the City Clerk, 221 West Pine Street, Lodi, California, at or prior to, the Public Hearing.

By Order Of the Lodi City Council :

  
Alice M. Reimche  
City Clerk

Dated: March 16, 1989

Approved as to form:

  
Bobby W. McNatt --  
City Attorney

NOTICE OF PUBLIC HEARING

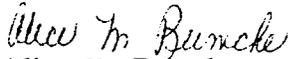
NOTICE OF PUBLIC HEARING BY THE CITY COUNCIL OF THE CITY OF LODI  
TO CONSIDER THE OPTIONS ASSESSMENT REPORT, GENERAL PLAN UPDATE

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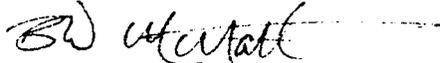
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By Order Of the Lodi City Council:

  
Alice M. Reimche  
City Clerk

Dated: March 1, 1989

Approved as to form:

  
Bobby W. McNatt  
City Attorney

1020 Bradford Circle  
Lodi, California 95240

RECEIVED

1989 MAR -9 AM 11:05

ALICE M. REIMCHE  
CITY CLERK  
CITY OF LODI

March 9, 1989

Honorable Mayor and  
Members of the Lodi City Council  
City Hall, 221 W. Pine St.  
Lodi, CA. 95241-1910

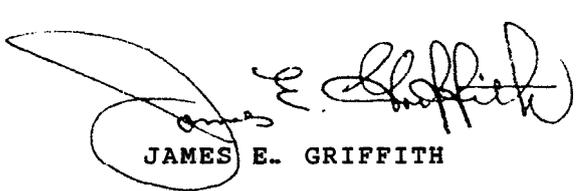
Mr. Mayor and Members of the Council:

At your March 15, 1989 meeting you will be reviewing the recommendations of the Lodi Planning Commission concerning the Options Assessment Report, General Plan Update, City of Lodi. The Planning Commission has recommended a Growth Management Policy of two (2) **percent per** year growth. I am not **as** concerned about the percentage of growth as much as I am about having a Growth Management **Policy** rather than Option 1 which is the current Proposition A.

By adopting a Growth Management Policy for the City of Lodi you will then have an opportunity to respond to the concerns of the voters of this city who are seeking control of the development of this community. Such a policy once approved by you would permit you to withdraw your appeal of the current judicial decision concerning Option 1. I know that I am not the first member of this community to suggest this to you but I want to add my voice to those others who would like to see the City of Lodi move forward rather than march in place.

I hope that you will take advantage of this opportunity to establish a Growth Management Policy for the City of Lodi which in turn will permit the city staff to move forward in accomplishing their responsibilities in planning for the development of this community.

Sincerely,



JAMES E. GRIFFITH

Mrs. Carolyn Reichmuth  
1358 Midvale Rd.  
Lodi, CA 95248

RECEIVED  
1989 MAR 13 PM 1:33

ALICE M. REIMCHE  
CITY CLERK  
CITY OF LODI

March 14, 1989

Lodi City Council  
221 West Pine Street  
Lodi, CA 95241-1910

Subject: Options Assesement Report, General Plan Update.

Dear Councilmembers:

Since the City of Lodi is updating the General Plan at this time, I would like to take this opportunity to voice my concerns.

First, enclosed is a COPY of an article from a recent San Francisco Examiner concerning Senate Bill 2853. I would like this article entered into the minutes. It tells of counties and cities submitting housing elements but ignoring them in practice. As an option to Measure A the Lodi City Council is considering a 2% growth rate limit. The County of Santa Cruz is now in a conflict with the State Housing Department over their 1% growth rate. Might Lodi also be in conflict with state policy with a similar growth rate?

My other concern is affordable housing. The two voter-approved housing projects cannot be classified as affordable housing for the average person wanting to buy a new home within Lodi. Both projects were directed toward the affluent buyer.

I hope the new general plan will take these concerns, reasonable growth and affordable housing, into account. If the State Court of Appeals deems Measure A invalid, the City of Lodi should have an alternate plan that is fair to all and in compliance with state law. Having a general plan and housing element are fine but unless the city officals are able to implement them, they are wasted.

Sincerely,



Mrs. Carolyn Reichmuth

# DESIGN

BRADLEY INMAN

## TRENDS

### Old law forces cities to take housing element seriously

**I**N RECENT months, each of three groups has turned to an arcane state law to force local government to be more accountable for its decisions.

The groups: a state housing agency wowed about rising home prices, property owners upset over rent and growth controls, and poverty groups concerned about the lack of affordable housing.

The law they embrace is Senate Bill 2853, which was enacted in 1980 and often dismissed as irrelevant by local officials. It requires municipalities to devise plans for meeting local housing needs by preparing and executing what is known in planning as "a housing element."

The element was prepared as a report that was often shelved and then ignored. It's part of the community's general plan and is intended to guide the amount and quality of development. Every five years, the state reviews local housing elements for compliance with state laws. That process just began this year.

#### Communities put on the spot

Like it or not, an increasing number of communities are being forced to take the law more seriously.

• In Alameda, the Legal Aid Society is pushing a suit that says a 1973 city law prohibiting the building of rental housing is in conflict with state housing law. The suit also says the city's housing element promotes housing discrimination against low-income and minority

people.

• In West Hollywood, the state Department of Housing is zeroing in on various city policies, including the city's rent-control law. "We caution the city to monitor...the rent-stabilization program to ensure it does not have an adverse impact on the maintenance and development of affordable housing," says a letter from the state to West Hollywood City Manager Paul Brotzman.

• Housing experts say the state Department of Housing and Community Development is getting tougher on cities and counties that don't comply with the law, although state officials are reluctant to confirm this. More than 25 percent of the 507 local housing elements are out of compliance, according to the latest agency records.

In the past, cities have gone through the perfunctory exercise of preparing the housing element and submitting it to the state for certification, as the law requires. But then the law was often forgotten.

Now, several of the communities that are out of compliance are being attacked by the state. The state Housing Department and the County of Santa Cruz are wrangling over the county's housing element, which the state says is out of compliance because of Santa Cruz's 1 percent limit on new development.

Santa Cruz officials say they're being unfairly picked on by the state. They argue that state housing people don't understand local

conditions.

But state officials say the housing element law says a community cannot turn its back on how land-use decisions — such as growth-control rules — influence the larger regional housing market.

Without a certified housing element, the community's entire general plan is in limbo and the county is on loose legal footing when approving or rejecting other development proposals.

State officials deny they're out to bash rent or growth control, but the agency's director, Christine Reed, says the normal five-year review of local housing elements may represent a "day of reckoning" for rent control and growth control in communities such as West Hollywood and Santa Cruz.

"We aren't rubbing our hands together saying, 'Oh there comes one with rent control,'" Reed says. "But a community may have to justify its policies."

#### To their liking

Nothing could make the housing industry happier. The California Housing Council, an industry-supported lobbying organization, is building a case that rent control violates housing element law.

Specifically, it cites language in the state law saying that "potential and actual government constraints upon the maintenance, improvement or development of housing" must be analyzed.

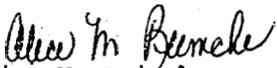
While rent-control advocates argue that controls don't cause such problems, this new plan of attack is certain to find its way into court.

"I don't think they should just pick on rent-control cities just because they are under rent control," says Bill Fulton, former chairman of the West Hollywood Planning Commission. "A community like Thousands Oaks doesn't have rent control, but it is ignoring its obligation to affordable housing and what, if anything, is the state saying about that?"

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By Order of the Lodi City Council

  
Alice M. Reimche  
City Clerk

System Assessment  
3/22 PH?

**MEASURE A**  
**TASK FORCE RECOMMENDATIONS**

**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 three parts: an introduction and background; statements of goals and policies; and an implementation program.

### I. Introduction and Background

#### Importance of Agricultural Land in Lodi

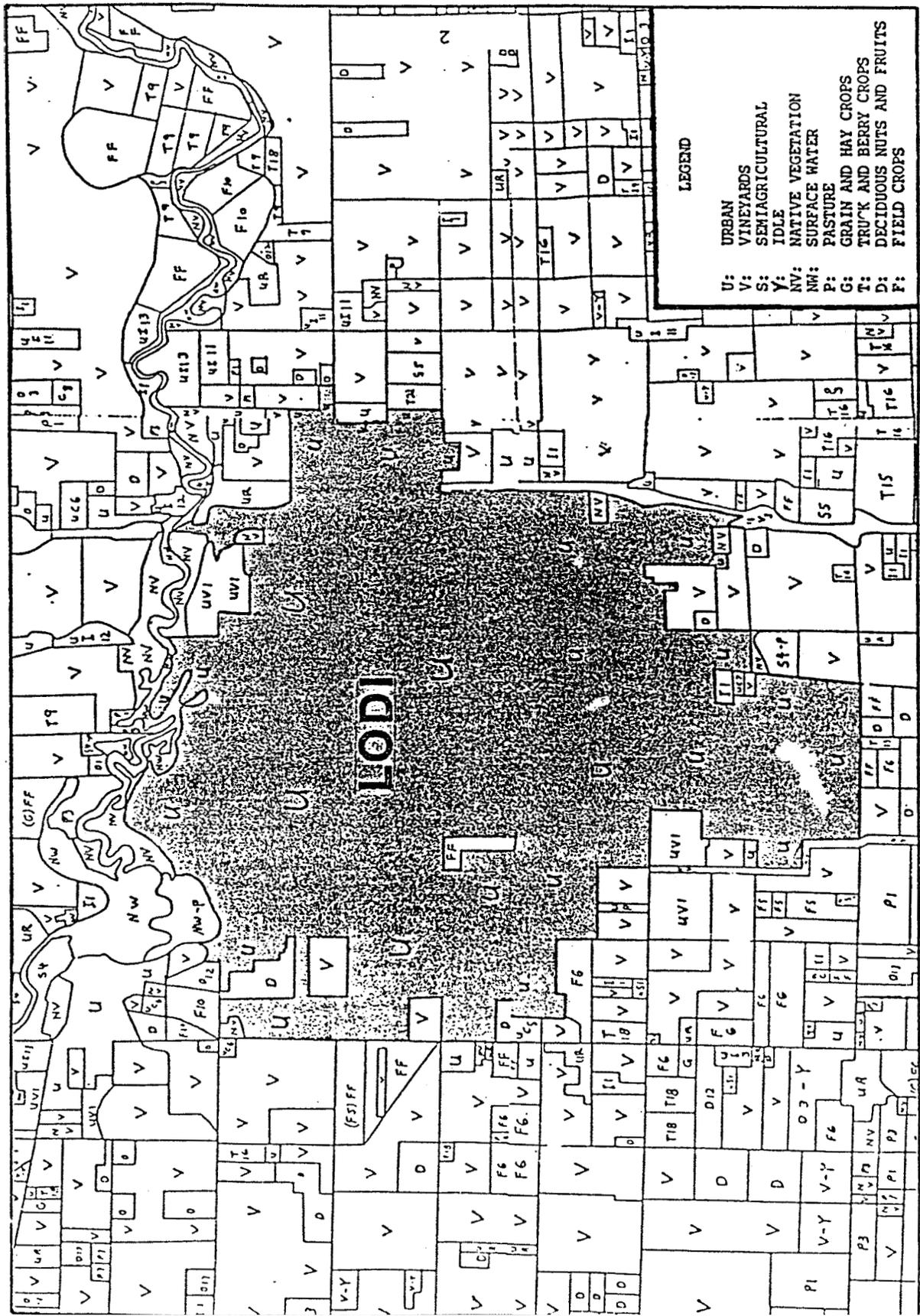
Lodi is located in an agriculturally important area of California's Central Valley. Agricultural land is the predominant land use surrounding the city with grapes being the key crop (see Figure 1). Agriculture contributes an important part of Lodi's economy and provides residents with scenic resources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



Source: State Department of Water Resources

F

the scenic resources of the area, protect 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:

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

-LEGEND-

 AREA REMOVED FROM THE LODI GENERAL PLAN (8/25/81)  
DUE TO THE ADOPTION OF MEASURE A

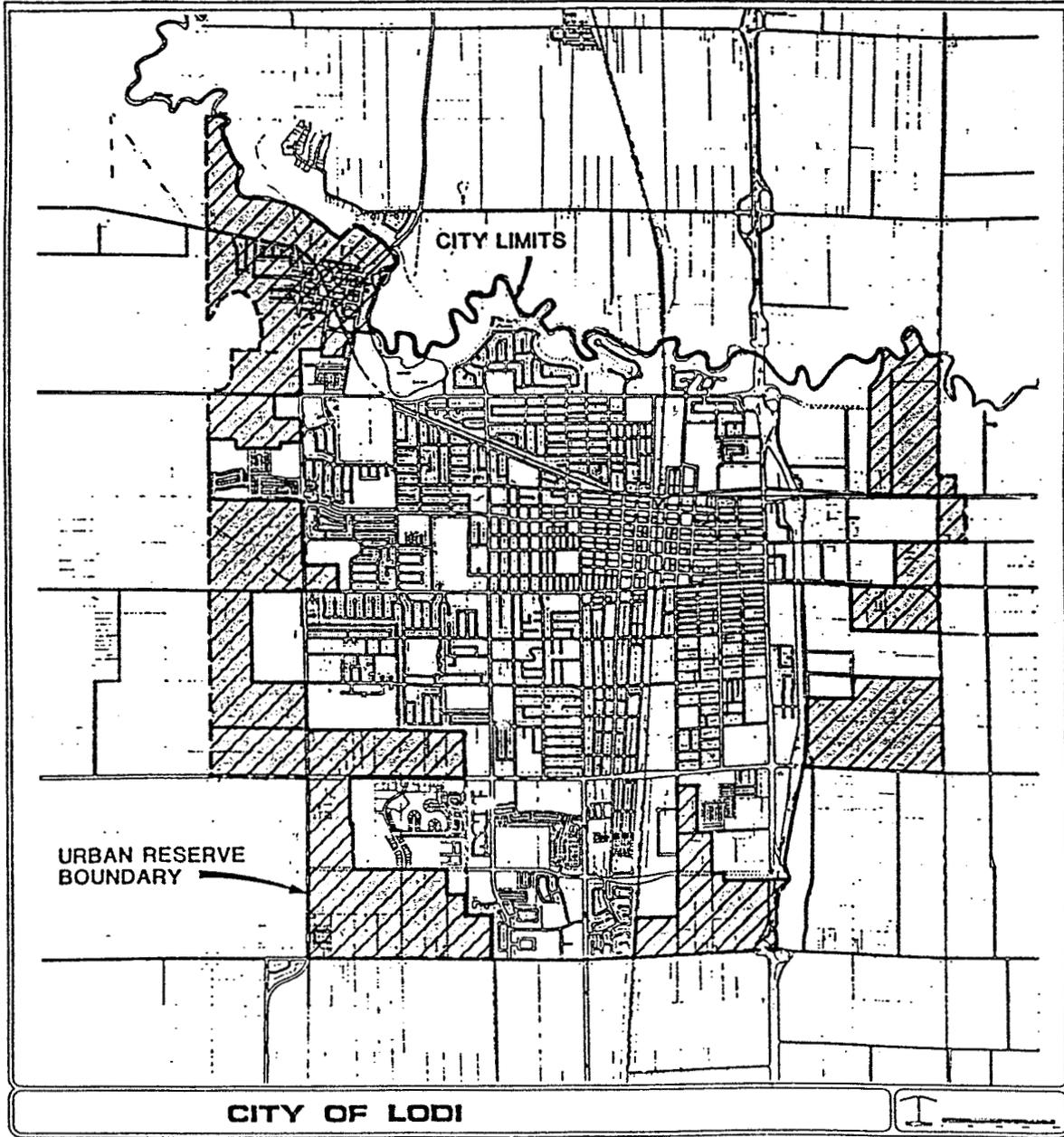


FIGURE 2. CITY OF LODI URBAN GROWTH BOUNDARY

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	30.25
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 <sup>1</sup>
1985	2	83.76
1986	1	2.196
1987	<u>2</u>	<u>67.9</u>
Total	56	1,660.06

<sup>1</sup> 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, ordered 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 enforced 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, unani-  
mously 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

## 11. 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:

- o an agricultural economic base;
- o cohesive, well-maintained residential neighborhoods;
- o the ability of residents to live close to their places of work;
- o ability of residents to travel from one side of town to the other without experiencing serious traffic congestion; and
- o 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 1 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:

- o The project applicant has demonstrated a commitment to mitigating impacts to surrounding agricultural uses.
- o 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

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 NEEDED
1987	45,794												
1988	46,710	916	359	359	233	243	126	126	47	47	10	10	57
1989	47,644	1,850	726	366	472	238	254	128	94	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	4,766	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	57	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	685	59	154	13	839
2001	60,424	14,630	5,737	465	3,729	302	2,008	163	746	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	56,713	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).

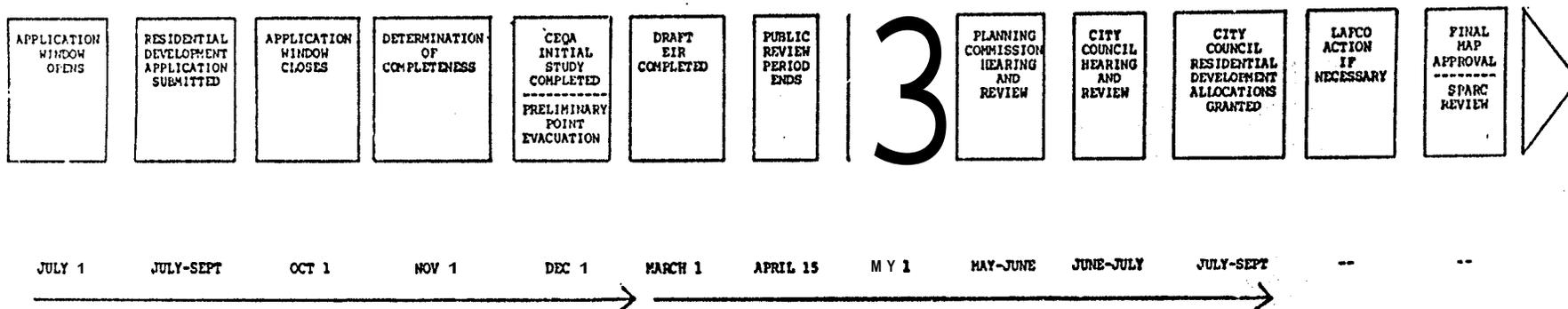
b Based on 65 percent split.

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.

- o 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.)

	<u>Score</u>
<b>A. <u>Agricultural Land Conflicts</u></b>	
1. Project does not require conversion of agricultural land	10
2. Project <b>is</b> 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 <b>by</b> agricultural land	0
<b>B. <u>Onsite Agricultural Land Mitigation</u></b>	
1. Project needs no agricultural land mitigation	10
2. Adequate <b>onsite</b> buffer has been provided as a part <b>of</b> 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
<b>C. <u>Relationship to Public Services</u></b>	
<b>1. <u>General Location</u></b>	
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 adjacent 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
30% 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 for 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%	4
5%-9%	2
Less than 5% low and moderate or no low and moderate housing proposed	0

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

1. Landscaping. (SPARC 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:

- o Government Code 65302.8
- o Government Code 65863
- o 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 §65863.5, added by Stats.1979, c. 947, p. 3263, § 1. Amended by Stats.1980, c. 823, p. 2591, § 2. Renumbered § 65863.6 and amended by Stats.1981, c. 714, § 193.)

**GOVERNMENT CODE**    65302.8.    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 5 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.

# Options Assessment Report General Plan Update City of Lodi



Prepared for:

City of Lodi Community Development Department

Prepared by:

Jones & Stokes Associates, Inc.

Contributors:

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Black & Veatch  
City of Lodi Public Works Department  
Psomas and Associates  
TJKM Transportation Consultants

January 1989



**OPTIONS ASSESSMENT REPORT  
FOR THE  
CITY OF LODI GENERAL PLAN UPDATE**

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January 1989

This document should be cited as:

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## CHAPTER 1. Introduction

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### INTRODUCTION

California state law requires each city and county to adopt a general plan "for the physical development of the city or county, **and any** land outside its boundaries which bears relation to its planning." The role of the general plan **is** to act **as** a constitution for development, the foundation **on** which all land **use** decisions are to be based. The general plan expresses community development goals and embodies public policy relative to the distribution of future land use.

State general plan **law** (Government Code Section **65302** of the State General Plan Guidelines) requires that a general plan contain the following elements: **Land Use**, **Circulation**, **Housing**, **Conservation**, **Open Space**, **Noise**, **and Safety**. In addition, a **general** plan may include optional elements **of** local importance that relate to the physical development of a city.

The City of Lodi (City) General Plan (GP) Update will also include a Growth Management Element **as** one **of** these optional elements.

This Options Assessment report constitutes Phase V **of** the City of Lodi GP Update process. To date the Issue Identification, Data Collection and Analysis, and Identification and Screening of Planning Options phases have been completed. The following is **a** brief description **of** the **GP** Update process.

- o **Issue Identification.** The purpose of this phase **was** to identify community concerns and planning issues to guide data collection and subsequent policy development. To identify community concerns, a series of opinion surveys and interviews were conducted in April 1987. Major planning issues were identified by the Lodi City Council, Lodi Planning Commission, City department heads, community leaders, and residents at large. These opinion surveys and interviews were intended to allow interested persons to express their concerns and become involved in the planning process. The Summary of Community Opinion Survey and Interviews Report **is** hereby incorporated by reference (Jones & Stokes Associates 1987). A copy of this report is available for review at the City of Lodi Community Development Department.
- o **Data Collection and Analysis.** The purpose of this phase was to thoroughly update information on all of the issues described above. The analysis of these data highlighted their implication for land use and development. The data and analyses are presented in the Background Report and will be used as **3** data source for the GP. The Background Report is hereby incorporated by reference

(Jones & Stokes Associates 1988a). A copy of this report is available for review at the City of Lodi Community Development Department.

- o Land Absorption Study. This study was prepared to provide an evaluation of the market demand for major land uses in the Lodi area over a 20-year period (1987-2007). The evaluation focused on four broad land use categories defined by the markets for residential, commercial, office, and industrial land. These market evaluations include 20-year absorption schedules for land use options based on two primary assumptions: a 2.0-percent annual housing stock growth compounded over 20 years and a 3.5-percent annual average population increase through 2007. This study was used to project the availability of new land that will be needed to satisfy future market demand. The Land Absorption Study is hereby incorporated by reference (Jones & Stokes Associates 1988b) and is summarized in Chapter 2. A copy of this report is available for review at the City of Lodi Community Development Department.
- o Identification and Screening of Planning Options. Based on the Summary of Community Opinion Survey and Interviews Report, the Background Report, and input from City staff, three Citywide land use planning options were selected by the City: Existing GP (Option 1), Low Growth (Option 2), and High Growth (Option 3). The City of Lodi Draft General Plan Options Report, hereby incorporated by reference (J. Laurence Mintier & Associates 1988), outlines the three land use options and the assumptions used in developing these land use options, summarizes new development potential associated with each of the land use options and the assumptions and principles on which these calculations and the options are based, and presents 20-year development phasing scenarios for Options 2 and 3 that are segregated into 5-year increments identifying the amount of land that would be developed in each of the proposed GP designations. A copy of this report is available for review at the City of Lodi Community Development Department.
- o Options Assessment Report. The purpose of this study is to comparatively assess the implications and impacts of the three land use options. Based on public review and direction from the Lodi Planning Commission and City Council, a preferred land use option will be selected to form the basis of the Draft GP.
- o Draft General Plan. The Draft GP will be prepared in three parts: 1) the Policy Document, 2) the revised Background Report, and 3) the Draft Environmental Impact Report (EIR). The Policy Document will address the elements required by state planning law, as described earlier, and the optional Growth Management Element, the Urban Design Subelement, and the Schools Subelement.
- o Draft Environmental Impact Report. The Draft GP EIR will analyze the preferred land use option and alternatives in comparison to the preferred option. Based on public review, the Draft GP will be fine-tuned.
- o Final General Plan and Environmental Impact Report. Following public review of the Draft GP and EIR, the Final GP and EIR will be prepared.

## SCOPE OF THE OPTIONS ASSESSMENT REPORT

**This** report comparatively assesses the implications and impacts **of the** three land use planning options to aid the Lodi Planning Commission and City Council in selecting the preferred land use **option** that will form the basis of the **Lodi Draft GP**.

City Community Development and **Public** Works Department staff determined that the following **issues** were **of** concern in selecting the preferred land use option.

- o land use
- o housing
- o population
- o employment
- o public services
  - water
  - sewerage
  - storm drainage
  - law enforcement
  - fire service
  - **parks** and recreation
  - schools
- o transportation

## ORGANIZATION OF THE OPTIONS ASSESSMENT REPORT

The Options Assessment Report is organized **as** follows.

Chapter 1, "Introduction," provides a brief overview of the GP Update process.

Chapter 2, "Project Description," describes the three land use options identified by City **staff** and land use assumptions used in identifying the options.

Chapter 3, "Summary **of** Impacts," summarizes and compares the impacts of each land use option.

Chapters 4-9 are each devoted to a single impact topic. Relevant data on the environmental setting are contained in the Background Report. The impacts of each land use option are identified, evaluated in terms of their significance, and compared to the other land use options, possible policy options available to the City are suggested for possible incorporation into the Draft GP Policy Document.

Chapter 10, "Bibliography," identifies the documents and individuals consulted in preparing this Options Assessment Report.

**Chapter 11, "Report Preparation," lists those individuals and firms involved in preparing this Options Assessment Report.**

**Technical appendices are included at the end of the report.**



## CHAPTER 2. Project Description

### GP AREA STUDY LOCATION

The regional location of the Lodi GP planning area (GP study area) is shown in Figure 2-1. The GP study area comprises **10,526** acres. Its boundaries include all areas within the incorporated city limits and the unincorporated area immediately adjacent to the city limits. The GP study area is bounded by the Mokelumne River on the north, Curry Road on the east, Armstrong Road on the south, and the Woodbridge Irrigation District (WID) Canal on the west (Figure 2-2).

### EXISTING LAND USES IN THE GP STUDY AREA

Table 2-1 presents the current land acreage totals by proposed GP land use designation.

The GP study area contains **10,526** acres of land (5,000 in the incorporated area and 5,526 in the unincorporated area), of which 29 percent is residential (89 percent low density residential, **6** percent medium density residential, and 5 percent high density residential), **4** percent commercial (39 percent neighborhood/community commercial, **56** percent general commercial, and 5 percent downtown commercial), less than **1** percent office, 7 percent industrial (**45** percent light industrial and 55 percent heavy industrial), 9 percent public/quasi-public, **4** percent detention basin/park, and **42** percent agriculture and approximately 5 percent vacant land. Currently, there are no Eastside residential, planned residential, or industrial reserve designations in the GP study area.

A total of **17,506** units exist in the GP study area (**17,158** units in the incorporated area and **345** units in the unincorporated area), of which **70** percent are low density residential, 9 percent are medium density residential, and 21 percent are high density residential.

An estimated 21,953 employees currently work in the GP study area (20,154 in the incorporated area and 1,799 in the unincorporated area).

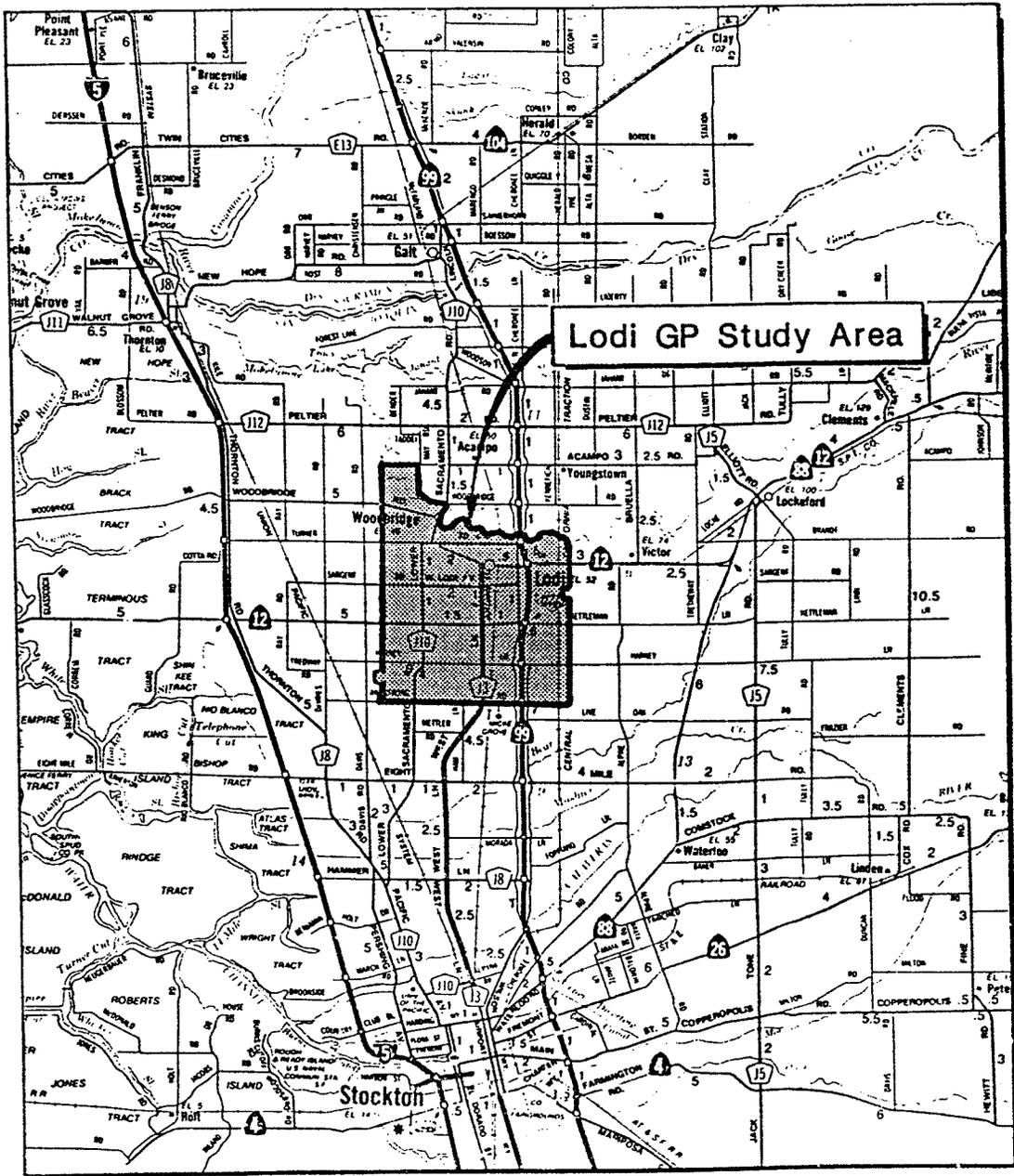


FIGURE 2-1. REGIONAL LOCATION

Table 2-1. Comparison of Approximate Gross Acres, Dwelling Units, Population, and Employment for Existing Conditions and by Land Use Option

Land Use Designation	EXISTING CONDITIONS			OPTION 1			OPTION 2			OPTION 3			OPTION 1			OPTION 2			OPTION 3		
				Increase of Growth			Increase of Growth			Increase of Growth			GP Buildout			GP Buildout			GP Buildout		
				City	County	Total	City	County	Total	City	County	Total	City	County	Total	City	County	Total	City	County	Total
	City	County	Sub-Total	Con/Under	Not Cos	Sub-Total	Con/Under	Not Cos	Sub-Total	Con/Under	Not Cos	Sub-Total	City	County	Sub-Total	City	County	Sub-Total	City	County	Sub-Total
TOTAL	5,000	5,526	10,526	364	224	0	588	364	224	1,403	2,071	364	224	2,440	3,036	5,010	5,526	10,536	5,010	5,526	10,536
Residential	2,037	720	2,756	141	10	0	151	141	10	0	151	141	10	0	151	720	2,915	2,196	720	2,915	2,196
Low Density	159	13	172	31	1	0	32	31	1	0	32	31	1	0	32	131	13	205	131	13	205
Medium Density	162	0	162	1	3	0	4	1	3	0	4	1	3	0	4	166	0	166	166	0	166
High Density	0	0	0	1	2	0	3	1	2	0	3	1	2	0	3	3	0	3	3	0	3
Rustside Residential	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,236	1,236	0	1,236
Planned Residential	0	0	0	0	0	0	0	0	1,236	1,236	0	0	0	0	0	0	0	0	0	0	1,960
SUBTOTAL	2,350	723	3,073	174	24	0	198	174	24	1,236	2,158	174	24	1,960	2,556	723	3,209	2,556	1,960	3,209	2,556
Commercial	149	0	149	0	12	0	12	0	12	70	90	0	12	121	133	161	0	161	161	70	230
Neighborhood/Community	149	23	172	3	5	0	8	3	5	56	64	3	5	57	105	157	23	220	157	70	226
General	15	0	15	1	2	0	3	1	2	0	3	1	2	0	3	22	0	22	22	0	22
Downtown	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SUBTOTAL	150	23	173	4	19	0	23	4	19	124	157	4	19	210	241	181	23	404	181	157	339
Office	65	0	65	27	11	0	38	27	11	0	38	27	11	0	38	103	0	103	103	0	103
Industrial	221	91	312	21	0	0	21	21	25	9	55	21	104	9	134	250	91	341	267	103	369
Light	333	49	382	100	107	0	207	100	125	0	225	100	66	0	166	575	69	644	550	69	619
Heavy	554	147	701	121	150	0	271	121	150	9	280	121	150	9	280	825	143	968	825	152	977
SUBTOTAL	800	189	989	30	20	0	50	30	20	30	80	30	20	64	122	650	169	819	650	139	789
Public/Quasi-Public	326	40	366	0	0	0	0	0	0	70	70	0	0	174	174	326	40	366	326	114	440
Detection Basins/Parks	156	4,297	4,453	0	0	0	0	0	0	1,936	1,936	0	0	1,075	1,075	0	0	0	0	0	0
Agriculture	342	181	523	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vacant	0	0	0	0	0	0	0	0	0	959	959	0	0	955	955	0	0	0	959	959	0
Industrial Reserve	0	0	0	0	0	0	0	0	0	959	959	0	0	955	955	0	0	0	959	959	0
EXISTING UNITS	117,154	344	117,498	1,103	195	0	1,298	1,103	195	0,654	9,992	1,103	195	13,719	15,857	110,496	344	110,840	110,496	344	110,840
Low Density	111,910	339	112,249	703	91	0	804	703	91	0	874	703	91	0	874	112,792	339	113,131	112,792	339	113,131
Medium Density	1,594	0	1,594	325	16	0	341	325	16	0	341	325	16	0	341	1,935	0	1,935	1,935	0	1,935
High Density	3,416	0	3,416	10	77	0	87	10	77	0	87	10	77	0	87	3,733	0	3,733	3,733	0	3,733
Rustside Residential	0	0	0	25	11	0	36	25	11	0	36	25	11	0	36	36	0	36	36	0	36
Planned Residential	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	13,719
POPULATION	146,327	910	147,237	2,972	507	0	3,479	2,972	507	22,500	25,979	2,972	507	25,660	30,140	149,005	910	150,745	149,005	23,140	171,245
EMPLOYMENT	120,154	1,799	121,953	1,397	1,531	0	2,928	1,397	1,565	3,050	6,012	1,397	1,692	6,600	9,770	123,000	1,799	124,800	123,000	1,799	124,800
Neighborhood/Community	3,374	0	3,374	0	336	0	336	0	336	2,100	2,520	0	336	3,340	3,720	0	3,340	3,340	3,340	0	3,340
General	4,514	550	5,064	75	125	0	200	75	125	2,400	2,600	75	125	2,625	3,314	550	5,712	5,314	1,550	7,112	5,314
Downtown	491	0	491	20	56	0	76	20	56	0	76	20	56	0	76	570	0	570	570	0	570
Office	1,950	0	1,950	437	170	0	607	437	170	0	607	437	170	0	607	910	0	910	910	0	910
Light	1,707	705	2,412	130	50	0	180	130	155	56	341	130	155	56	341	2,055	705	2,760	2,055	705	2,760
Heavy	2,497	367	2,864	460	453	0	913	460	575	0	1,035	460	575	0	1,035	367	3,077	3,077	367	3,444	3,077
Public/Quasi-Pub	2,710	121	2,831	266	140	0	406	266	140	210	616	266	140	440	604	121	3,245	3,245	331	3,576	3,245

## LAND USE ASSUMPTIONS

### General Plan Designations, Density Standards, and Floor:Area Ratios

Table 2-2 describes the proposed GP land **use** designations, average density standards, and average floor:area ratios [**FAR**] used in developing the three land use options. **FAR** is the ratio between building square footage to lot square footage.

Two new GP land use designations are proposed: Eastside residential and planned residential. Eastside residential reflects the adoption of Ordinance **No. 1409**, which **limits** new residential development in the Eastside area (Figure 2-2) to **a maximum of 7 units** per acre. However, as indicated in Table 2-2, an average density of 5 units per acre **is** assumed. planned residential is a reserve designation applied to unincorporated lands only. When this land is annexed to the City of Lodi and residential development is approved, the planned residential designation would be replaced with a Low-, Medium-, or High-Density residential designation based on its approved density. On the average, new units would be developed according to the following formula: 65 percent **low**, 10 percent medium, and 25 percent high density residential.

Summarized below are the proposed GP land use designations and permitted uses.

#### Residential

This land use category contains the following types of residential uses:

- o **Low** density residential allows single family detached and second units and two family units on corner lots or lots sided by a commercial or industrial district. The primary corresponding zoning districts are Residence District-One-Family and Residence District-Two-Family. This designation assumes buildout at 5 units per acre with 2.6 persons per unit.
- o Medium density residential allows single family, two-, three-, and four-family, and multifamily and group dwellings. The primary corresponding zoning districts are Planned Development, Low-Density Multi-Family, and Garden Apartment Residence. This designation assumes buildout at 12 units per acre with 2.6 persons per unit.
- o **High** density residential allows single family, two family, multifamily, and group dwellings, in addition to hotels, motels, and boarding houses. The primary corresponding zoning districts are Medium-Density Multi-Family Residence and High-Density Multi-Family Residence. This designation assumes buildout at 24 units per acre with 2.6 persons per unit.
- o Eastside residential reflects the Lodi City Council's adoption of ordinance No. 1409. This ordinance limits new residential development in the Eastside

Table 2-2 Land Use Assumptions

Proposed GP Designation	Density Standard (units/acre)	FAR (percent FAR/acre)
<b>Residential</b>		
o Low Density	5	--
o Medium Density	12	--
o High Density	24	--
o Eastside Residential	5	--
o Planned Residential	7	--
<b>Commercial</b>		
o Neighborhood/Community	--	30
o General	--	30
o Downtown	--	150
<b>Office</b>	--	35
<b>Industrial</b>		
o Light	--	40
o Heavy	--	40
Public/Quasi-Public	--	--
Detention Basin/Park	--	--
Floodplain	--	--
Agriculture	--	--
Industrial Reserve	--	--

Source: J. Laurence Mintier & Associates 1988.

area to a maximum density of 7 dwelling units per acre but deems all existing multifamily units to be conforming uses. This designation allows single family detached units. This designation assumes buildout at 5 units per acre with 2.6 persons per unit.

- o Planntd residential is a residential reserve designation applied to unincorporated land. As this land is incorporated and residential development is approved, this designation would be replaced with a low, medium, or high density residential designation, based on its approved density. New units within this designation would be developed according to the following formula: 65 percent low density residential, 10 percent medium density residential, and 25 percent high density residential. This designation assumes buildout at 5 units per acre for low density, 12 units per acre for medium density and 24 units per acre for high density with 26 persons per unit. (See above discussions for low-, medium-, and high-density designations for allowed uses.)

## Commercial

- o Neighborhood/community commercial allows retail stores, business offices, and service. The primary corresponding zoning districts are commercial-shopping. This designation assumes buildout at 30 percent FAR.
- o General commercial allows retail stores, business offices, service, and storage and warehousing. The primary corresponding zoning districts are Neighborhood commercial and general commercial. This designation assumes buildout at 30 percent FAR.
- o Downtown commercial allows retail stores, business offices, and service in downtown Lodi. The primary corresponding zoning districts are Neighborhood commercial, and general commercial. This designation assumes buildout at 150 percent FAR.

## Office

- o Office allows business and professional uses, rest and convalescent homes, and multifamily and group dwellings. The primary corresponding zoning district is residential-commercial-professional office district. This designation assumes buildout at 35 percent FAR.

## Industrial

- o Light industrial allows retail stores, business offices, service, storage and warehousing, and wholesale business and manufacturing. The primary corresponding zoning district is commercial-light industrial and light industrial. This designation assumes buildout at 40 percent FAR.

- o Heavy industrial allows retail stores, business offices, service, storage and warehousing, wholesale business and manufacturing, factory, and transportation. The primary corresponding zoning district is heavy industrial. This designation assumes buildout at 40 percent FAR.

### **Public/Quasi-Public**

This category contains uses **such as** educational, institutional, and religious.

### **Detention Basin/Park**

This category contains storm drainage detention **basins and parks.**

### **Floodplain**

This category contains areas within the floodplain of the Mokelumne River.

### **Agriculture**

This category contains areas in permanent agriculture.

### **Industrial Reserve**

This category contains some undeveloped, underdeveloped, or agriculturally used land north of Kettleman Lake between the existing **city** limits and the Central California Traction Company (CCTC) tracks that would develop with industrial uses beyond the 20-year time frame.

## **Land Absorption Assumptions**

**As** indicated in Chapter 1, "Introduction," the Land Absorption Study provided an evaluation of the market demand for major land use categories in the Lodi area over a 20-year period (1987-2007). The purpose of the study **was** to provide market information and forecasts to help guide the formation of the land use options.

Evaluations were prepared for four major land use categories defined by the markets for residential, commercial, office, and industrial land. The market evaluation resulted in 20-year absorption schedules showing cumulative land absorbed in acres in 5-year increments. These evaluations were based on two primary assumptions: a 2.0-percent annual housing stock growth rate compounded over 20 years and a 3.5-percent annual average population increase through 2007. The increment of new land, vacant as of April 1987, needed to satisfy future market demand was assumed in defining Options 2 and 3. (Appendix A contains a copy of the Executive Summary from this study.)

## Buildout Calculation Assumptions

In April 1987, the Lodi Community Development Department conducted a detailed inventory of existing land uses in the GP study area (1987 Existing Land Use Inventory). Buildout calculations for the three land use options are based on the 1987 Existing Land Use Inventory. The existing conditions baseline data provided in Table 2-1 differ from the existing conditions data provided in the Background Report because Woodbridge data have been eliminated from the GP study area and because the 1987 Existing Land Use Inventory has been refined.

## Committed Undeveloped Lands

A number of parcels surveyed for the 1987 Existing Land Use Inventory were considered to be vacant when in fact a tentative parcel or subdivision map had been approved for them. These committed, undeveloped lands have been included in the calculations of new development based on the approved use and number of units.

## Lodi General Plan Time Frame

Each of the three land use options has a 20-year time horizon (1987-2007). Complete buildout of the GP study area is expected to occur within this 20-year time frame. This Options Assessment Report analyzes and compares the impacts of each of the land use options.

## Annexation Assumption

Annexation is expected to occur within the GP time frame. Therefore, the Options Assessment Report analyses assume that new development under Options 2 and 3 would be under City jurisdiction at buildout.

## Future Detention Basin/Parks

The need for additional storm drainage detention basins has been estimated based on discussions with City staff (J. Laurence Mintier & Associates 1988). An estimated 8 acres of detention basins (surface area) are required per 100 acres of urban development. Current City policy designates that detention basins also be developed for park purposes.

The detention basin sites shown in Figure 2-3 are not proposed locations but possible sites identified for statistical purposes. A preliminary analysis of detention basin and park needs is analyzed in Chapter 8, "Public Services."

### Future School Sites

The need for additional school sites has been estimated based on discussions with Lodi Unified School District (LUSD) staff (J. Laurence Mintier & Associates 1988). According to LUSD staff, the following estimates of school site acreage are used: 10 acres per elementary school, 14 acres per middle school, and 45-50 acres per high school.

The school sites shown in Figure 2-4 are not proposed locations but possible sites identified for statistical purposes. A preliminary analysis of school needs is analyzed in Chapter 8, "Public Services."

### Industrial Reserve

It is assumed that some undeveloped, underdeveloped, or agriculturally used land north of Kettleman Lane between the existing city limits and the CCTC tracks would develop with industrial uses beyond the 20-year time frame of the Lodi GP (Figure 2-5). An industrial reserve land use category has therefore been created for this land.

Currently, the existing GP and zoning ordinance designate this area for industrial uses. Market forecasts generated for the GP Update, however, do not indicate that this area would be absorbed during the GP time frame. Therefore, the City has created an industrial reserve category to set aside this area for industrial development past the GP time frame.

## DESCRIPTION OF LAND USE OPTIONS

Each of the three land use options described below represents a different land use scenario for future growth in the Lodi GP study area.

The Options Assessment Report will assess and compare the impacts of buildout of the GP study area in accordance with the land uses designated under Options I, 2, and 3.

### Option 1

Option 1 reflects the adopted Lodi GP as modified by Ordinance No. 1237 (Measure A), which amended the Land Use Element of the Lodi GP by removing from the Land Use Element any area not within the city limits. Measure A requires that annexation of properties to the City for development purposes must be approved by a vote of the

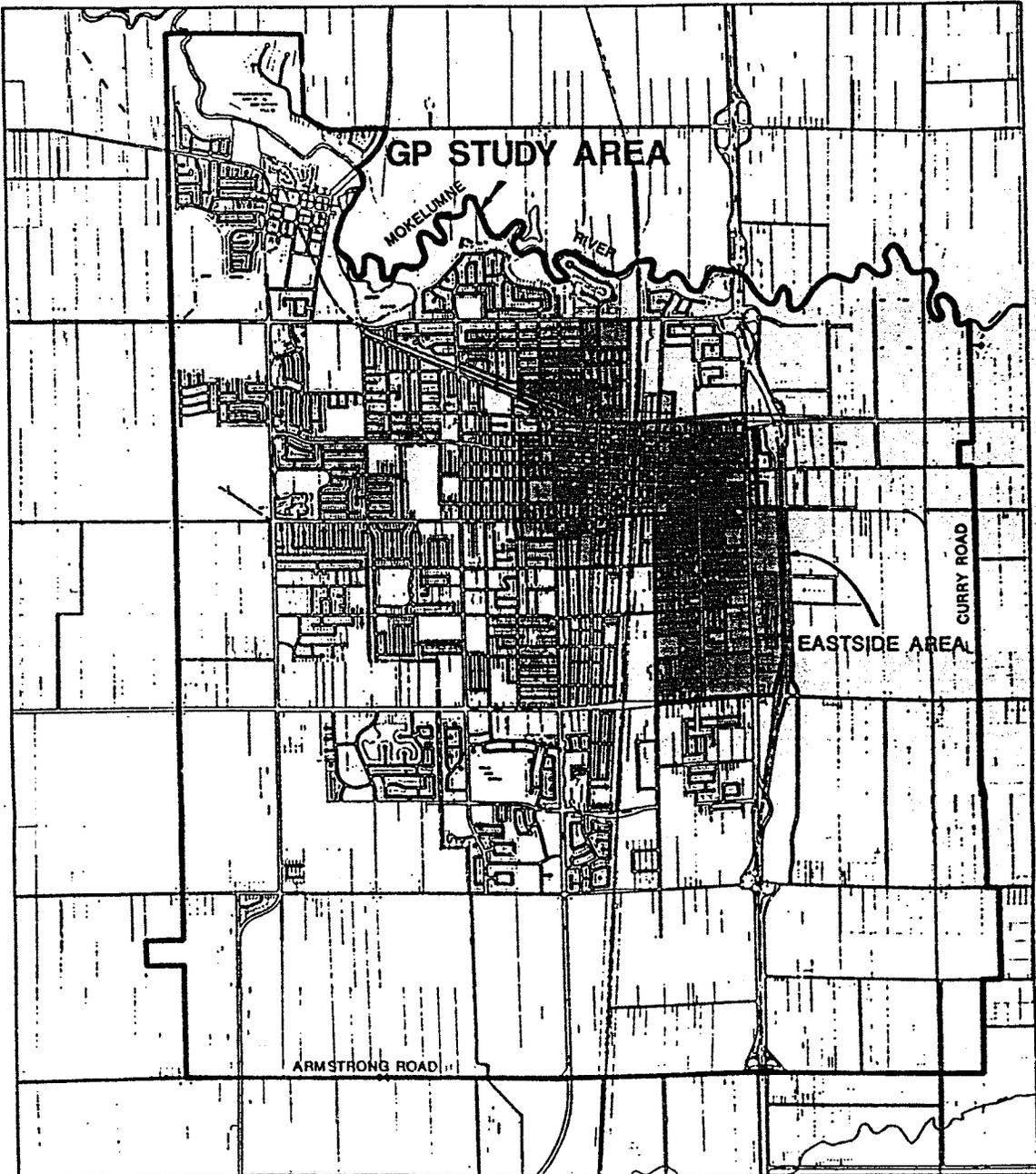
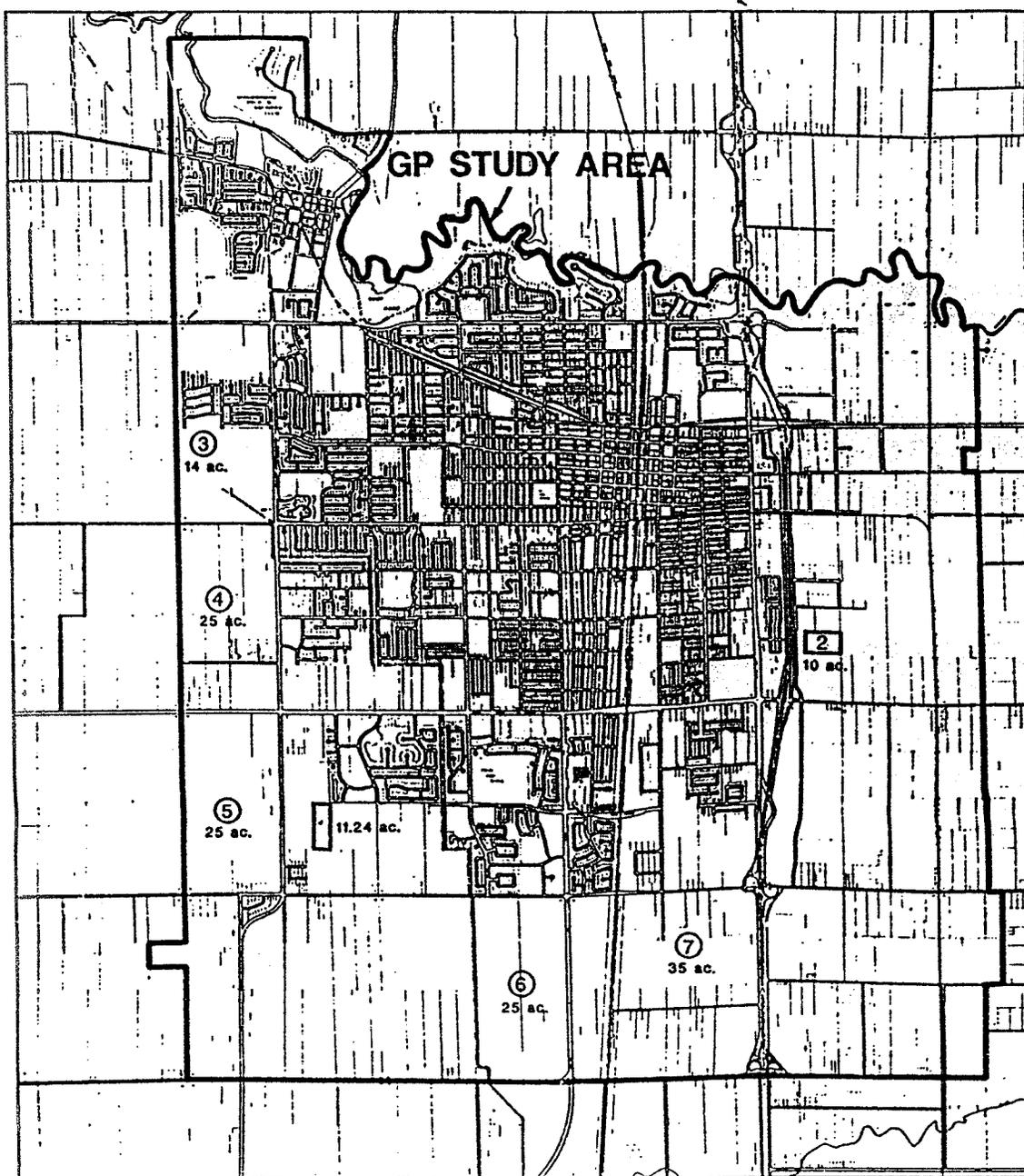


FIGURE 2-2. LODI GP STUDY AND EASTSIDE AREAS

Lodi General Plan





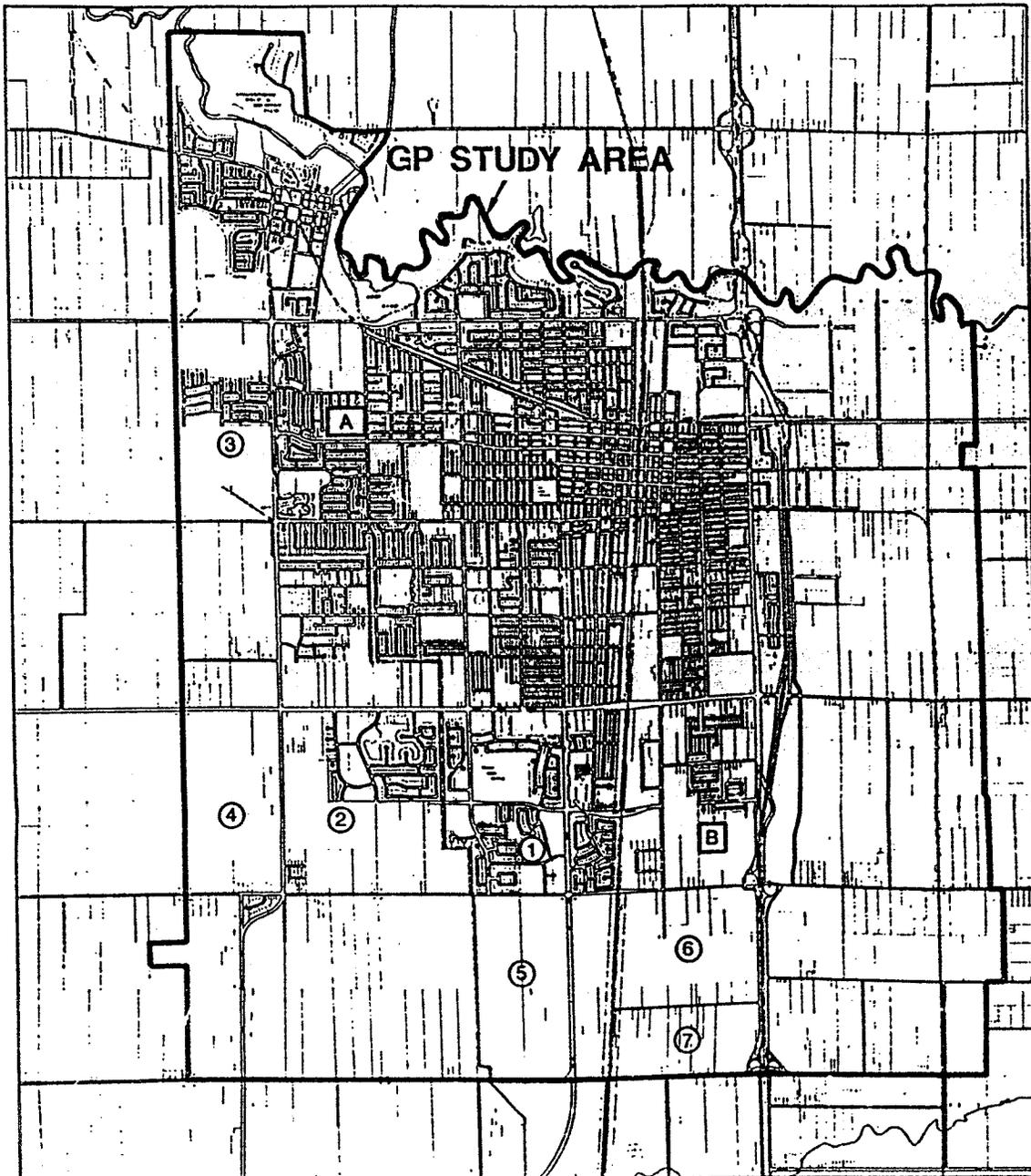
Land Use Option 1: None  
 Land Use Option 2: 1-5  
 Land Use Option 3: 1-7

FIGURE 2-3 STORM DRAINAGE DETENTION BASINS/PARKS

Source: J. Laurence Minter & Associates 1988

Lodi General Plan





Land Use Option 1: Middle School A; Elementary School 1  
 Land Use Option 2: Middle School A; High School B; Elementary Schools 1-4  
 and Use Option 3: Middle School A; High School B; Elementary Schools 1-7

FIGURE 2-4. SCHOOL SITES

Sours: J. Laurence Minter & Associates 1988

Lodi General Plan



**electorate. This option also reflects the adopted GP as modified by Ordinance No. 1409, which limits new residential development in the Eastside study area to a maximum density of 7 dwelling units per gross acre.**

For purposes of analyzing and comparing the three land use options, the existing GP land use designations were translated into the proposed GP land use designations. In some areas, adjustments were made to reflect development that has occurred and to provide consistency between the GP and zoning.

Under Option 1, no new detention basins are designated. Two existing sites are planned for detention basins C-Basin and G-Basin.

One additional elementary school is designated under this option (Figure 2-4) because the LUSD is currently constructing an elementary school at Scarborough Drive and Wimbleton Drive. In addition, the LUSD is planning to construct a new middle school on LUSD-owned property located on Mills Avenue near West Elm Street.

Option 1 identifies a 9-acre developed parcel at the southwestern corner of Lower Sacramento and Turner Roads with redevelopment potential. The land use is expected to shift from office to neighborhood/community commercial.

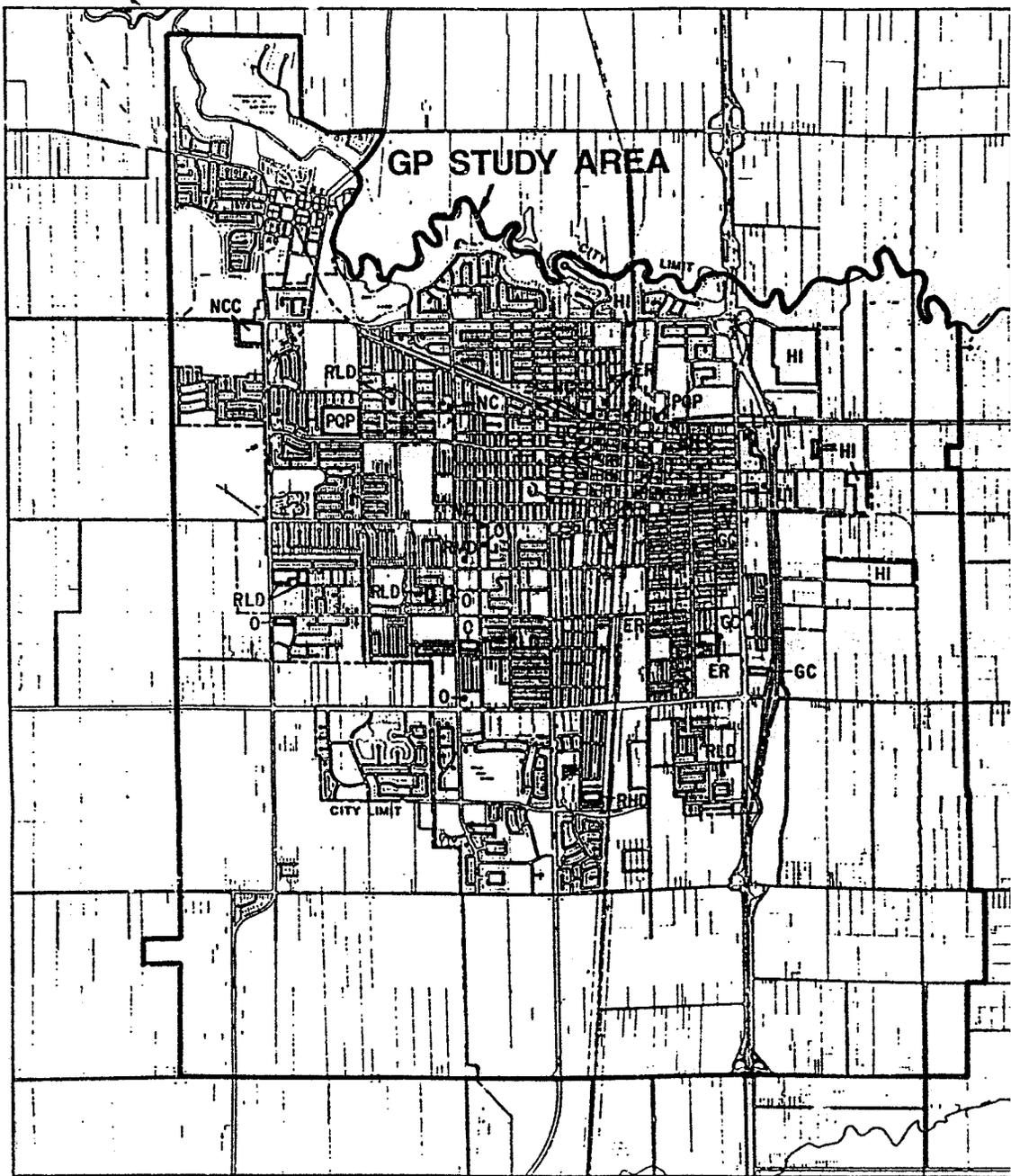
### **Buildout Land Uses**

The Option 1 land use map is shown in Figure 2-6. Table 2-1 presents the increment of new growth and total acres by proposed GP designation expected under buildout of Option 1 in 2007.

Option 1 proposes 588 acres of new development, of which 364, or 62 percent, are committed but undeveloped. Of the total new development, 34 percent is designated as residential (80 percent low density residential, 16 percent medium density residential, 2 percent high density residential, and 2 percent Eastside residential), 4 percent commercial (52 percent neighborhood/community, 35 percent general commercial, and 13 percent downtown commercial), 7 percent office, 46 percent industrial (11 percent Light and 89 percent Heavy), and 10 percent public/quasi-public. Option 1 does not designate any new acreage as detention basin/park, agriculture, or industrial reserve.

Under Option 1, a total of 1,338 new dwelling units are proposed (874 low density residential, 341 medium density residential, 87 high density residential, and 36 Eastside residential). Of the 1,338 units, 783 low density residential, 325 medium density residential, 10 high density residential, and 25 Eastside residential units are considered committed but undeveloped.

A total of 2,935 new employees are projected from development of commercial, office, industrial, and public/quasi-public uses.



**LEGEND**

- RLD RESIDENTIAL LOW DENSITY
- RMD RESIDENTIAL MEDIUM DENSITY
- RHD RESIDENTIAL HIGH DENSITY
- ER EASTSIDE RESIDENTIAL
- NCC NEIGHBORHOOD/COMMUNITY COMMERCIAL
- GC GENERAL COMMERCIAL
- DC DOWNTOWN COMMERCIAL
- O OFFICE
- LI LIGHT INDUSTRIAL
- HI HEAVY INDUSTRIAL
- POP PUBLIC/QUASI-PUBLIC

Note: Do not include committed, undeveloped land.

**FIGURE 2-6. NEW DEVELOPMENT POTENTIAL (OPTION 1)**

Source: J. Laurence Mintler & Associates 1988

City General Plan



## Option 2

Option 2 is based on an assumption that the City would adopt a 2-percent annual residential growth rate and that the **mix of** new residential development would occur according to the following formula: **65** percent low density residential, **10** percent medium density residential, and **25** percent high density residential. This option assumes that nonresidential development would occur at a moderate rate.

For the incorporated area, Option 2 is identical to Option 1, except that 17 acres of heavy industrial uses east of State Route (SR) 99 have been shifted to light industrial.

For the unincorporated area, new residential and commercial development has been designated west of Lower Sacramento Road and between Kettleman and Harney Lanes. No new development is proposed south of Harney Lane. All new industrial development, with the exception of the area along Stockton Street south of Kettleman Lane, would occur within the existing city limits.

Under Option 2, one new detention basin is designated west of Lower Sacramento Road and the E-Basin (Westgate Park) would be expanded in addition to the planned expansion of the detention basins designated under Option 1 (Figure 2-3).

Three new elementary schools and one new middle school are designated in addition to the elementary school designated under Option 1 (Figure 2-4).

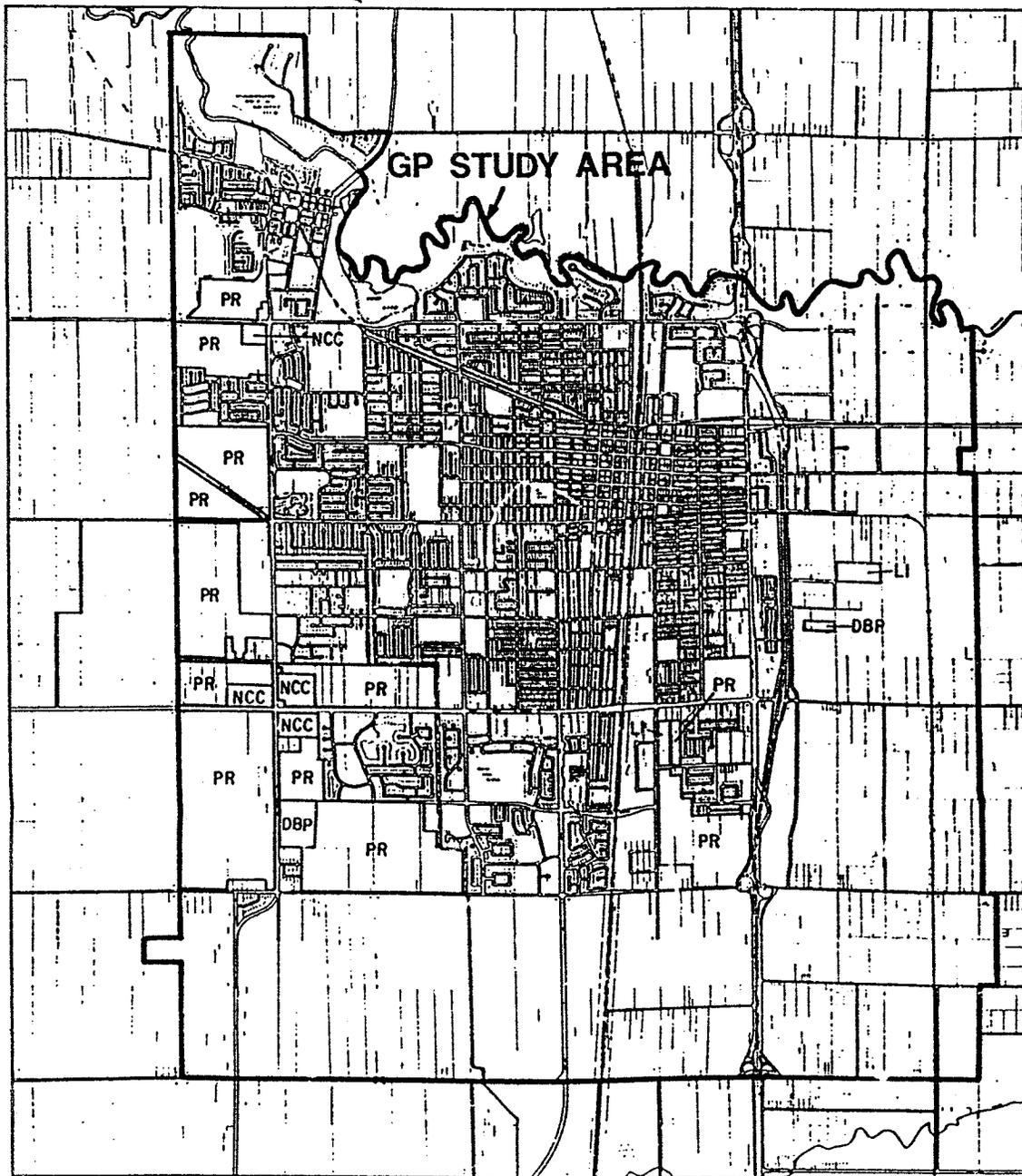
### **Buildout Land Uses**

The Option 2 land use map is shown in Figure 2-7. Table 2-1 presents the increment of new growth and total acres by proposed GP designation expected under buildout of Option 2 in 2007.

Option 2 proposes 2,071 acres of new development, of which 364, or 18 percent, are committed but undeveloped. Of the total new development, 69 percent is designated as residential (11 percent low density residential, 2 percent medium density residential, less than 1 percent high density residential and Eastside residential, and 86 percent planned residential), 8 percent commercial (57 percent neighborhood/community, 41 percent general commercial, and 2 percent downtown commercial), 2 percent office, 14 percent industrial (20 percent Light and 80 percent Heavy), 4 percent public/quasi-public, and 4 percent detention basin/park. Option 2 also designates an estimated 1,996 acres as agriculture and 999 acres as industrial reserve.

Under Option 2, a total of 9,992 new dwelling units are proposed, (874 low density residential, 341 medium density residential, 87 high density residential, 36 Eastside residential, and 8,654 planned residential). Of the 9,992 units, 783 low-density, 325 medium-density, 10 high-density, and 25 Eastside residential units are considered committed but undeveloped.

A total of 6,812 new employees are projected from development of commercial, office, industrial, and public/quasi-public uses.



**LEGEND**

- |                                       |                          |
|---------------------------------------|--------------------------|
| RLD RESIDENTIAL LOW DENSITY           | PR PUNNED RESIDENTIAL    |
| RMD RESIDENTIAL MEDIUM DENSITY        | DBP DETENTION BASIN/PARK |
| RHD RESIDENTIAL HIGH DENSITY          |                          |
| ER EASTSIDE RESIDENTIAL               |                          |
| NCC NEIGHBORHOOD/COMMUNITY COMMERCIAL |                          |
| GC GENERAL COMMERCIAL                 |                          |
| DC DOWNTOWN COMMERCIAL                |                          |
| O OFFICE                              |                          |
| LI LIGHT INDUSTRIAL                   |                          |
| HI HEAVY INDUSTRIAL                   |                          |
| POP PUBLIC/QUASI-PUBLIC               |                          |

Note: Does not include committed, undeveloped land.

FIGURE 2-7. NEW DEVELOPMENT POTENTIAL (OPTION 2)

Source: J. Laurence Mintier & Associates 1988

Lodi General Plan



### Option 3

Option 3 is based on an assumption that residential growth would occur at a 3.5-percent annual rate either by policy action of the City or as a result of market forces. New residential development would occur according to the following formula: **65 percent low density residential, 10 percent medium density residential, and 25 percent high density residential.** This option also assumes that **nonresidential development would occur** according to historical market forces.

For the incorporated area, Option 3 is identical to Option 1, except that 66 acres of heavy industrial uses east of SR 99 have **been shifted to** light industrial.

For the unincorporated area, new residential development is similar to that under Option 2, except that it extends south of Harney Lane to Armstrong Road between the WID Canal and SR 99. Compared to Option 2, commercial development has been expanded significantly along Kettleman Lane and the intersection of Harney Lane and Hutchins Street.

Under Option 3, two new detention basins are designated south of Harney Lane, in addition to the two existing sites planned for detention basins under Option 1 and the one new detention basin designated west of Lower Sacramento Road and the expansion of E-Basin designated under Option 2.

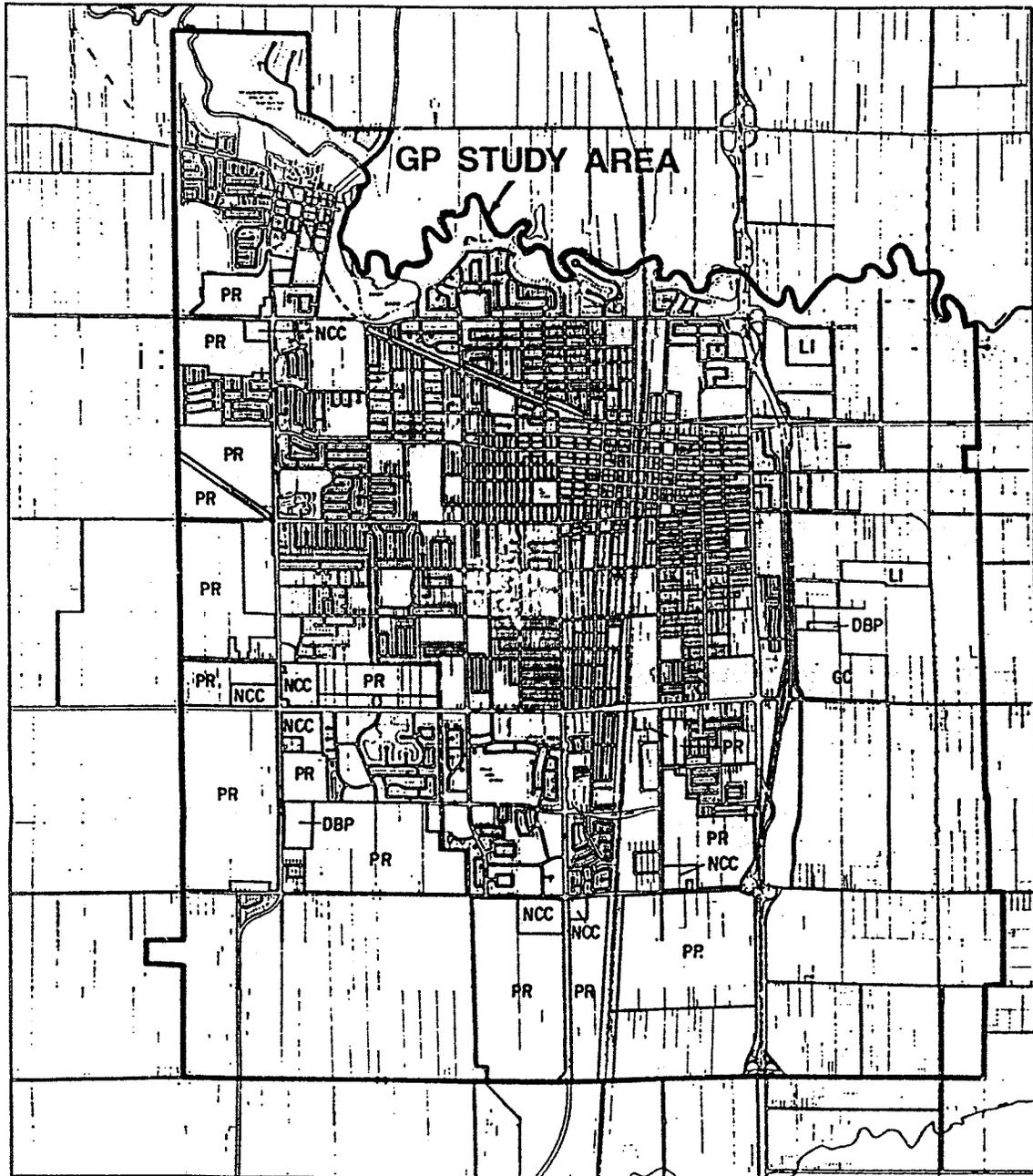
**Six** new elementary schools and one new middle school are designated under Option 3, in addition to the schools designated under Options 1 and 2 (Figure 2-4).

#### Buildout Land Uses

The Option 3 land use map is shown in Figure 2-8. Table 2-1 presents the increment of new growth and total acres by proposed GP designation expected under buildout of Option 3 in 2007.

Option 3 proposes **3,036** acres of new development, of which 364, or 12 percent, are committed but undeveloped. Of the total new development, 71 percent is designated as residential (11 percent low density residential, 2 percent medium density residential, less than 1 percent high density residential and Eastside residential, and 86 percent planned residential), 8 percent commercial (57 percent neighborhood/community, 41 percent general commercial, and 2 percent downtown commercial), 2 percent office; **14** percent industrial (20 percent Light and 80 percent Heavy), **4** percent public/quasi-public, and **6** percent detention basin/park. Option 3 also designates an estimated 1,996 acres as agriculture and 955 acres as industrial reserve.

Under Option 3, a total of 15,057 new dwelling units are proposed (874 low density residential, 331 medium density residential, 87 high density residential, 36 Eastside residential, and 13,719 planned residential). Of the 13,719 units, 783 low density residential,



**LEGEND**

- |                                       |                          |
|---------------------------------------|--------------------------|
| RLD RESIDENTIAL LOW DENSITY           | PR PLANNED RESIDENTIAL   |
| RMD RESIDENTIAL MEDIUM DENSITY        | DBP DETENTION BASIN/PARK |
| RHD RESIDENTIAL HIGH DENSITY          |                          |
| ER EASTSIDE RESIDENTIAL               |                          |
| NCC NEIGHBORHOOD/COMMUNITY COMMERCIAL |                          |
| GC GENERAL COMMERCIAL                 |                          |
| DC DOWNTOWN COMMERCIAL                |                          |
| O OFFICE                              |                          |
| LI LIGHT INDUSTRIAL                   |                          |
| HI HEAVY INDUSTRIAL                   |                          |
| PQP PUBLIC/QUASI-PUBLIC               |                          |

Note: Does not include committed, undeveloped land.

FIGURE 2-8. NEW DEVELOPMENT POTENTIAL (OPTION 3)

Source: J. Laurence Mintzer & Associates 1988

Lodi General Plan



**325 medium density residential, 10 high density residential, and 25 Eastside residential units are considered committed but undeveloped.**

**A total of 9,778 new employees are projected from development of commercial, office, industrial, and public/quasi-public uses.**



## **CHAPTER 3. Summary of Impacts**

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Table 3-1 presents a summary of impacts by land use option. For detailed discussions of these impacts, refer to the appropriate chapters following this chapter.

Table 3-1. Summary of Impacts by Land Use Option

Issue Area	Option 1	Option 2	option 3
LAND USE	Conversion of 518 acres of vacant open space and agricultural land.	Conversion of 2,871 acres of vacant open space and agricultural land.  Removal of 1,278 acres of land from agricultural production.  Conversion of 590 acres of land under Williamson Act contract.  Extension of the urban-rural-agricultural interface.  Agricultural-residential land use conflicts.	Conversion of 3,036 acres of vacant open space and agricultural lands to urban uses.  Removal of 2,200 acres of land from agricultural production.  Conversion of 500 acres of land under Williamson Act contract.  Extension of the urban-rural-agricultural interface.  Agricultural-residential land use conflicts.
HOUSING	Addition of 1,338 housing units (874 low density, 341 medium density, 17 high density, and 36 Eastside residential).  Housing to jobs deficiency of 1,121 units.	Addition of 9,992 housing units (6,499 low density, 3,206 medium density, 2,751 high density, and 36 Eastside residential).  Housing to jobs excess of 4,270 units.	Addition of 15,917 housing units (9,791 low density, 4,711 medium density, 3,517 high density, and 36 Eastside residential).  Housing to jobs excess of 6,443 units.
POPULATION	Population increase of 3,479.	Population increase of 25,979.	Population increase of 35,148.
EMPLOYMENT	Employment generation of 2,935.	Employment generation of 6,812.	Employment generation of 9,778.
PUBLIC SERVICES			
Water	Generate a demand for an additional 1 wells.  Need for additional pipelines.	Generate a demand for an additional 17 wells.  Need for additional pipelines.	Generate a demand for an additional 24 wells.  Need for additional pipelines.
Wastewater	Need for parallel sewers to relieve existing sewers.	Need for parallel sewers to relieve existing sewers, new north-south trunk sewer, additional pump stations, and force mains.	Need for parallel sewers to relieve existing sewers, new north-south trunk sewer, new east-west trunk sewer, additional pump stations, and force mains.
Drainage	Portion of the planned master storm drainage system lying outside of the GP area resulting in problems with the scheduled completion of the improvements currently underway.	Require one additional storm drainage detention basin with incoming trunk lines and an outlet pipe.	Require three additional storm drainage detention basins and additional trunk and outlet lines.
Law Enforcement	Generate a demand for an additional 14 officers and four additional patrol vehicles.	Generate a demand for additional 48 officers and 12 additional patrol vehicles.	Generate a demand for an additional 68 officers and an additional 17 patrol vehicles.

Z-W

Table 3-1. Summary of Impacts by Land Use Option

W  
I  
W

fire Protection	<p>Need for a new station to cover development in the western part of the City.</p> <p>Generate a demand for an additional 12 firefighters and six apparatus.</p>	<p>Require additional administrative personnel, additional office space, and possibly expansion of the existing jail.</p> <p>Need for a new station to cover development in the western part of the City.</p> <p>Generate a demand for an additional 15 firefighters and accompanying apparatus.</p>	<p>Require additional administrative personnel and dispatchers, additional office space, expansion of both the existing jail and dispatching center, and a new beat in the southern portion of the City.</p> <p>Need for a new station to cover development in the western part of the City.</p> <p>Generate a demand for an additional 26 firefighters, three accompanying apparatus, and one additional engine company.</p>
Parks and Recreation	<p>Generate a need for an additional 161 acres of developed parkland.</p>	<p>Led for possibly a fifth fire station, one additional engine company, nine firefighters, and one accompanying apparatus if further study of existing and planned fire station adequacy determines that the department cannot adequately serve the southwestern part of the City with four stations.</p> <p>Generate a need for an additional 387 acres of developed parkland. An estimated 122 acres would consist of storm drainage detention basins and parts, therefore, the remaining 265 acres should consist of neighborhood and community parks.</p>	<p>Need for possibly a fifth fire station and one accompanying apparatus if further study of existing and planned fire station adequacy determines that the department cannot adequately serve the southwestern and southeastern parts of the City with four stations.</p> <p>Generate a need for an additional 519 acres of developed parkland. An estimated 201 acres would consist of storm drainage detention basins and parts, therefore, the remaining 311 acres should consist of neighborhood and community parks.</p>
Schools	<p>Generate an additional 920 students.</p> <p>Need for the conversion of existing schools and need for the three proposed elementary and two proposed middle schools.</p>	<p>Generate an additional 6,917 students.</p> <p>Need for five elementary and three middle schools and one additional high and continuation school.</p>	<p>Generate an additional 10,171 students.</p> <p>Need for seven elementary and three middle schools and one additional high and continuation school.</p>
*-----			
TRANSPORTATION	<p>Increase the total vehicle miles traveled.</p> <p>Require 13.7 miles of two-lane arterials, 6.6 miles of four-lane undivided roads, 8.5 miles of four-lane divided roads, and zero miles of six-lane divided roads.</p>	<p>Increase the total vehicle miles traveled.</p> <p>Require 12.1 miles of two-lane arterials, 10.0 miles of four-lane undivided roads, 7.3 miles of four-lane divided roads, and 2.0 miles of six-lane divided roads.</p> <p>Create a need for additional street personnel.</p>	<p>Increase the total vehicle miles traveled.</p> <p>Require 10.9 miles of two-lane arterials, 16.4 miles of four-lane undivided roads, 7.3 miles of four-lane divided roads, and 2.0 miles of six-lane divided roads.</p> <p>Create a need for additional street personnel.</p>



## CHAPTER 4. Land Use

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### OPTION 1

Because this option is essentially identical to the City's existing General Plan, which **limits** development to lands within the **existing** City **limits**, the implications of Option 1 with respect to existing land use patterns, **zoning**, residential densities, commercial areas, and industrial areas are **minimal**.

Implementation of Option 1 would result in the conversion of approximately **588** acres of vacant open space and agricultural lands to urban uses, resulting in a substantial irreversible land use change (Table 4-1). Of these **588** acres, an estimated **158** acres are in intensive agricultural production (**1987** Existing Land Use Inventory). All of these **158** acres are targeted for urban development in **the existing** GP. **This** acreage, located in **the** eastern portion of the City, **consists** of parcels ranging **from 14 to 27.1** acres, most of which (**143** acres) are designated on the adopted **GP** and **zoning** maps **as** heavy industrial. Because of their relatively small size and proximity **to** existing **urban** uses, the viability of these parcels for continued agricultural use is **limited**. Option 1, therefore, designates **only marginal** agricultural land for conversion to **urban** uses.

The primary concern regarding land use conflicts under this option pertains to existing conflicts. Areas where conflicts currently exist include South Sacramento Street, where single family residential uses abut industrial **uses**; Kettleman Lane, where pressure for strip commercial development **has** encroached on single family residential areas; and in peripheral areas, where residential development abuts agricultural uses. The first two conflicts are the result of past land use decisions, and the third is inevitable in rural, agricultural communities experiencing urban growth. Again, because this option follows the basic land use pattern set forth on the adopted GP map, these conflicts would not be aggravated or increased by implementation of this option.

In addition to the development of vacant land, Option 1 **calls** for the redevelopment of underutilized parcels, most of which are located in the Eastside area. Such redevelopment activity would have a positive impact on the City's existing development pattern.

### OPTION 2

Implementation of Option 2 would result in the conversion of approximately **2,071** acres of vacant open space and agricultural land to urban uses, resulting in a substantial irreversible land use change (Table 4-1). Of these **2,071** acres, an estimated **1,270** acres are in intensive agricultural production, **500** **of** which are currently under Williamson Act contract (**1987** Existing Land Use Inventory).

**Table 4-1. Agricultural Land Conversion by Land Use Option  
(in acres)**

	Option 1	Option 2	Option 3
New urban development	588	2,071	3,036
Converted agricultural land	158	1,270	2,200
Converted agricultural land under Williamson Act contract	0	500	500

Source: 1987 Existing Land Use Inventory.

Implementation of Option 2 would remove land from agricultural production, extend the urban-rural-agricultural interface, and result in agricultural-residential conflicts.

The existence of residential development adjacent to agricultural uses often presents the following land use conflicts:

- o **Use of Chemicals.** Residential development proximate to agricultural operations often limits growers in determining when and how they can apply pesticides and what kind of pesticides they can apply.
- o **Nuisance Complaints.** Residential development adjacent to agricultural uses could result in complaints about agricultural burning, noise, dust, and odors from adjacent agricultural operations.
- o **Restrictions on Aircraft Application of Chemicals Near Residential Development.** Aircraft application in the vicinity of residential areas, as regulated by the Federal Aviation Administration, prohibits operation of cropduster aircraft over or even near residential areas.
- o **Vandalism and Trespass.** Residential development adjacent to agricultural uses could increase the potential for trespass, vandalism to crops and farm equipment, add to the probability of a lawsuit, and increase waste disposal.

The conflicts associated with the encroachment of urban uses on agricultural activities would, however, be partially minimized because, as detailed in Chapter 2, "Project Description," Option 2 directs new urban development to large blocks of contiguous land defined by streets, canals, or natural features.

The land uses identified within the existing city limits are the same as those identified under Option 1, with the exception of 17 acres of land east of SR 99 being shifted from heavy industrial to light industrial. The potential land use conflicts resulting from Option 2 within the existing city limits would, therefore, be similar to those of Option 1.

For areas outside of the existing city limits, Option 2 minimizes incompatible uses by concentrating new commercial centers at key intersections. Because of the nature of the proposed planned residential designation (see Chapter 2, "Project Description"), it is not currently possible to ensure that high density residential uses, instead of low or medium density uses, would be located proximate to these commercial areas. The high density residential-commercial interface is generally considered compatible.

Implementation of Option 2 would result in the conversion of 1,483 more acres of land. Of these total acres, Option 2 would result in the conversion of 1,112 more acres of productive agricultural land than under Option 1. In addition to existing land use conflicts, Option 2 would result in new agricultural-residential conflicts, and potential commercial-residential conflicts.

## OPTION 3

Implementation of Option 3 would result in the conversion of approximately **3,036** acres of vacant open space and agricultural lands to urban uses, resulting in a substantial irreversible land use change (Table **4-1**). Of these **3,036** acres, an estimated **2,200** acres are in intensive agricultural production, **500** of which are currently under Williamson Act contract (**1987** Existing Land Use Inventory).

Implementation of Option 3 would remove land from agricultural production, extend the urban-rural-agricultural interface, and result in agricultural-residential conflicts. (See Option 2 for a discussion of agricultural-residential conflicts.) The encroachment of urban uses on agricultural activities would, however, be partially minimized **because, as** detailed in Chapter 2, "Project Description," Option 3 directs new urban development **to** large contiguous blocks defined **by** streets, canals, **or** natural features.

The land uses identified within the existing city limits are the same **as** those identified under Option 1, with the exception of **66** acres of land east of **SR 99**, which is being shifted from heavy industrial to light industrial. The potential land use conflicts resulting from Option 3 would, therefore, be similar to those of Option 1.

For areas outside of the existing city limits, Option 3 minimizes incompatible **uses** **by** concentrating new commercial centers at **key** intersections. In addition, land designated for new office development has been located along the western portion of **Kettleman Lane**, near similar existing and newly developing **uses**. Because of the nature of the proposed planned residential designation, it is not currently possible to ensure that high **density** residential **uses**, instead of low and medium density residential uses, would be located near commercial and office areas and major intersections.

Implementation of Option 3 would result in the conversion of **2,448** more acres of land than Option 1 and **965** more acres of total land than Option 2. Of these **2,448** acres, Option 3 would result in the conversion of **2,042** more acres of productive agricultural land than Option 1 and **930** more acres than Option 2. In addition to existing land use conflicts, Option 3 would result in new agricultural-residential conflicts, potential commercial-residential conflicts, and potential office-commercial conflicts.

## IMPLICATIONS FOR THE GENERAL PLAN

### Option 1

- o Option 1 does not propose land uses that would aggravate existing conditions or reduce the amount of land identified for agricultural use under the adopted GP. The only agriculturally used land that would be converted to urban uses is dispersed mostly throughout the eastern portion of the City on relatively small parcels. This land is only marginally viable as agricultural land.

## Option 2

- o Consider approving only those development proposals that promote infill development and development that is contiguous to existing developed areas. Promoting infill development could entail establishing comprehensive development phasing programs tied to the provision of public facilities and services.
- o Consider requiring specific plans for areas of new development to ensure orderly, well-planned growth. Specifically, require that planned residential developments be spatially arranged to ensure that high density uses are located proximate to commercial areas and major intersections.
- o Require site plans to incorporate mitigation measures that reduce adverse effects on adjacent land uses.
- o Consider designating an agricultural buffer between areas identified for urban development and land in intensive agricultural production to minimize agricultural-residential conflicts.
- o Consider adopting right-to-farm policies or a right-to-farm ordinance that recognizes a farmer's right to continue agricultural practices that may at times be considered an inconvenience to nearby residents.

## Option 3

- o The implications for Option 3 would be the same as those for Option 2



## CHAPTER 5. Housing

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### OPTION 1

Option 1 would allow the addition of a projected **1,338** housing units to Lodi's existing housing stock (Tables 2-1 and 5-1). Of these **1,338 units**, **874** would be low density residential, **341** would be medium density residential, **87** would be high density residential, and the remaining **36** would be in the proposed **Eastside** residential category, which is low density. **An** estimated **1,143** of the total **1,338** new units are considered committed, but undeveloped.

The growth of Lodi's housing stock allowed under Option 1 would represent an increase of **7.8** percent over the estimated existing housing stock. Option 1 would allow Lodi's housing stock to increase at an average rate of **67 units** per year over the 20-year **GP** time frame. This would be lower than Lodi's estimated housing stock growth rate of **502 units** per year between **1980** and **1987** (Jones & Stokes Associates **1988a**).

Because little vacant land is left in Lodi that is suitable for residential development, virtually all of the new units to be developed under Option 1, beyond those **units** already committed but undeveloped, would be small infill projects.

The primary concern regarding housing impacts pertains to the jobs-housing balance. For purposes of determining housing impacts of the GP, it is assumed that maintenance of an internal jobs/housing balance is a fundamental objective. The concept of balancing housing development with employment generation involves three fundamental relationships:

- o the spatial relationship between employment centers and residential development,
- o the numerical balance between the number of employees generated by non-residential development and the number of housing units developed in residential development, and
- o the qualitative relationship between the cost of housing developed and the income levels of jobs generated in nonresidential developments.

The fundamental objective of maintaining a jobs/housing balance is to reduce commute distances.

For purposes of calculating the balance resulting from the land uses designated under each option, J. Laurence Mintier & Associates (1988) assumes that Lodi households have an average of 1.25 workers. A balance between the number of housing units developed and the number of jobs generated can, therefore, be calculated by dividing the number of jobs created by the average number of workers per household (1.25) and by adding enough units to achieve a healthy vacancy rate of 5 percent.

Table 5-1. New Housing and Employment Development by Land Use Option

Residential Category	Option 1	Option 2	Option 3
Low density	874	6,499 <sup>a</sup>	9,791 <sup>a</sup>
Medium density	341	1,206 <sup>a</sup>	1,713 <sup>a</sup>
High density	87	2,251 <sup>a</sup>	3,517 <sup>a</sup>
Eastside residential	36	36	36
<b>Total new housing units</b>	<b>1,338</b>	<b>9,992</b>	<b>15,057</b>
<b>New jobs created</b>	<b>2,935</b>	<b>6,812</b>	<b>9,778</b>

<sup>a</sup> Includes units that would be developed under the proposed planned residential designations. The planned residential designation assumes a distribution of 65 percent low density, 10 percent medium density, and 25 percent high density.

Application of this formula to existing conditions shown in Table 2-1 indicates that Lodi has a slight surplus of housing units with approximately 2,400 Lodi residents commuting to jobs outside of Lodi.

Implementation of Option 1 would increase employment within Lodi by a projected 2,935 (Tables 2-1 and 5-1). (See also Chapter 7, "Employment.") The majority of these new jobs, 1,293, would be created by the industrial development designated in the eastern portion of the City. According to the jobs-housing formula provided above, the number of new employees generated under Option 1 would create a demand for an additional 2,465 housing units. Option 1 would, therefore, result in a housing deficiency of 1,127 units. This deficiency may, however, be slightly distorted because, according to the 1980 U. S. Census, of the 94 percent of Lodi heads of households working in San Joaquin County, only 62 percent work in Lodi (Jones & Stokes Associates 1988a). Under this option, there is not enough land within the existing city limits to accommodate the number of housing units necessary to house the employees generated from buildout of nonresidential land.

Given the inability to achieve an adequate balance, the other two balance relationships described above, spatial and qualitative, could not be satisfactorily accomplished under Option 1.

The lack of land identified for new residential development would also have a negative effect on the existing housing market because it would limit the amount of housing available, thereby potentially increasing the demand for, and consequently the cost of, existing housing.

## OPTION 2

Option 2 would allow the addition of a projected 9,992 housing units to Lodi's existing housing stock (Tables 2-1 and 5-1). The majority of new units would be developed under the proposed planned residential land use designation, which assumes a distribution of 65 percent low density residential units, 10 percent medium density residential units, and 25 percent high density residential units. Applying this distribution, an estimated 5,625 low density, 1,865 medium density, and 2,164 high density units would be developed under the planned residential designation. Therefore, the total number of new units under each land use category would be 6,499 low density, 1,206 medium density, 2,251 high density, and 36 Eastside residential units.

The growth of Lodi's housing stock allowed under Option 2 would represent an increase of 58 percent over the estimated existing housing stock. Option 2 would allow Lodi's housing stock to increase at an average rate of 500 units per year over the 20-year GP time frame.

Implementation of Option 2 would increase employment within Lodi by a projected 6,812 (Tables 2-1 and 5-1). (See also Chapter 7, "Employment.")

According to the jobs-housing formula provided under Option 1, the number of housing units necessary to accommodate new employees in Lodi would be 5,722. Under

this option, an excess of 4,270 units is projected. The apparent oversupply of residential land would, however, accommodate new residents who would commute to jobs outside of Lodi or provide Lodi housing if additional industrial development occurs.

Although housing would exceed the number of new jobs, the affordability of housing for low- and moderate-income workers, would not be guaranteed. The unavailability of affordable housing could lead to workers commuting into Lodi, resulting in traffic circulation problems. The proposed planned residential designation, however, attempts to provide affordable housing by requiring new development to provide a combination of low-, medium-, and high-density units.

In identifying proposed land use categories for the GP, the planned residential category was formulated to provide a qualitative internal balance among housing types. Accordingly, the relationship between the cost of new units and the income levels of expected new jobs would be positive. Most of the new job growth in Lodi is expected to be either in the industrial sector or in local-serving commercial operations, with little office employment. It is expected that the income characteristics of these employees would result in the absorption of a higher percentage of the new medium- and high-density units developed under Option 2. The remaining lower density units could be expected to accommodate new residents commuting to job markets with higher-income-generating employment sectors.

Because Lodi is relatively small and isolated, the spatial relationship, which usually plays such an important role in the consideration of the jobs-housing balance, is less crucial. The spatial balance resulting from Option 2 is therefore assumed to be positive.

Implementation of Option 2 would result in 8,654 more housing units than under Option 1. Housing units provided under this option would exceed the demand for new units generated by new employees, resulting in an oversupply of 4,270 units.

### OPTION 3

Option 3 would allow the addition of a projected 15,057 housing units to Lodi's existing housing stock (Tables 2-1 and 5-1). An estimated 13,719 of the new units developed under Option 3 would be in the planned residential designation, resulting in 8,917 new low density residential units, 1,372 new medium density residential units, and 3,340 new high density residential units. The total number of new units developed under each land use category would, therefore be 9,791 low density, 1,713 medium density, 3,517 high density, and 36 Eastside residential units.

The growth of Lodi's housing stock allowed under Option 3 would represent an increase of 88 percent over the estimated existing housing stock. Option 3 would allow Lodi's housing stock to increase at an average rate of 753 units per year over the 20-year GP time frame.

Implementation of Option 3 would increase employment within Lodi by a projected 9,778 (Tables 2-1 and 5-1). (See also Chapter 7, "Employment.")

According to the jobs-housing formula provided under Option 1, the number of housing units necessary to accommodate new employees would be **8,214**. Under this option, an excess of **6,843** units is projected. **As** described above for Option 2, this oversupply would presumably be absorbed by new residents employed outside of Lodi or provide Lodi housing if additional industrial development occurs.

Although the number of new housing **units** would exceed the demand **generated by** new employees, the **affordability** of housing for low- and moderate-income **workers would** not be guaranteed. (See above discussion for Option 2.)

Because the assumptions used to identify residential land under Option 3 are virtually the same **as** under Option 2, and because of the nature of the proposed planned residential land use category, **the** spatial and qualitative jobs-housing impacts of Option 3 would be similar to those of Option 2.

Implementation of Option 3 would result in **13,719** more housing units than Option 1 and **5,065** more housing units than Option 2. Housing provided under this option would exceed the number of new jobs, resulting in an oversupply of **6,843** housing units, **2,573** more units than under Option 2.

## **IMPLICATIONS FOR THE GENERAL PLAN**

### **Option 1**

- o Additional residential land would be needed to achieve an adequate jobs-housing balance.

### **Option 2**

- o Consider conducting an annual employee survey of large firms in the GP area to gather useful data on housing; income, and commuting trends. (See Chapter 7, "Employment," for further discussion.)

### **Option 3**

- o The implications for Option 3 would be the same as those under Option 2.



## **CHAPTER 6. Population**

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### **OPTION 1**

Under Option 1, future growth in Lodi would be directed **by** the adopted Lodi General Plan. Little additional growth would occur under Option 1 since most **of** the residential land within the existing city **limits has** been developed.

Vacant residential **lands** within the existing city limits **would** accommodate the development **of** an additional 1,338 housing units. Based **on** full occupancy **of** additional housing **units** and an average household size of 2.6 persons per **unit**, the additional housing units would accommodate a population increase **of** 3,479. **As** shown in Tables 2-1 and 6-1, Lodi's buildout population under Option 1 would reach an estimated 50,745, representing a 7.4-percent increase over the existing population.

Lodi grew at an estimated average annual rate **of** 3.5 percent between 1970 and 1987 (Jones & Stokes Associates 1988a). Continued **growth** at this long-term rate would lead to the absorption **of** existing vacant parcels within 2-3 years. Implementation **of** Option 1 would severely limit population growth within Lodi over the 20-year GP buildout period.

### **OPTION 2**

Under Option 2, future population growth in Lodi would be controlled **by** a policy limiting the City's annual housing stock growth to 2 percent per year. (See Chapter 2, "Project Description.")

Residential lands designated by Option 2 would accommodate development **of** an additional 1,338 housing units within the existing city limits and 8,654 housing units within the unincorporated portions **of** the GP area. Based on full occupancy **of** additional housing units and an average household size of **2.6** persons per unit, the additional housing units would accommodate a population increase of 25,979. **As** shown in Tables 2-1 and 6-1, Lodi's buildout population under Option 2 would reach **an** estimated 73,245, representing a 55-percent increase over the existing population.

Annual population growth over the 20-year GP buildout period would occur at a relatively constant rate because of the housing stock growth rate policy. Based on a population increase of 25,979, Lodi's population would increase at an average annual rate of 2.7 percent over the buildout period. This population growth rate would be below Lodi's estimated 1970-1987 average annual rate of 3.5 percent. Implementation of Option 2 would probably limit the population growth that would occur within Lodi over the 20-year GP buildout period in the absence of the housing stock growth policy.

Table 6-1. Comparison of Approximate Population for Existing Conditions and by Land Use Option

Location Within GP Area	Existing Population	Option 1			Option 2			Option 3		
		Incremental Growth	Bulldout Population	Percent Increase Over Existing	Incremental Growth	Bulldout Population	Percent Increase Over Existing	Incremental Growth	Bulldout Population	Percent Increase Over Existing
City	46,327	3,479	49,805		3,479	49,805		3,479	49,805	
County	940	0	940		22,500	23,440		35,669	36,609	
Total	47,267	3,479	50,745	7.4	25,979	73,245	55.0	39,148	86,414	82.8

Note: Population projections based on an average household size of 2.6 persons per housing unit (Schroeder pers. comm.).

Implementation of Option 2 would generate **22,500** more persons than under Option 1.

### OPTION 3

Under Option 3, future population growth in Lodi would result from an annual **3.5** percent increase in the City's housing stock over the buildout period. The housing stock growth rate would either be controlled by a policy similar to the one proposed under Option 2, or would occur as a result of market forces.

Residential lands designated by Option 3 would accommodate development of an additional **1,338** housing units within the existing city limits and **13,719** housing units within the unincorporated portions of the GP area. Based on full occupancy of additional housing units and an average household size of 2.6 persons per unit, the additional housing units would accommodate a population increase of **39,148**. As shown in Tables 2-1 and 6-1, Lodi's buildout population under Option 3 would reach an estimated **86,414**, representing an 82.8-percent increase over the existing population.

Annual population growth over the 20-year GP buildout period would occur at a relatively constant rate if controlled by a housing stock growth rate policy. Population growth generated by market forces could vary significantly from year to year. Based on a population increase of **39,148**, Lodi's population would increase at an average annual rate of **4.1** percent over the buildout period. This population growth rate would exceed Lodi's estimated **1970-1987** average annual rate of **3.5** percent. Implementation of Option 3 would probably accommodate population growth that would occur in the absence of a growth limitation policy.

The population growth may or may not be limited, however, by a housing stock growth policy. Under market conditions, population growth in Lodi could exceed the **3.5**-percent annual average growth rate projected under this option, resulting in secondary impacts on traffic and public services.

Implementation of Option 3 would generate **35,669** more persons than under Option 1 and **13,169** more persons than under Option 2.

## IMPLICATIONS FOR THE GENERAL PLAN

### Option 1

- o No additional policies would be required to minimize the impacts of population growth under this option because relatively little vacant land exists within the city limits. Population growth would be limited by the amount of land available under Option 1.

## Option 2

- o No additional policies would be required to minimize the impacts of population growth under this option because population growth would be largely controlled by the growth policy that would limit annual housing stock growth to 2 percent.

## Option 3

- o Consider adopting a policy limiting the annual growth rate of the housing stock to 3.5 percent to ensure that population growth does not exceed projected levels.



## **CHAPTER 7. Employment**

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### **OPTION 1**

Option 1 would designate **390** acres for employment-generating uses, including 23 acres for commercial uses, **38** acres for office uses, 271 acres for industrial uses, and 58 acres for public/quasi-public uses (Table 2-1). Buildout of vacant lands under this option would generate a projected **2,935** new jobs within Lodi, based on employee density factors derived from a study of employment patterns in San Joaquin County (Factor and Schroeder pers. comms.). Two general employment sectors would account for a majority of the new jobs. Employment generated by the use of land designated for heavy industrial development would account for 1,113, or 38 percent of the new jobs, and employment generated by office uses would account for a projected 616, or 21 percent of total new jobs (Table 2-1).

Under Option 1, total employment in Lodi would increase from an estimated existing level of 21,953 to a projected buildout level of 24,888 (Tables 2-1 and 7-1).

The employment mix in Lodi at buildout under Option 1 would not change substantially from the existing employment mix (Table 7-1). Industrial employment would increase slightly from 33.1 percent to 34.5 percent of total employment, and commercial employment would decrease from 45.0 percent to 42.2 percent of total employment.

### **OPTION 2**

Option 2 would designate 563 acres for employment-generating uses, including 157 acres for commercial uses, 38 acres for office uses, 280 acres for industrial uses, and 88 acres for public/quasi-public uses (Table 2-1). Buildout of designated lands under Option 2 would generate a projected 6,812 new jobs within Lodi. Three general employment sectors would account for a majority of the new jobs. Retail employment generated by the use of land designated for neighborhood/community commercial development would account for 2,520, or 37 percent of the new jobs; employment generated by general commercial uses would account for a projected 1,600, or 23 percent of total new jobs; and, employment in heavy industrial occupations would account for 1,035, or 15 percent of total new jobs (Table 2-1).

Under Option 1, total employment in Lodi would increase from an estimated existing level of 21,953 to a projected buildout level of 28,765 (Tables 2-1 and 7-1).

The employment mix in Lodi at buildout under Option 2 would change substantially in two sectors from the existing employment mix. neighborhood/community commercial employment would increase from 17.6 percent to 22.2 percent of total employment, and

Table 7-1. Comparison of Approximate Employment for Existing Conditions and by Land Use Option

Land Use Designation	Existing Conditions/a			Option 1/b			Option 2/b			Option 3/b		
	Developed Acres	Existing Employment	Percent of Total	Buildout Acres	Buildout Employment	Percent of Total	Buildout Acres	Buildout Employment	% of Total	Buildout Acres	Buildout Employment	% of Total
Commercial												
Neighborhood/community	149	3,874	17.6	161	4,210	16.9	239	6,394	22.2	282	7,598	23.9
General	212	5,512	25.1	220	5,712	23.0	276	7,112	24.7	317	8,137	25.6
Downtown	19	494	2.3	22	578	2.3	22	578	2.0	22	578	1.8
Office	65	1,958	8.9	103	2,574	10.3	103	2,574	8.9	126	2,946	9.3
Industrial												
Light	314	4,412	20.1	343	4,592	18.5	369	4,753	16.5	448	5,243	16.5
Heavy	382	2,864	13.0	624	3,977	16.0	607	3,899	13.6	528	3,536	11.1
Public/quasi-public	909	2,839	12.9	967	3,245	13.0	997	3,455	12.0	1,031	3,693	11.6
<b>Total</b>	<b>2,050</b>	<b>21,953</b>	<b>99.9</b>	<b>2,440</b>	<b>24,838</b>	<b>100.0</b>	<b>2,613</b>	<b>28,765</b>	<b>99.9</b>	<b>2,754</b>	<b>31,731</b>	<b>99.8</b>

Source: a Jones & Stokes Associates 1988a.

b Buildout employment projections calculated by adding the incremental increase in employment under each option to existing employment. Incremental employment was projected based on the following estimates of employees per gross acre (Factor pers. comm.): commercial uses, 28.0; office uses, 16.2; light and heavy industrial uses, 6.2 and 4.6, respectively; and, public/quasi-public, 7.0.

light industrial employment would decrease from **20.1** percent to **16.5** percent of total employment (Table 7-1).

Under Option **2**, a large number of new jobs would be generated in Lodi, including a substantial number of jobs in the retail commercial sector. The ability of Lodi to house workers new to the City is dependent upon the availability and affordability of housing. Housing provided under Option **2** would exceed the number of new jobs (see Chapter **5**, "Housing," for further discussion); however, the **affordability of housing for low- and moderate-income workers, such as retail employees, would not be guaranteed.** The unavailability of affordable housing could lead to **workers commuting into Lodi, resulting in traffic circulation problems.**

Implementation of Option **2** would result in **3,877** more jobs than under Option **1**.

### OPTION 3

Option **3** would designate **704** acres for employment-generating uses, including **241** acres for commercial uses, **61** acres for **office** uses, **280** acres for industrial uses, and **122** acres for public/quasi-public uses (Table **2-1**). Buildout of designated lands under Option **3** would generate a projected **9,778** new jobs within Lodi. Two general employment sectors would account for a majority of the new jobs. Retail employment generated by the use of land designated for neighborhood/community commercial development would account for **3,724**, or **38** percent of the new jobs, and employment generated by general commercial uses would account for a projected **2,625**, or **27** percent of total new jobs (Table **2-1**).

Under Option **3**, total employment in Lodi would increase from an estimated existing level of **21,953** to a projected buildout level of **31,731** (Tables **2-1** and **7-1**).

The employment mix in Lodi at buildout under Option **3** would change substantially in two sectors from the existing employment mix. neighborhood/community commercial employment would increase from **17.6** percent to **23.9** percent of total employment, and Light and heavy industrial employment would decrease from a combined **33.1** percent to **27.6** percent of total employment (Table 7-1).

Implementation of Option **3** would generate **6,843** more jobs than under Option **1** and **2,966** more jobs than under Option **2**.

## IMPLICATIONS FOR THE GENERAL PLAN

### Option 1

- o No new policies would be required to minimize problems related to employment growth under Option **1** because the increase in employment under Option **1** would not be substantial and the mix of employment at buildout would not differ

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significantly from the existing employment mix. No new policies would be required to minimize problems related to employment growth under Option 1.

### Option 2

- o Consider conducting an annual employee survey of large firms in the GP area to anticipate housing affordability problems. Employee characteristics to be surveyed include: household size, annual personal and household income, monthly housing costs, housing unit purchase price, years in residence, type of housing unit, ease of finding affordable housing, location of residence, commute distance, and reasons for not living in Lodi. Once the information is gathered, the findings should be presented to the Lodi City Council with specific recommendations.
- o Consider establishing an annual program to monitor housing prices in Lodi to anticipate affordability problems.

### Option 3

- o The implications for Option 3 would be the same as those for Option 2.



## **CHAPTER 8. Public Services**

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### **WATER**

This section is based on information provided by Psomas and Associates.

#### **Option 1**

Implementation of Option 1 would slightly increase the demand for water by increasing the population in the city limits. **This** increased demand, plus the need to provide adequate reserve capacity requires an additional seven wells, **increasing the total to 25 wells** (Table 8-1 and Figure 8-1). Also shown in **Figure 8-1** are the **major pipelines** that would be necessary under Option 1. Based on the computer network **analysis prepared** by Psomas and Associates, the wells and pipelines shown in Figure 8-1 would meet peak-hour, maximum-day, and fire flow demands.

The computer analysis showed that future wells added to **the northeastern portion** of Lodi would result in higher system efficiency than if located further south or east because of higher groundwater elevations. Because water quality is generally better closer to the Mokelumne River, it is beneficial to locate wells in this area. Although future wells added to the northern portion of the City would generally provide a more efficient system, approximately one well per utility subarea (Figure 8-1) would be required in the southern service areas to meet local peak hour and fire demands.

The lack of existing wells near the downtown area has caused a local depression of the system hydraulic gradient in the center of the City. By adding new wells to the central area of **Lodi**, system water pressure would be stabilized during high demand periods.

#### **Option 2**

Implementation of Option 2 would increase the demand for water by increasing the population in the city limits and through annexation of the unincorporated portions of the GP area into the city limits. This increase would generate a demand for an additional 17 wells, increasing the total to 35 wells (Table 8-1 and Figure 8-2). **Also** shown in Figure 8-2 are the major pipelines that would be necessary under Option 2.

Implementation of Option 2 would require 10 more wells and additional pipelines than under Option 1.

Table 8-1. Future Well Demands by Land Use Option

Subarea <sup>a</sup>	Option 1	Option 2	Option 3
Northwest	0	3	3
Northcentral	3	5	7
Northeast	2	5	8
Southwest	0	2	2
Southcentral	2	2	4
Southeast	0	0	0
Total new wells	7	17	24
Total <b>flow</b> added <sup>b</sup>	7,613	21,163	30,556

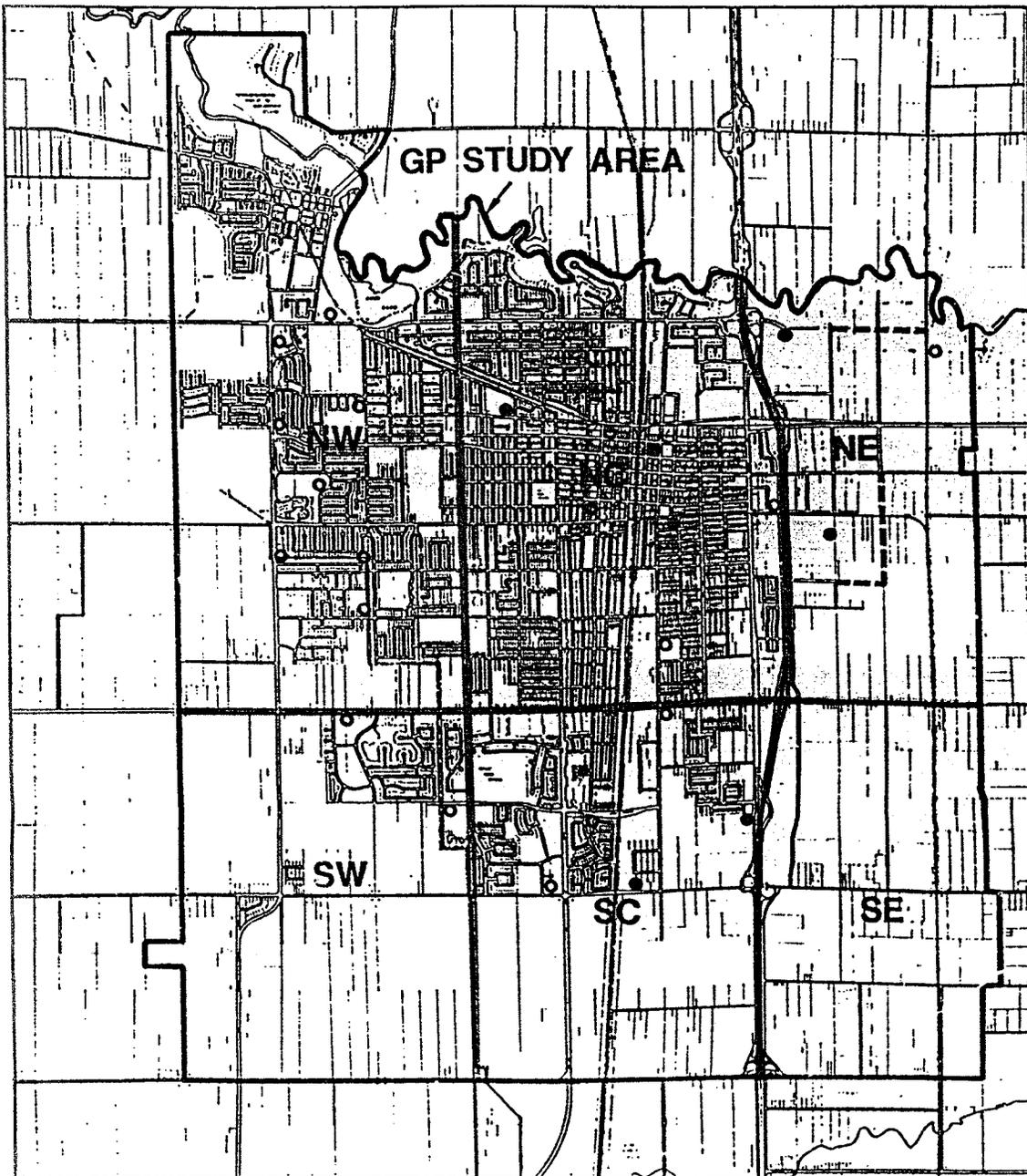
<sup>a</sup> See Figure 8-1 for subarea location.

<sup>b</sup> Total peak **flow** demand added to system network.

Source: Psomas and Associates 1988.

Note: This table is based on the following assumptions:

- o Future well capacity is based on 1,600 gpm at a resulting hydraulic gradient of 172 ft msl
- o Tank level = 165 ft msl
- o Heavy industrial peak-hour demand = maximum day demand
- o All other demands based on an average day per capita flow of 285 gpd
- o Maximum day peak factor = 2.24; peak-hour factor = 3.28
- o Residential fire flow = 2,000 gpm; commercial/industrial fire flow = 3,000 gpm
- o Number of wells is determined by peak-hour demand divided by 1,600 gpm per well plus an additional 20 percent for wells out of service.



LEGEND

- Existing Well
- Future Well
- Future 10-Inch Pipe

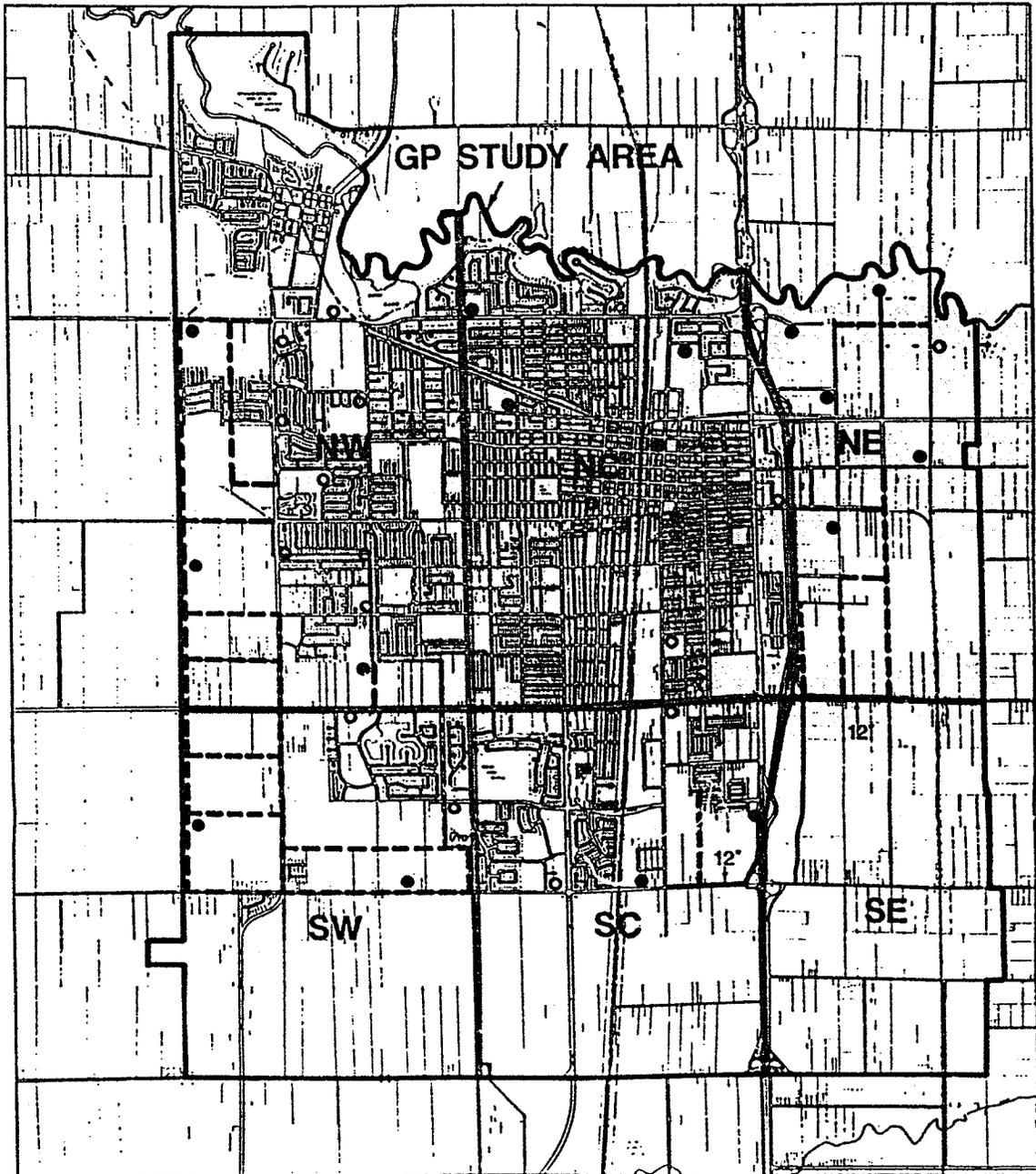
Note: Approximate Locations

FIGURE 8-1. WATER SYSTEM IMPROVEMENTS REQUIRED UNDER OPTION 1

Source: Peomas and Associates 1988

Lodi General Plan





**LEGEND**

- Existing Well
- Future Well
- Future 10-Inch Pipe

Note: Approximate locations. Option 2 also includes improvements required under Option 1.

**FIGURE 8-2. WATER SYSTEM IMPROVEMENTS REQUIRED UNDER OPTION 2**

Source: Psomas and Associates 1988

Lodi General Plan



## Option 3

Implementation of Option 3 would increase the demand for water by increasing the population in the city limits and through annexation of the unincorporated portions of the GP area into the city limits. This increase would generate a demand for an additional 24 wells, increasing the total of 42 wells (Table 8-1 and Figure 8-3). Also shown in Figure 8-3 are the major pipelines that would be necessary under Option 3.

Implementation of Option 3 would require 17 more wells and additional pipelines than under Option 1 and seven more wells and additional pipelines than under Option 2.

### Implications for the General Plan

#### Option 1

- o Provide additional wells and major pipelines to serve new development.
- o **Develop a policy** and fee schedule for funding improvements, **required for the** water system based on fair share contributions from all **new developments**.

#### Option 2

- o The requirements for Option 2 would be the same as those for Option 1.

#### Option 3

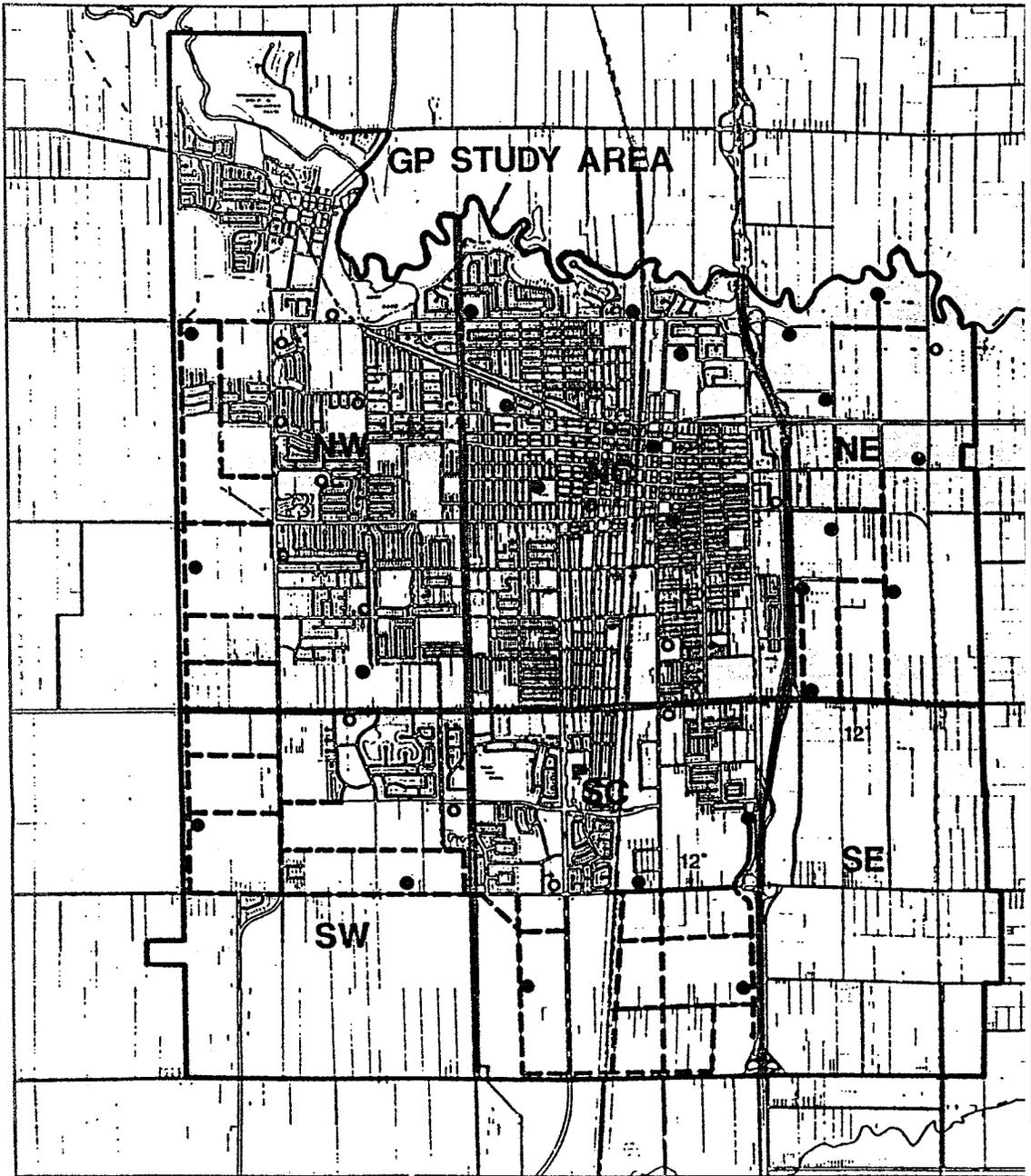
- o The requirements for Option 3 would be the same as those for Option 1.

## SEWERAGE

This section is based on information provided by Black & Veatch.

### Option 1

Sanitary sewer improvements for Option 1 are shown in Figure 8-4. These improvements consist solely of parallel sewers to relieve existing sewers, which, as indicated by computer modeling, are presently at or near capacity and surcharged during peak flow periods. These sewers have relatively flat slopes and, therefore, velocities that are less than the minimum required for self-cleaning. It is likely that solids deposition is a significant problem in these sewers and is contributing to capacity reduction. New connected



**LEGEND**

- Existing Well
- Future Well
- Future 10-Inch Pipe

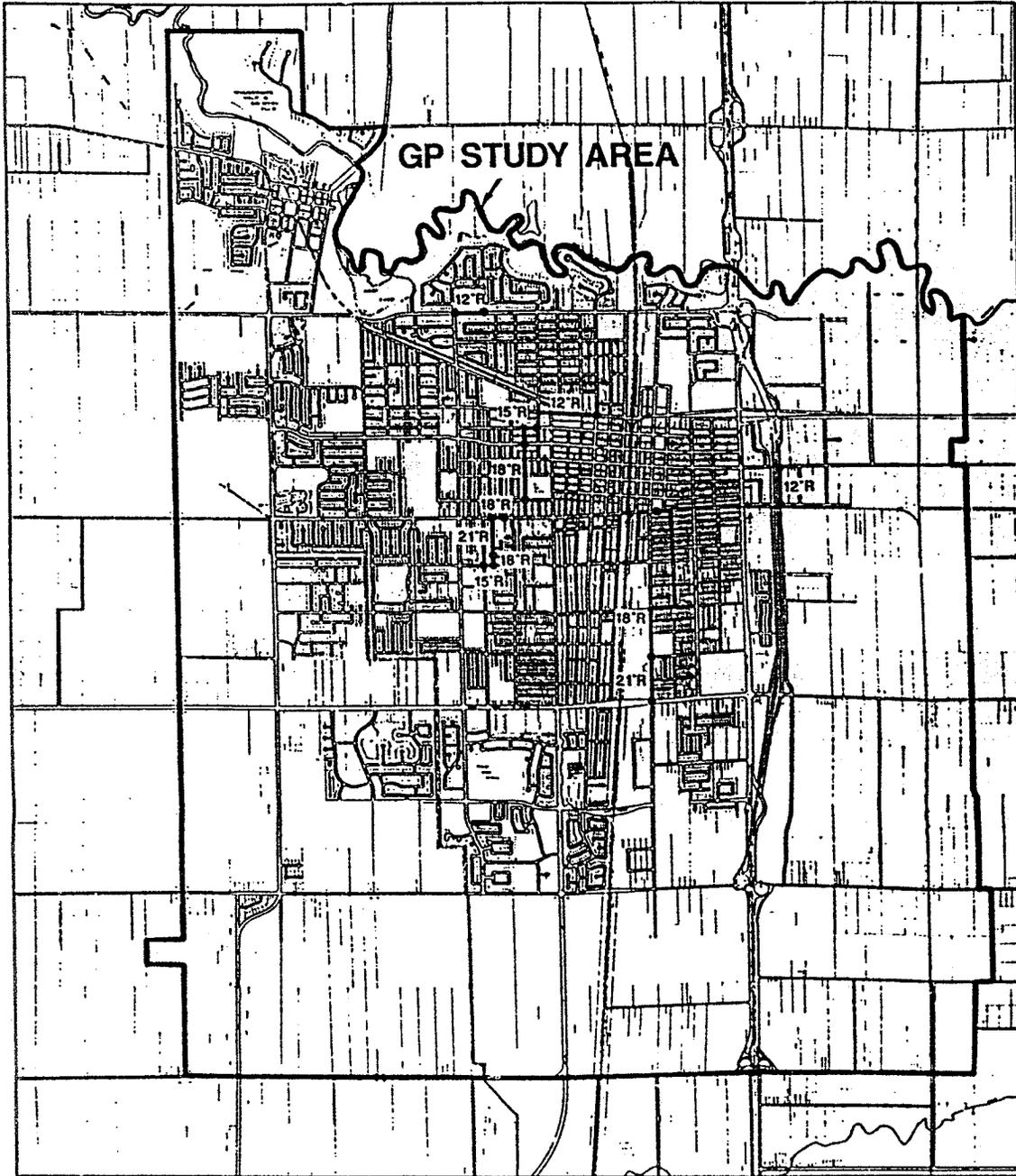
Note: Approximate locations. Option 3 also includes improvements required under Options 1 and 2.

**FIGURE 8-3. WATER SYSTEM IMPROVEMENTS REQUIRED UNDER OPTION 3**

Source: Psomas and Associates 1986

Lodi General Plan





LEGEND

- 12' Preliminary Diameter of New Sewer
- R Parallel Relief Sewer
- Change in Pipe Diameter

Note: Requirements for relief sewers should be field verified.

FIGURE 8-4. PRELIMINARY SANITARY SEWER IMPROVEMENTS  
REQUIRED UNDER OPTION 1 (SEWERS 12 INCHES  
AND LARGER IN DIAMETER)

Source: Black & Veatch 1988

Lodi General Plan



development will increase surcharging. Actual flows and requirements for relief sewers should be field verified prior to implementation of Option 1.

## Option 2

Sanitary sewer improvements for **Option 2** are shown in Figure 8-5. A relief sewer would be required along a portion of the existing trunk sewer located in Lower Sacramento Road. This relief sewer would permit near-term development adjacent to Lower Sacramento Road to be connected via gravity flow laterals. It would also carry flows from the area east of the WID Canal and north of Elm Street. A new north-south trunk sewer would be required as indicated to serve development west of Lower Sacramento Road that cannot be served by gravity flow to the existing trunk sewer.

Trunk sewers, pump stations, and force mains would be required as indicated to serve development in the vicinity of Century Boulevard that cannot be served by gravity flow to existing trunk sewers. Flow from these pump stations would be directed to the existing Century Boulevard trunk sewer. Peak flow rates to these pump stations are estimated at **450** gallons per minute (gpm) for the pump station on Kettleman Lane and **1,150 gpm** for the pump station on Lower Sacramento Road.

In addition to the improvements required under Option 1, implementation of Option 2 would require a new north-south trunk sewer, additional pump stations, and force mains.

## Option 3

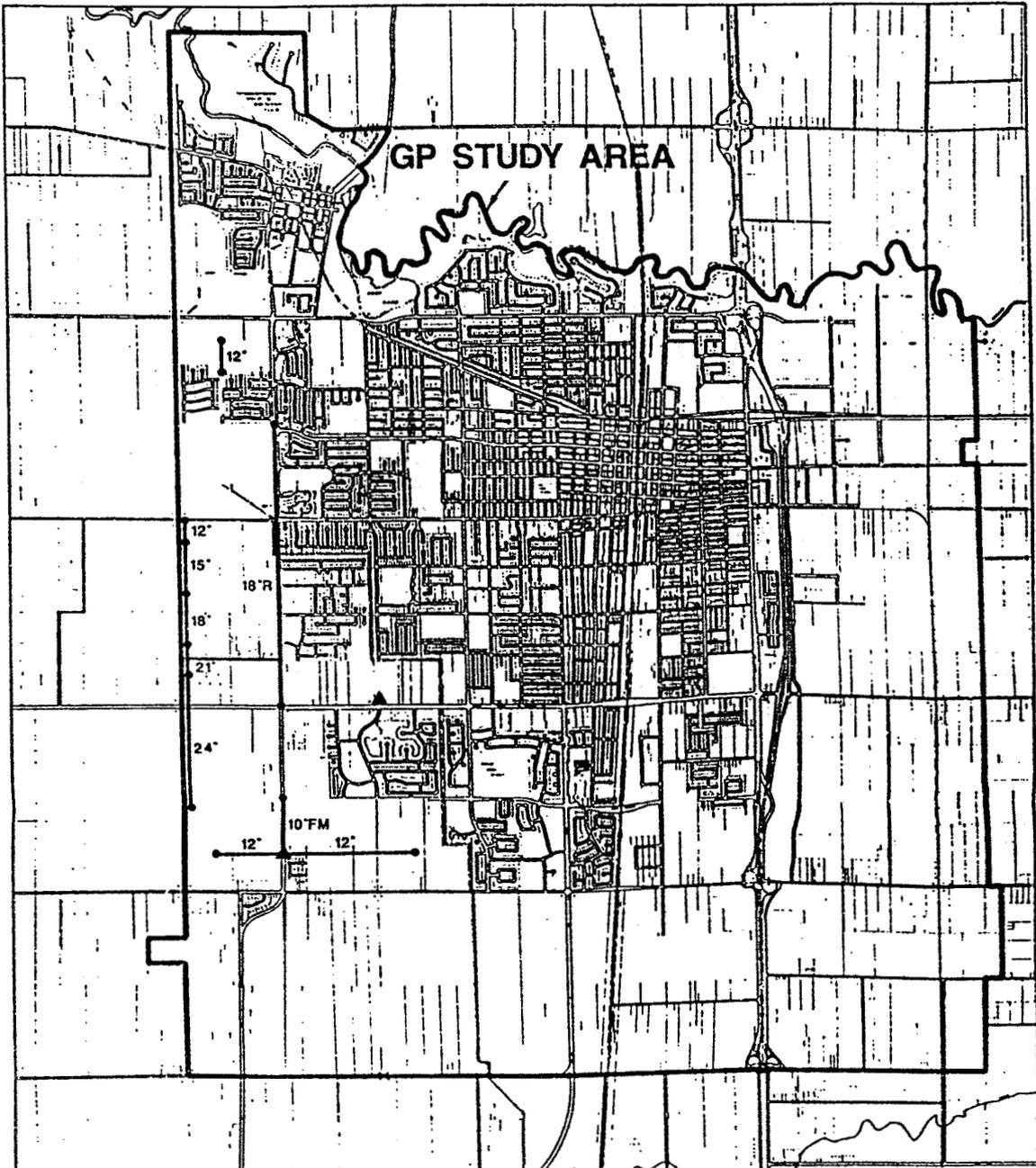
Sanitary sewer improvements for Option 3 are shown in Figure 8-6. These improvements consist of a new east-west trunk sewer between Harney Lane and Armstrong Road. A pump station and force main would be required to convey flow from the proposed trunk sewer to the existing Century Boulevard trunk sewer. The estimated ultimate peak flow rate to this pump station is 2,600 gpm.

In addition to the improvements required under Option 1 and 2, implementation of Option 3 would require a new east-west trunk sewer, additional pump stations, and force mains.

## Implications for the General Plan

### Option 1

- o Develop a policy and fee schedule for funding improvements required for the sewer system based on fair share contributions from all new developments.



**LEGEND**

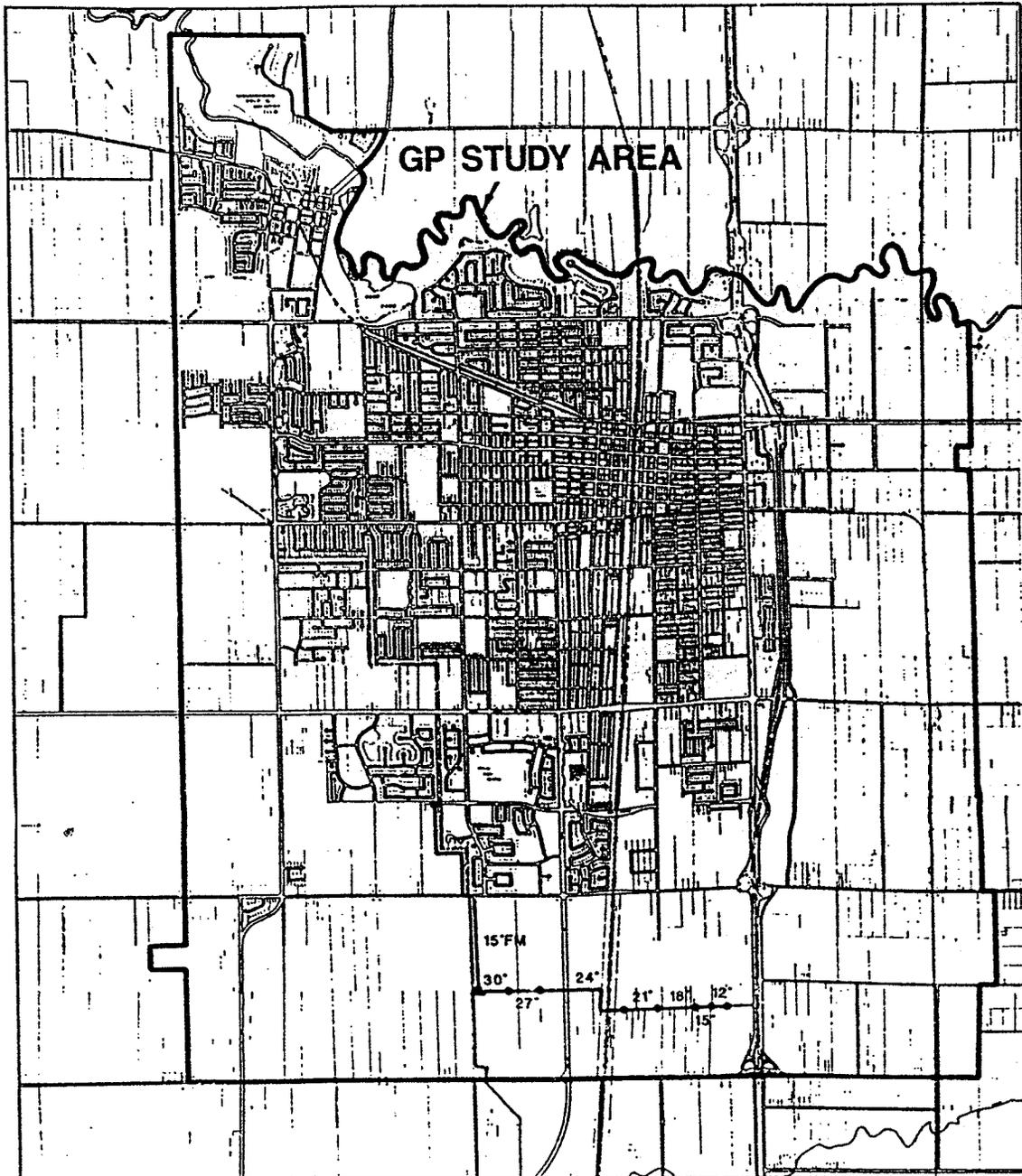
- 12' Preliminary Diameter of New Sewer
- R Parallel Relief Sewer
- Change in Pipe Size
- ▲ Pump Station
- FM Force blain

**FIGURE a-5. PRELIMINARY SANITARY SEWER IMPROVEMENTS REQUIRED UNDER OPTION 2 (SEWERS 12 INCHES AND LARGER IN DIAMETER)**

Source: Black & Veatch 1988

Lodi General Plan





**LEGEND**

- 12" Preliminary Diameter of New Sewer
- Change in Pipe Diameter
- A Pump Station
- FM Force Main

**FIGURE 8-6. PRELIMINARY SANITARY SEWER IMPROVEMENTS REQUIRED UNDER OPTION 3 (SEWERS 12 INCHES AND LARGER IN DIAMETER)**

Source: Black & Veatch 1988

Lodi General Plan



## Option 2

- o The implications for Option 2 would be the same **as** those for Option 1.

## Option 3

- o The implications for Option 3 would be the same **as** those for Option 1.

# STORM DRAINAGE

This section is based on information provided by the City of Lodi Public Works Department.

## Introduction

Preliminary designs for areas added to the master storm drainage system service area were prepared in accordance with adopted City design standards. **No** major changes to the design concepts used for the existing drainage basins are assumed. However, **as** the storm drainage system gets larger to accommodate new growth and the amounts **of** stored water increase, some of these design concepts should be reevaluated, particularly the level of service provided by the system in the southern part **of** Lodi compared to the system in the northern part of Lodi.

## Option 1

Under Option 1, a major portion **of** the planned master storm drainage system would lie outside of the **GP** study area. **This** poses a number of problems, particularly with the completion of the following projects currently underway:

- o **C-Basin.** This basin is partially excavated and developed. It also contains a temporary pump structure located in the Beckman Road ditch. While the existing basin and associated pump stations are performing adequately, the basin is not developed in accordance with the adopted City design standards.
- o **G-Basin.** This basin is partially excavated and has essentially no improvements other than a temporary perimeter fence. The basin needs a pump and inlet/outlet structure and interior drainage system for it to drain completely.
- o **Miscellaneous Storm Drainage blaster Lines.** Currently five unconstructed master storm drainage lines would be needed to serve development under Option 1: the Calavaras Street storm drain from Lockeford Street to Pioneer Drive, the

Pine Street storm drain from Guild Avenue to 800 feet east of Guild Avenue, the Vine Street storm drain from 400 feet east of Cluff Avenue to Guild Avenue, and the Lodi Avenue storm drain from 600 feet east of Cluff Avenue to Guild Avenue. A line in Hutchins Street from Walnut Street to Elm Street is planned for construction in 1989.

These projects would be funded from storm drainage fees assessed to future development. **As** presently planned, these projects will cost over \$3.5 million. This cost could be reduced if the service area were reduced and the projects redesigned. However, a number of policy decisions would have to be made regarding accommodating future growth and the level of improvements needed in the basins. With development restricted to the land designated under Option 1, the ability to finance or plan for these improvements is severely restricted.

## Option 2

Under Option 2, the master storm drainage system as presently planned would accommodate all of the area **shown**, with the exception of the area south of Kettleman Lane and west of Lower Sacramento Road. For this area, one additional basin, **I-Basin**, with incoming trunk lines and an outlet pipe would be needed (Figure 8-7). This area would be similar to **Area F** in Figure 8-7 because all of the water from this area would be pumped twice, once at the basin to drain the basin and the incoming pipes (including nuisance flows) and again at the Beckman Pump Station into the WID Canal.

The addition of I-Basin would add approximately 17 hours to the total time necessary to empty the basins after a design storm.

In addition to the improvements required under Option 1, **implementation** of Option 2 would require one additional storm drainage detention basin with incoming trunk lines and an outlet pipe.

## Option 3

Under Option 3, the master storm drainage system would be the same as required for Option 2. However, two additional basins and trunk and outlet lines south of Harney Lane between the WID Canal and SR 99 and north of Armstrong road (see Areas J and K in Figure 8-8) would be required to accommodate growth under Option 3. Double pumping would also be required at these locations for water because the existing ground elevations are lower, in relation to the rest of the City and the existing storm drainage system.

The addition of these basins would add approximately 50 hours to the total time necessary to empty the basins after a design storm.

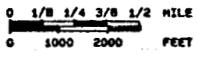
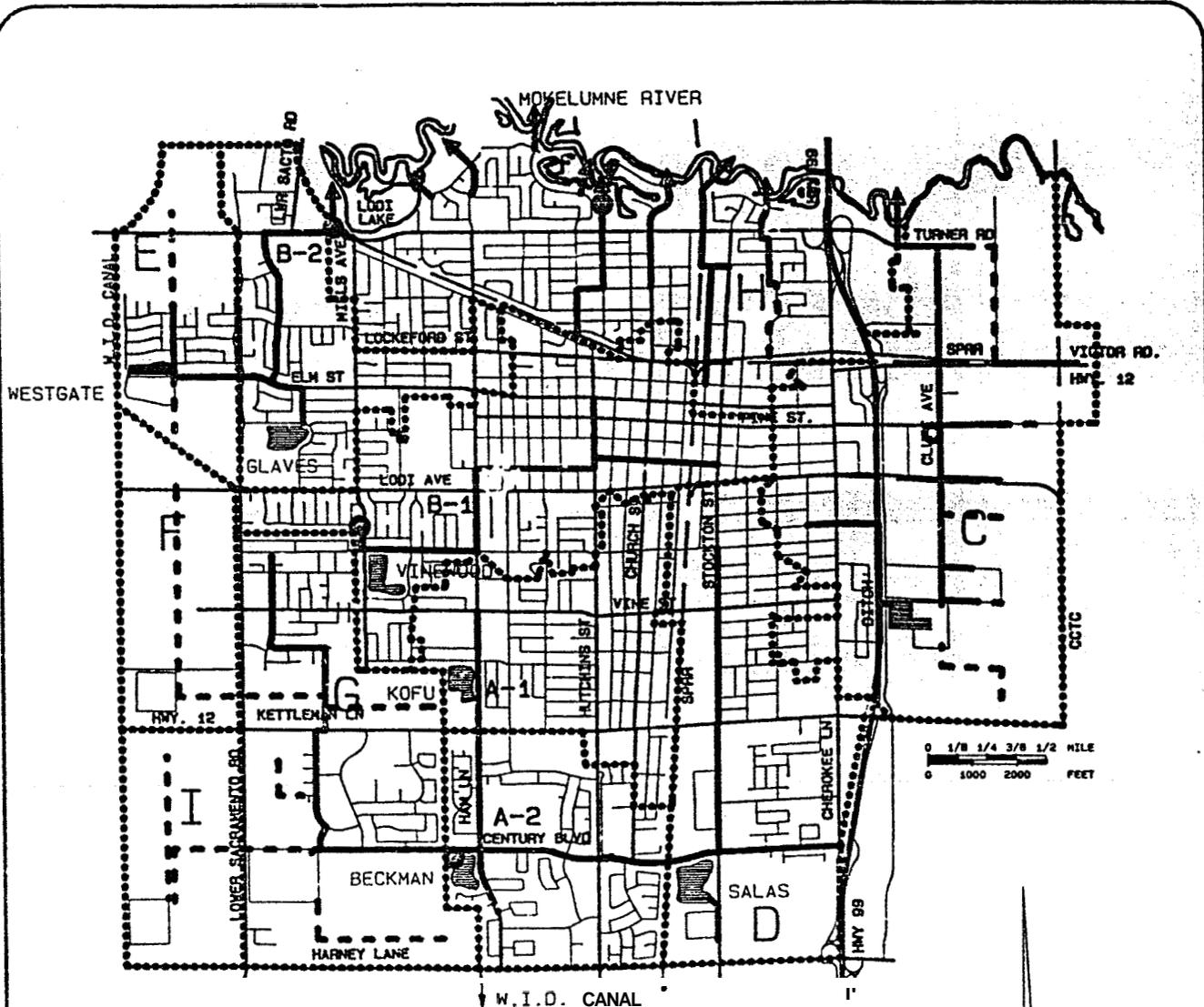
The design of the area south of Harney Lane (Areas J and K in Figure 8-8) is such that Area J should be developed before **Area K**.



# CITY OF LODI

PUBLIC WORKS DEPARTMENT

# MASTER STORM DRAIN SYSTEM



### LEGEND

#### TRUNK LINES & OUTFALLS

- EXISTING
- FUTURE

#### BASIN/PARKS

- FUTURE
- EXISTING

- DRAINAGE AREA (APPROX.)
- PUMP STATION

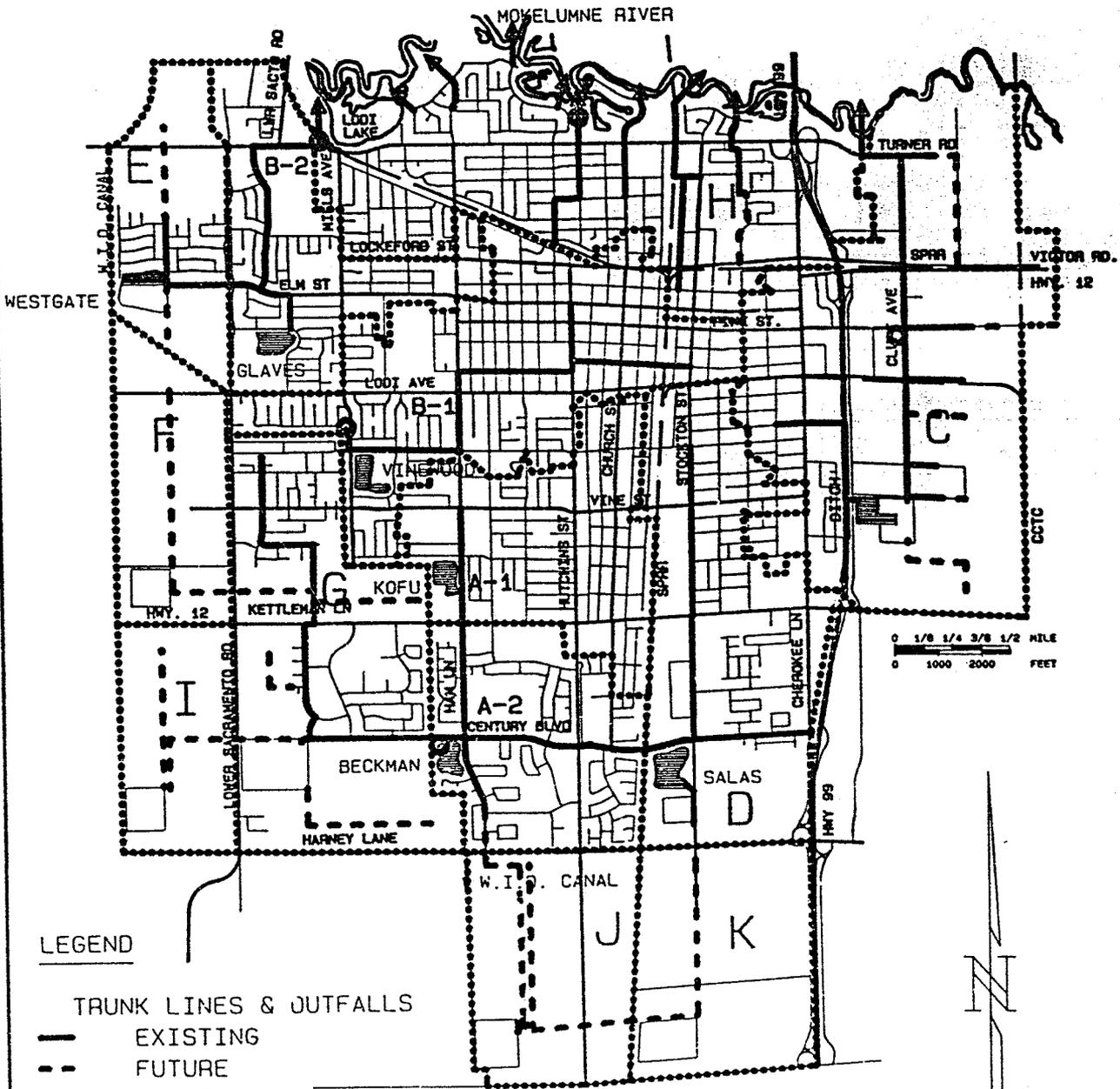
**FIGURE 8-7.**  
**MASTER STORM DRAINAGE SYSTEM IMPROVEMENTS**  
**REQUIRED UNDER OPTION 2**

Source: City of Lodi Public Works Department 1988



**CITY OF LODI**  
PUBLIC WORKS DEPARTMENT

**MASTER STORM DRAIN SYSTEM**



**LEGEND**

- TRUNK LINES & OUTFALLS
  - EXISTING
  - - - FUTURE
- PARKS/PARKS
  - FUTURE
  - ▣ EXISTING
- ..... DRAINAGE AREA (APPROX )
- PUMP STATION

FIGURE 8-8.  
MASTER STORM DRAINAGE SYSTEM IMPROVEMENTS  
REQUIRED UNDER OPTION 3

Source: City of Lodi Public Works Department 1988

In addition to the improvements required under Options 1 and 2, implementation of Option 3 would require three more storm drainage detention basins and additional trunk and outlet lines and two more storm drainage detention basins and additional trunk and outlet lines.

## **Implications for the General Plan**

### **Option 1**

- o Consider selection of Options 2 or 3 instead of Option 1.
- o Accept a lower level of service for the incomplete storm drainage facilities.
- o Develop a policy for funding improvements required for the master storm drainage system other than fair share contributions from all new developments because Option 1 does not allow enough new development to fund needed improvements.

### **Option 2**

- o Develop a policy and fee schedule for funding improvements required for the master storm drainage system from fair share contributions from all new developments.
- o Revise the Master Storm Drain System Plan and fee structure to include the facilities needed to accommodate growth under Option 2.
- o Design the storm drainage system to best use available fall. Some double pumping would be unavoidable.
- o Design the storm drainage basins so portions of the basins could remain flooded for longer periods with fewer detrimental effects.
- o Revise the City design criteria for storage volume to increase the required volume.

### **Option 3**

- o The implications for Option 3 would be the same as those for Option 2.
- o Obtain permission from WID for a third discharge point.
- o Extend the storm drainage discharge line south to Pixley Slough.

- o Reduce the pumping rate at Shady Acres Pump Station and increase the Beckman Park Pump Station rate to compensate.
- o Adopt a phasing plan for new development as part of the growth Management Element.

## LAW ENFORCEMENT

### Option 1

Implementation of Option 1 would increase the demand for police protection **in the** City of Lodi by increasing the population in the **city** limits. Option 1 would add **1,338** residential dwelling units to the Lodi Police Department service area, producing an additional service population of **3,479**. Currently, the department has a staff-to-population ratio of **1.3** officers per 1,000 population. However, based on the department's goal of 1.5 officers per 1,000 population, this increase would generate a demand for an additional **14** officers, increasing the total to **76** officers (Table 8-2). The additional officers **would also** require four additional patrol vehicles (Table 8-2). According to the police chief, additional substations would not be necessary (Williams pers. comm.).

### Option 2

Implementation of Option 2 would increase the demand **for** police protection in the City of Lodi by increasing the population in the city limits and through annexation **of** the unincorporated portions of the **GP** area into the City. Option 2 would add **9,992** dwelling units to the Lodi **Police** Department service area, producing an additional service population of **25,979**. Based on the department's goal of 1.5 officers per 1,000 population, this increase would generate a demand for an additional **48** officers, increasing the total to 110 officers (Table 8-2). The additional officers **would also** require 12 additional patrol vehicles (Table 8-2).

According to the police chief, the increase in service population would require additional administrative personnel, additional office space, and possibly expansion of the existing jail. The department is ultimately planning to increase space within the existing jail by expanding into the adjacent building, which currently houses the fire department. The police chief has indicated that the use of substations is not satisfactory under this option (Williams pers. comm.).

Implementation of Option 2 would require 33 more officers and additional office and jail space than under Option 1.

Table 4-2. Police Protection Requirements Resulting from New Development by Land Use Option

Land Use Option	Buildout Population	Multiplier		Multiplier		Total Number of Officers Required (1.3/1,000)	Total Number of Officers Required (1.5/1,000)	Additional Number of Patrol Vehicles Required (vehicle/4 officers)
		Officers/1,000 Population (Current Staffing)	Additional Number of Officers Needed	Officers/1,000 Population (Department Goal)	Additional Number of Officers Needed			
Option 1	50,715 Persons	1.1	4	1.5	14	66	76	4
Option 2	11,111 Persons	1.1	33	1.1	40	95	111	12
Option 3	46,414 Persons	1.3	50	1.5	60	112	130	17

Source: Williams pers. comm.

### Option 3

Implementation of Option 3 would increase the demand for police protection in the City by increasing the population of the city limits and through annexation of the unincorporated portions of the GP area into the City. Option 3 would add **15,057** dwelling units to the police department service area by producing an additional service population of **39,148**. Based on the department's goal of 1.5 officers per 1,000 population, this increase would generate a demand for an additional **68** officers, increasing the total to **130** officers (Table 8-2). The additional officers **would** also require 17 additional patrol vehicles (Table 8-2).

According to the police chief, the increase in service population and officers would require additional administrative personnel and dispatchers and would require additional office space, expansion of both the existing jail, and existing dispatching center, and a new beat in the southern portion of the City (Williams pers. comm.).

Implementation of Option 3 would require **54** more officers than under Option 1 and **20** more officers than under Option 2, as well as additional administrative personnel and dispatchers. Option 3 would also create the need to expand the existing dispatching center and a new beat.

### Implications for the General Plan

#### Option 1

- o Provide additional police officers and related equipment to serve new development based on the department's staff-to-population goal of 1.5 officers per 1,000 population.

#### Option 2

- o Provide additional police officers and related equipment, personnel, and office space to serve new development based on the department's staff-to-population goal of 1.5 officers per 1,000 population. Remodeling of the existing public services building would be needed to house the expanded police department and allow for possible expansion of the jail.

#### Option 3

- o The implications for Option 3 would be the same as those for Option 2. Provide additional dispatchers, expand the existing dispatch center, and establish a new beat in the southern part of the City.

## FIRE PROTECTION

### Option 1

The number of firefighters needed to adequately staff a fire department is dependent on community characteristics. (For example, types of land use and demographics are more critical than population numbers). Thus, the Lodi Fire Department does not maintain a staff-to-population goal. Adequate fire protection, within the Lodi Fire Department service area is based on response time rather than population. Currently, the time it takes for the fire department to respond to an incoming service call is 4 minutes: one minute to receive the service call and 3 minutes driving time.

Total personnel and equipment requirements for each of the land use options are presented in Table 8-3. These estimates are based on the location and types of proposed development under each option.

Currently, the department's fire protection coverage of the City's west side is considered weak (Hughes pers. comm.). A new station, in addition to the three existing stations, is needed in that area under existing conditions. Therefore, implementation of Option 1 would require a new station to cover new development in the western part of the City. Personnel requirements under this option would include 12 firefighters, which is adequate to cover the additional station, and six apparatus, two more than the department has now.

Fire station placement is based on an average 3-minute driving response time to all emergency alarms. If the west side fire station were located at the presently proposed site on Lower Sacramento Road near Elm Street, all areas within the city limits under Option 1 would be within range of the 3-minute response time.

At present, the department is considering annexation of the Woodbridge Rural Fire District. If annexation were to occur, the proposed location of the fire station on the west side could change because the department would use the existing station in Woodbridge, which would serve the northwestern part of the City (Hughes pers. comm.).

### Option 2

The four-station concept, as described under Option 1, would also be required for Option 2.

Implementation of Option 2 would generate a demand for an additional 15 firefighters and accompanying apparatus (Table 8-3). The fire chief indicated, however, that four fire stations may not be adequate under this option and that further study would be needed to assess the adequacy of the station locations (Hughes pers. comm.). With four fire stations, the southwestern part of the City would be outside of the required 3-minute response time range. Depending on the outcome of the study, a fifth fire station may be needed under Option 2. The addition of a fifth station would require an engine company,

Table 8-3. Fire Protection Requirements Resulting from New Development by Land Use Option

Land Use Option	Total Number of Stations Needed	Additional Personnel Required (4 Stations)	Additional Personnel Required (5 Stations)	Additional Number of Equipment Needed (4 Stations)	Additional Number of Equipment Needed (5 Stations)
Option 1	4	12	N/A	2 apparatus	N/A
Option 2	4 or 5	15	24	2 apparatus	3 apparatus
Option 3	4 or 5	26	26	3 apparatus	3 apparatus

Source: Hughes pers. comm.

nine firefighters, and one accompanying apparatus (Table 8-3). The proposed location of the fifth fire station is not known at this time.

Implementation of Option 2 would require eight more firefighters, and possibly a fifth fire station, than under Option 1.

### **Option 3**

The four-station concept, as described under Option 1, would also be required for **Option 3**.

Implementation of Option 3 would generate a demand for an additional 26 firefighters and three accompanying apparatus (Table 8-3). As described above under Option 2, four fire stations may not be adequate to serve the expanded city limits. Further study would be required to assess the adequacy of the existing stations. However, one additional engine company would be required under this option. With four stations, the southwestern and the southeastern portions of the City would be outside the required 3-minute response range. The fire chief has indicated that these corners could be a problem (Hughes pers. comm.). Depending on the outcome of the study, the addition of a fifth fire station would also require nine additional firefighters and one additional apparatus (Table 8-3).

Implementation of Option 3 would require 14 more firefighters than under Option 1 and 11 more firefighters and one more apparatus than under Option 2, in addition to one additional engine company. This option may also require the addition of a fifth fire station.

## **Implications for the General Plan**

### **Option 1**

- o Construct a fourth fire station in the western part of the City to adequately serve those areas currently outside the 3-minute response range.
- o Provide additional firefighters and related equipment to serve new development.
- o Consider annexation of the Woodbridge Rural Fire District if it is found to help finance the cost of a fourth fire station. Annexation would provide better service to a larger service area.
- o Adopt a sprinkler ordinance for commercial and industrial uses (required for commercial and industrial buildings larger than 6,000 square feet) to reduce critical response time to these buildings.

## Option 2

- o The implications for Option 2 would be the same as those for Option 1.
- o **study** the existing and planned fire station adequacy to determine if the fire department could adequately serve the southwestern part of the City with four fire stations.

## Option 3

- o The implications for Option 3 would be the same as those for Option 2.
- o Further study **of** existing and planned fire station adequacy **would** be required to determine if the fire department could adequately serve the southwestern and southeastern parts of the City with four fire stations.

# PARKS AND RECREATION

## Option 1

Currently, the City has an estimated **391** acres of parkland, of which **81** acres are school parks **and** **46** acres are undeveloped parks. The City of Lodi has established a standard of 5 acres **of** developed parkland per 1,000 population. The national standard is 10 acres of developed parkland per 1,000 population. However, when including school parks **as** developed parkland, the City prefers to use the national standard (Williamson pers. comm.).

Currently, the City has a ratio of **7.3** acres of developed parkland per 1,000 population including school parks. Without school parks, the City's ratio is 6.5 acres per 1,000 population. The recreation and parks director has indicated a preference for making up **this** deficiency of 2.7 acres per 1,000 population with more parkland (rather than basin or school parks) **to** reach the national standard (Williamson pers. comm.).

Implementation of Option 1 would increase the demand for parkland in the City of Lodi by increasing the population of the city limits by **3,479**. Based on the 10 acres per 1,000 population ratio, which includes school parks, this population increase would generate **a** demand for an additional 162 acres of developed parkland, increasing the total need to 507 acres (Table 8-4).

The **future** planned expansion of G-Basin would add another 51.5 acres of parkland. **This** planned expansion is not included in the total number of acres because the site has not yet been purchased by the City. This expansion is planned for development in approximately 2-5 years (Williamson pers. comm.).

No drainage basins or school parks are designated under Option 1 (Figure 2-3).

Table 8-4. Developed Parkland Requirements Resulting from New Development by Land Use Option

General Plan Option	Buildout Population	Existing Multiplier (including school parks)	Additional Developed Park Acres Needed	Total Developed Park Acres Needed	Existing Multiplier (excluding school parks)	Additional Developed Park Acres Needed	Total Developed Park Acres Needed
Option 1	50,745 Persons	10.0 acres of developed parkland/1,000 population	162	507	5.0 acres of developed parkland/1,000 population	0	253
Option 2	73,245 Persons	10.0 acres of developed parkland/1,000 population	387	132	5.0 acres of developed parkland/1,000 population	102	366
Option 3	86,414 Persons	10.0 acres of developed parkland/1,000 population	519	864	5.0 acres of developed parkland/1,000 population	168	432

8-17

Source: Williamson pers. comm.

## Option 2

Implementation of Option 2 would increase the demand for parkland in the City of Lodi by increasing the population of the city limits by **25,979** and through annexation of the unincorporated portions of the GP area into the City. Based on the 10 acres per 1,000 population ratio, this increase would generate a need for an additional 387 acres of developed parkland, increasing the total to need 732 acres (Table 8-4).

Option 2 designates 104 acres of storm drainage detention basin parks and **18 acres** of school parks, for a total of 122 acres (Figures 2-3 and 2-4). According to the recreation and parks director, the remaining **265** acres that would be needed under this option should consist of neighborhood and community parks strategically located throughout new residential development (Williamson pers. comm.).

Implementation of Option 2 would require 225 more acres of parkland than under Option 1.

## Option 3

Implementation of Option 3 would increase the demand for parkland in the City of Lodi by increasing the population of the city limits by 39,148 and through annexation of the unincorporated portions of the GP area into the City. Based on the 10 acres per 1,000 population ratio, this increase would generate a need for an additional 519 acres of developed parkland, increasing the total need to **864** acres (Table 8-4).

Option 3 designates **164** acres of storm drainage detention basin parks and 44 acres of school parks, for a total of 208 acres (Figures 2-3 and 2-4). According to the recreation and parks director the remaining 311 acres that would be needed under this option should consist of neighborhood and community parks strategically located throughout new residential development (Williamson pers. comm.).

Implementation of Option 3 would require 357 more acres of parkland than under Option 1 and 132 more acres than under Option 2.

## Implications for the General Plan

### Option 1

- o Provide additional parkland to serve new development based on the department's 10 acres per 1,000 population goal which includes school parks.
- o Develop the 46 acres of existing City parkland to help meet the projected demand.

- o Consider a City policy allowing for an appropriate amount of upland acreage for parks in **all** future storm drainage detention basin parks and expansions for recreational facilities and winter sport activities.

**Option 2**

- o The implications for Option 2 would be the same as those for Option 1.
- o Provide additional parkland, consisting of neighborhood and community parks, because designated storm drainage detention basin parks would not adequately meet the projected demand.
- o Establish a fee assessed to developers to finance new recreational facility development.
- o Preserve the Mokelumne River by designating it as a recreational resource.

**Option 3**

- o The implications for Option 3 would be the same as those for Option 2.

**SCHOOLS**

**Option 1**

Implementation of Option 1 would add **1,338** residential dwelling units to the Lodi Unified School District (LUSD), generating an additional **928** students (**490** K-6, **133** 7-8, **265** 9-12, and 40 continuation students, respectively) (Table 8-5).

Current overcrowding of Lodi schools would be reduced by approximately 17 percent under Option 1, as enrollment would decline from **103.8 to 86.3** percent of available seating capacity (Table 8-5). This enrollment projection assumes that students from north Stockton households who are currently attending Lodi schools would be attending schools in north Stockton by 2007. The LUSD would have adequate housing capacity for the existing enrollment (excluding north Stockton transfers) and for students generated under Option 1.

Elementary and middle schools would be operating at 72.8 and 75.0 percent of capacity, respectively (Table 8-5), enabling the LUSD to house students from overcrowded attendance areas outside Lodi, if necessary, or to return to nonextended school schedules. However, the two high schools in Lodi would be operating at slightly over capacity, and continuation schools would be overcrowded by approximately 50 percent (Table 8-5), requiring the use of portable units or alternate sites. Conversion of existing schools (e.g. conversion of elementary and middle school space for grades 9-12) and construction of proposed schools (Figures 2-4 and 8-9) would be needed to fully accommodate projected

Table 8-5. Projected Enrollment and Capacity of Lodi Public Schools by Land Use Option

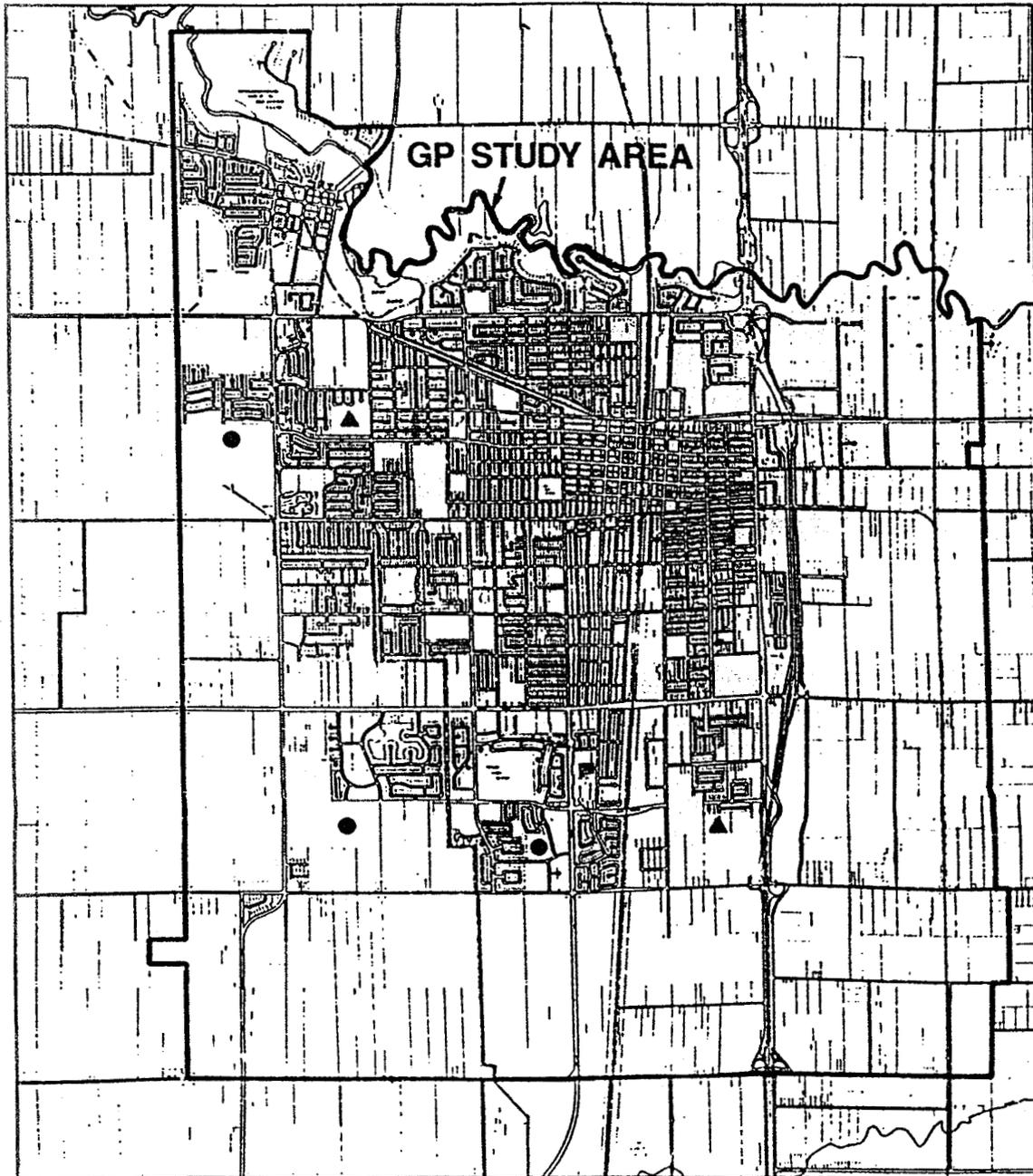
Grade Levels	Current Enrollment	Current Capacity (a)	Current Enrollment as Percentage of Current Capacity	Projected Increase in Enrollment from Lodi Development, 1980-2007 (b)			Projected Enrollment, 2007 (c)			Projected Increase in Capacity (a)	Future capacity (a)	Projected Enrollment as Percentage of Projected Capacity		
				Option 1	Option 2	Option 3	Option 1	Option 2	Option 3			Option 1	Option 2	Option 3
K-6	4,882	3,833	125.4	690	3,684	5,377	5,372	8,566	10,259	3,489	7,322	72.8	116.0	139.0
7-8	1,294	1,836	70.5	133	976	1,445	1,377	2,220	2,689	1,392	1,436	75.0	120.9	146.5
9-12	5,541	5,795	95.6	265	1,361	2,911	5,806	7,502	8,452	0	5,795	100.2	129.5	145.8
Continuation/ Adult Education	873	600	145.5	40	296	438	910	1,169	1,311	0	600	152.2	194.0	210.5
Total	12,590	12,124	103.8	928	6,317	10,171	13,460	19,457	22,711	4,881	15,613	86.3	124.6	145.5

Source: Lodi Unified School District (Hand and Keenan pers. comm.); Jones & Stokes Associates

Notes: (a) Capacity estimates are based on permanent facilities (i.e. do not include allowances for portable units) and projected school schedules as of July 1989. Schools that will be operating on TRS or other extended-year schedules are indicated by asterisks. Capacities of elementary schools are expected to increase by 20 percent with conversion from standard-track to year-round schedules. Capacities middle and high schools are expected to increase 36 percent under extended (Concept 6) schedules.

(b) Enrollment projections assume that 800 students are currently in continuation programs, 12.5 percent of future students in grades 9-12 will attend continuation school, and enrollment in adult education programs will increase at the same rate as the K-12 student population.

(c) Enrollment projections assume that students from north Stockton households who are currently attending Lodi schools will be attending schools in north Stockton by 2007. It is estimated that the number of north Stockton students currently attending Lodi schools is 2,658 in grades 9-12 (conventional high schools), 350 in the continuation program, 50 in grades 7-8, and a small number in grades K-6. These figures do not include students in special education classes.



**LEGEND**

- Elementary School
- ▲ Middle School

FIGURE 8-9. SCHOOLS REWIRED UNDER OPTION 1

Source: Lodi Unified School District Staff

Lodi General Plan



enrollment under Option 1 without the use of interim facilities or the construction of additional permanent facilities.

The LUSD has recently adopted a policy of converting existing schools to year-round schedules (YRS) and operating all future schools on YRS to alleviate overcrowding with the use of YRS or other extended scheduling, elementary school capacities have been increased approximately 36 percent (Hand pers. comm).

## Option 2

Implementation of Option 2 would add 9,992 residential dwelling units to the LUSD, generating an additional 6,917 students (3,684 K-6, 976 7-8, 1,961 9-12, and 296 continuation students, respectively) (Table 8-5).

Current overcrowding of Lodi schools would increase by approximately 20 percent, as enrollment would increase from 103.8 to 124.6 percent of available seating capacity (Table 8-5). The LUSD would not have adequate capacity to house existing enrollment (excluding north Stockton transfers) and students generated under Option 2

Elementary, middle, and high schools would be operating at 16.0, 20.9, and 29.5 percent over capacity, respectively, and continuation schools would be overcrowded by 94.8 percent (Table 8-5), requiring the use of portable units, alternate sites, or the construction of additional schools. Two more elementary schools, one additional middle school, one additional high school, and one additional continuation school would be needed to fully accommodate projected enrollment under Option 2 without the use of interim facilities or the use of alternate sites (e.g., busing to schcc's outside Lodi) (Figure 8-10).

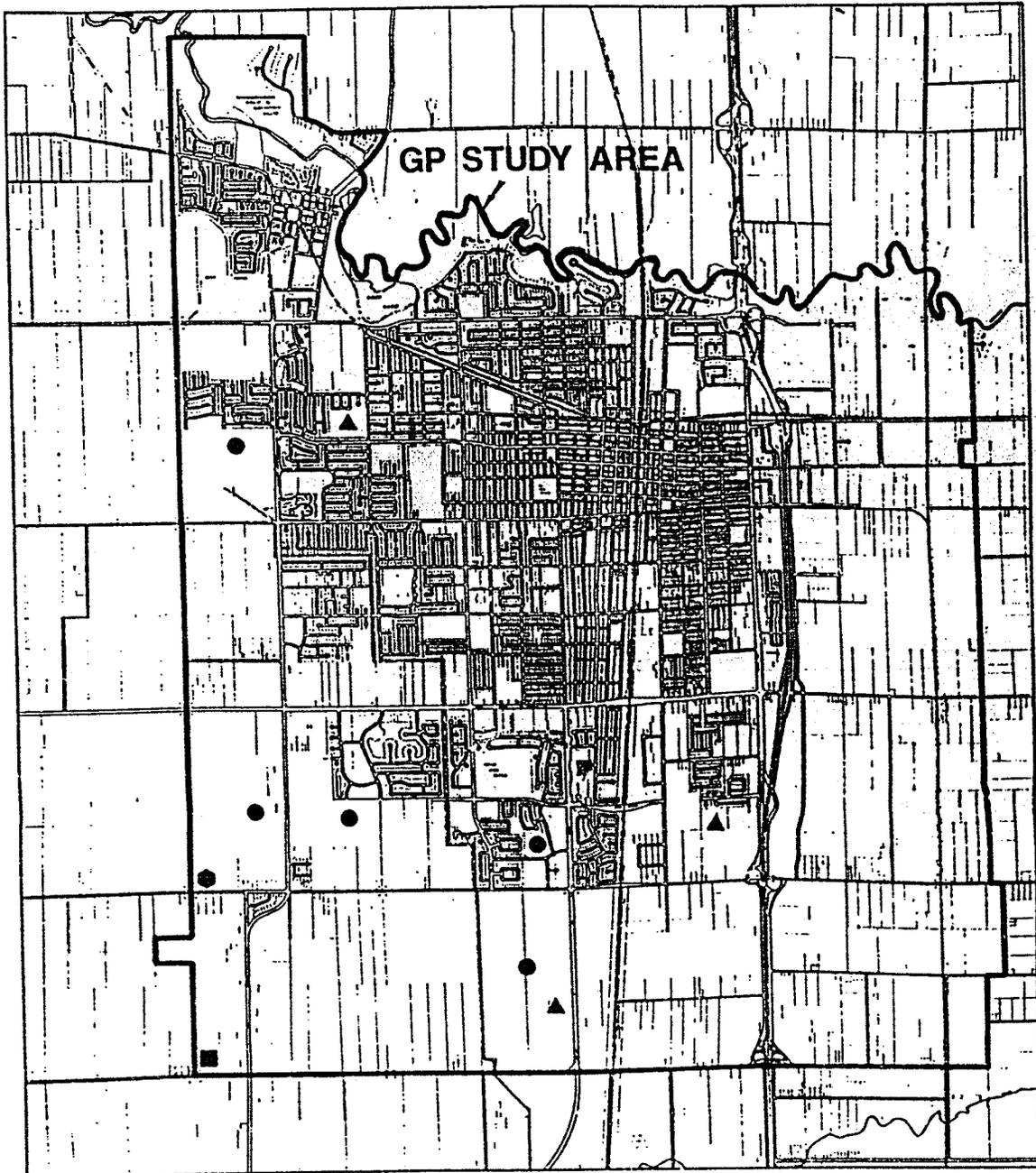
In addition to the three elementary schools and two middle schools proposed under Option 1, implementation of Option 2 would require two more elementary schools, and one additional middle school, high school, and continuation school than under Option 1.

## Option 3

Implementation of Option 3 would add 15,057 residential dwelling units to the LUSD, generating an additional 10,171 students (5,377 K-6, 1,445 7-8, 2,911 9-12, and 438 continuation students, respectively) (Table 8-5).

Current overcrowding of Lodi schools would increase by approximately 40 percent, as enrollment would increase from 103.8 to 145.5 percent of available seating capacity (Table 8-5). The LUSD would not have adequate capacity to house existing enrollment (excluding north Stockton transfers) and students generated under Option 3.

Elementary, middle, and high schools would be operating at 39.0, 46.5, and 45.5 percent over capacity, respectively, and continuation schools would be overcrowded by 115.5 percent (Table 8-5), requiring the use of portable units, the use of alternate sites, or the construction of additional schools. Four more elementary schools, one additional middle



**LEGEND**

- Elementary School
- ▲ Middle School
- High School
- Continuation School

FIGURE 8-10. SCHOOLS REQUIRED UNDER OPTION 2

Source: Lodi Unified School District Staff

Lodi General Plan



school, at least one additional high school, and at least one additional continuation school would be needed to fully accommodate projected enrollment under Option 3 without the use of interim facilities or alternate sites (e.g., busing to schools outside Lodi) (Figure 8-11).

In addition to the five elementary schools, three middle schools, one high school, and one continuation school needed under Option 2, implementation of Option 3 would require two more elementary schools than under Option 2.

## Implications for the General Plan

### Option 1

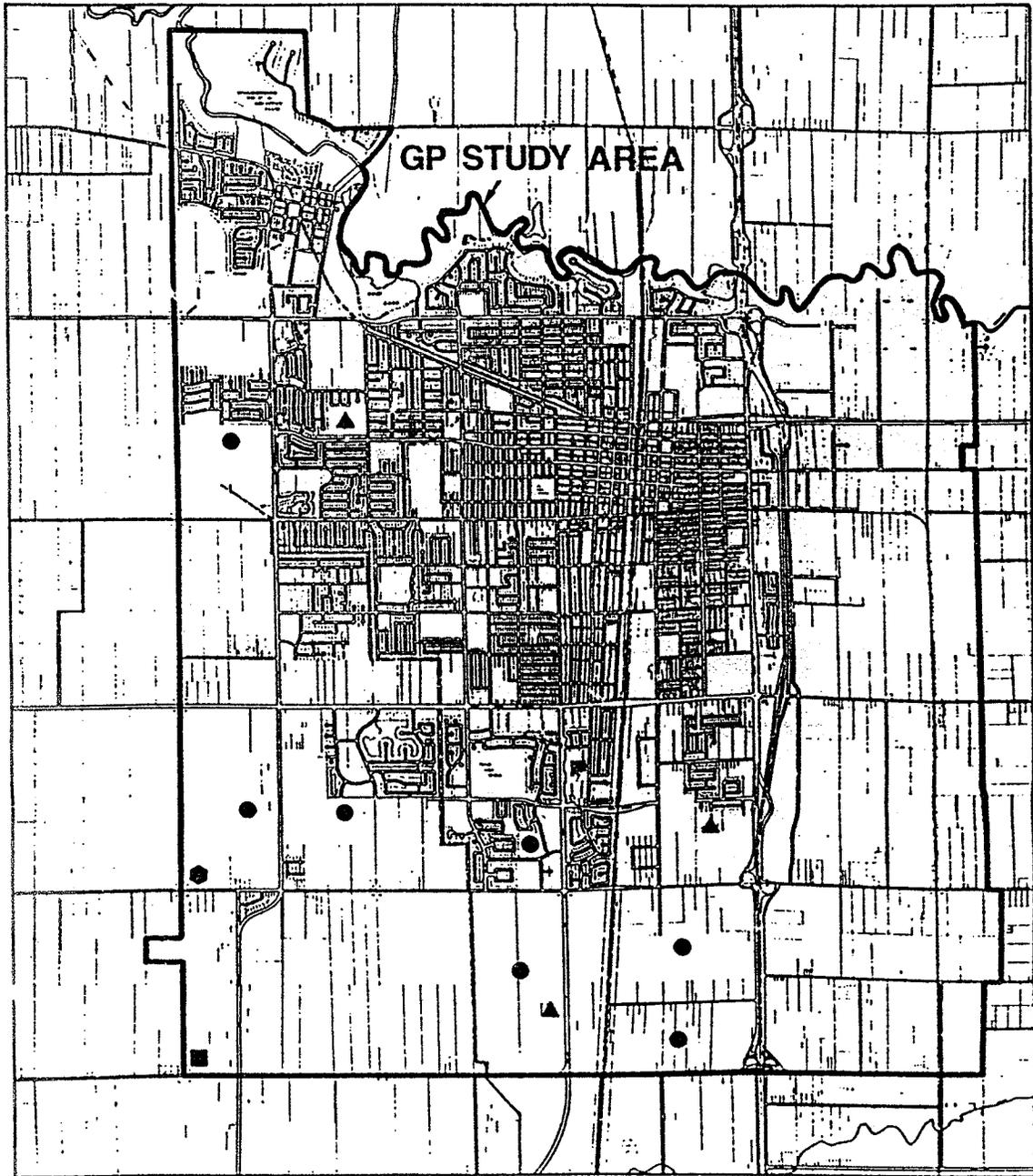
- o Designate future school sites as proposed by the LUSD, including sites for the Bark West and Century elementary schools and the Millwood and Harney middle schools.
- o Consider assisting the LUSD in financing new school facilities through assessment of impact fees and implementation of other local funding mechanisms that may be adopted, including formation of a community facility (Mello-Roos) district.
- o Consider implementation of a cooperative landbanking program, through which the City would acquire sites for future schools and complementary facilities (e.g. adjoining parks) and subsequently sell or dedicate land to the LUSD, to facilitate the timely location and construction of needed facilities and to minimize the financial burden of these improvements.

### Option 2

- o The implications for Option 2 would be the same as those for Option 1.
- o Construct two additional elementary school sites, one additional middle school site, one additional high school site, and one additional continuation school site to meet the projected demand.

### Option 3

- o The implications for Option 3 would be the same as those for Option 2.
- o Construct four additional elementary school sites, one additional middle school site, one additional high school site, and one additional continuation school site, to meet the projected demand.



**LEGEND**

- Elementary School
- ▲ Middle School
- High School
- Continuation School

FIGURE 8-11. SCHOOLS REQUIRED UNDER OPTION 3

Source: Lodi Unified School District Staff

Lodi General Plan





## **CHAPTER 9. Transportation**

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This section is based on information provided by TJKM Transportation Consultants.

### **METHODOLOGY**

The future roadway needs of each of the GP options were developed using the same method. A Citywide computer-based travel demand model was used to simulate existing traffic volumes and forecast future traffic volumes. The model simulates daily traffic volumes for traditional travel demand forecasting procedures: trip generation, trip distribution, and traffic assignment for each land use option.

The model that was developed used a proprietary software package known as **MINUTP**. **MINUTP** can be thought of as a framework of transportation modeling modules that is custom fit to a specific study area. The information required to operate the model includes detailed inventories of existing land development, street facilities, existing traffic volumes, and regional travel patterns and behavior. These elements are integrated into the model framework, along with specific travel parameters that are developed to produce an accurate simulation of existing traffic flows in the study area. Once existing traffic conditions are simulated by the model, it is considered valid for forecasting future traffic conditions.

The traffic volumes at buildout of each land use option were based on the calibrated Citywide model, with adjusted land use data and a circulation network that varied by option. The land use data were based on Options 1, 2, and 3, as outlined in Draft General Plan Option Report (J. Laurence Mintier & Associates 1988). The circulation network for each option were provided by City of Lodi Public Works Department staff (Fernandez peis. comm.).

The future circulation network for each land use option was determined by comparing the projected daily traffic volumes with the capacities for various roadway types. The recommended capacities for various roadway types are shown in Table 9-1. The capacities shown in Table 9-1 represent two operating conditions: level of service (LOS) **C** and **E**. **LOS** is a measure of traffic operating conditions whereby letter grades **A** through **F** are assigned to a roadway segment and represent progressively congested traffic conditions. **LOS C** is the operating condition that City of Lodi Public Works Department staff have established as the criteria for acceptable traffic conditions. The future roadway network was established using **LOS C** capacities for various roadway types.

**Table 9-1. Recommended Capacities for the  
Lodi General Plan Study Area**

Roadway Type	Daily Capacities	
	LOS C	LOS E
Six-Lane Freeway	90,000	112,500
Four-Lane Freeway	60,000	75,000
Six-Lane Divided Arterial	36,000	45,000
Four-Lane Divided Arterial	24,000	30,000
Four-Lane Undivided Arterial	22,000	25,000
Two-Lane Arterial	14,000	17,500
Two-Lane Collector	10,000	12,500
Two-Lane Residential	4,000	5,000
Two-Lane Freeway Ramp (New)		30,000
One-Lane Freeway Ramp (New)	11,000	15,000
One-Lane Freeway Ramp (Old)	9,000	12,000

Source: TJKM Transportation Consultants'1988.

The total road miles of each roadway type by option are shown in Table 9-2. The two-lane collectors, residential streets, and freeways are not included in the estimates of road miles.

### **Option 1**

Implementation of Option 1 would increase the total arterial miles traveled in the City of Lodi and within the region by increasing the population in the city limits. **As** shown in Table 9-2, Option 1 would require 13.7 miles of two-lane arterials, 6.6 miles of four-lane undivided roads, 8.5 miles of four-lane divided roads, and no miles of six-lane divided roads. The traffic volumes associated with buildout of Option 1 are shown in Figure 9-1. The circulation network that would need to be developed to accommodate traffic volumes from buildout of Option 1 while maintaining **LOS C** is shown in Figure 9-2.

### **Option 2**

Implementation of Option 2 would increase the total arterial miles traveled in the City of Lodi and within the region by increasing the population in the city limits. **As** shown in Table 9-2, Option 2 would require 12.1 miles of two-lane arterials, **10.0** miles of four-lane undivided roads, 7.3 miles of four-lane divided roads, and 2.0 miles of six-lane divided roads. The traffic volumes associated with buildout of Option 2 **are** shown in Figure 9-3. The circulation network that would need to be developed to accommodate traffic volumes from buildout of Option 2 while maintaining **LOS C** is shown in Figure 9-4.

### **Option 3**

Implementation of Option 3 would increase the total arterial miles traveled in the City of Lodi and within the region by increasing the population in the city limits. **As** shown in Table 9-2, Option 3 would require 10.9 miles of two-lane arterials, 16.4 miles of four-lane undivided roads, 7.3 miles of four-lane divided roads, and 2.0 miles of six-lane divided roads. The traffic volumes associated with buildout of Option 3 are shown in Figure 9-5. The circulation network that would need to be developed to accommodate traffic volumes from buildout of Option 3 while maintaining **LOS C** is shown in Figure 9-6.

## **IMPLICATIONS FOR THE GENERAL PLAN**

In addition to the development of the required circulation network, adoption of any of the land use options should consider also the following recommendations:

**Table 9-2. Comparison of Road Miles by Arterial Type**

<u>Option</u>	<u>Road Miles</u>			
	<u>2-Lane Arterial</u>	<u>4-Lane Undivided</u>	<u>4-Lane Divided</u>	<u>6-Lane Divided</u>
1	13.7	6.6	8.5	0.0
2	12.1	10.0	7.3	2.0
3	10.9	16.4	7.3	2.0

**Source:** TJKM Transportation Consultants 1988.

**Note:** Based on 1985 survey with five cities of approximately the same size found that one maintenance person should be added for every 12.6 miles of streets.

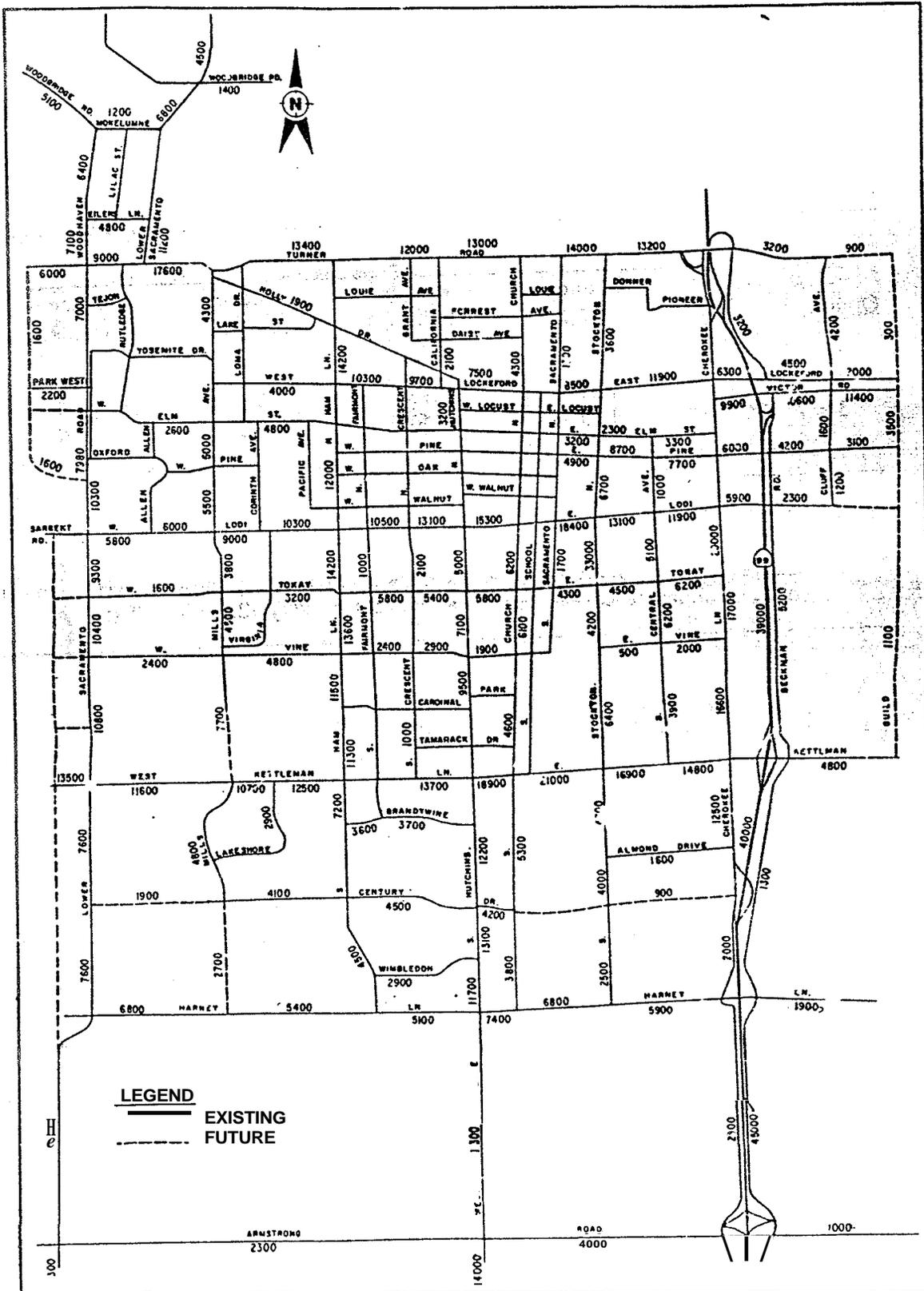


FIGURE 9-1. DAILY TRAFFIC VOLUMES (OPTION 1)

Source: TJKM Transportation Consultants 1988

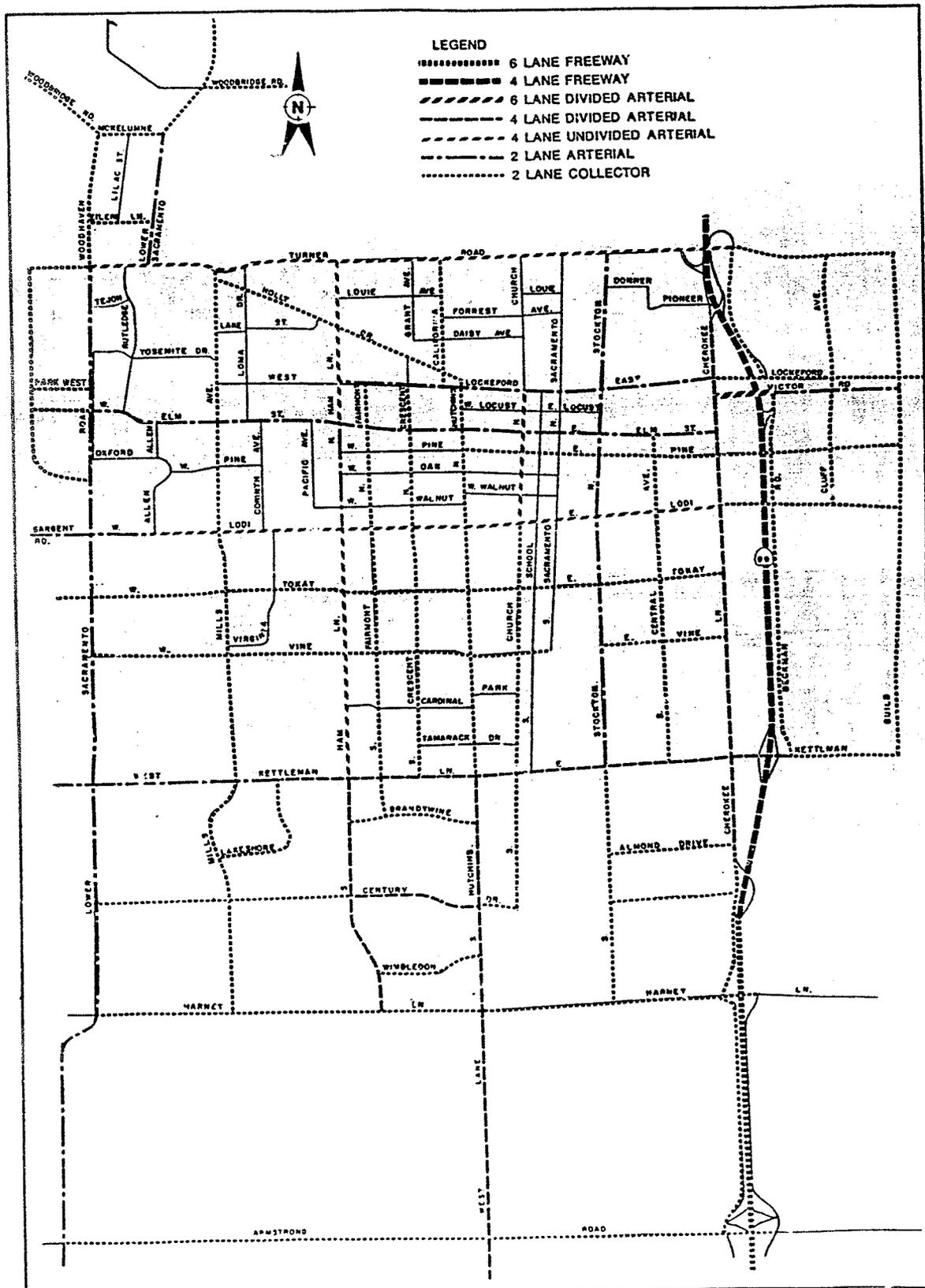


FIGURE 9-2. FUTURE CIRCULATION NETWORK (OPTION 1)

Source: TJKM Transportation Consultants 1988

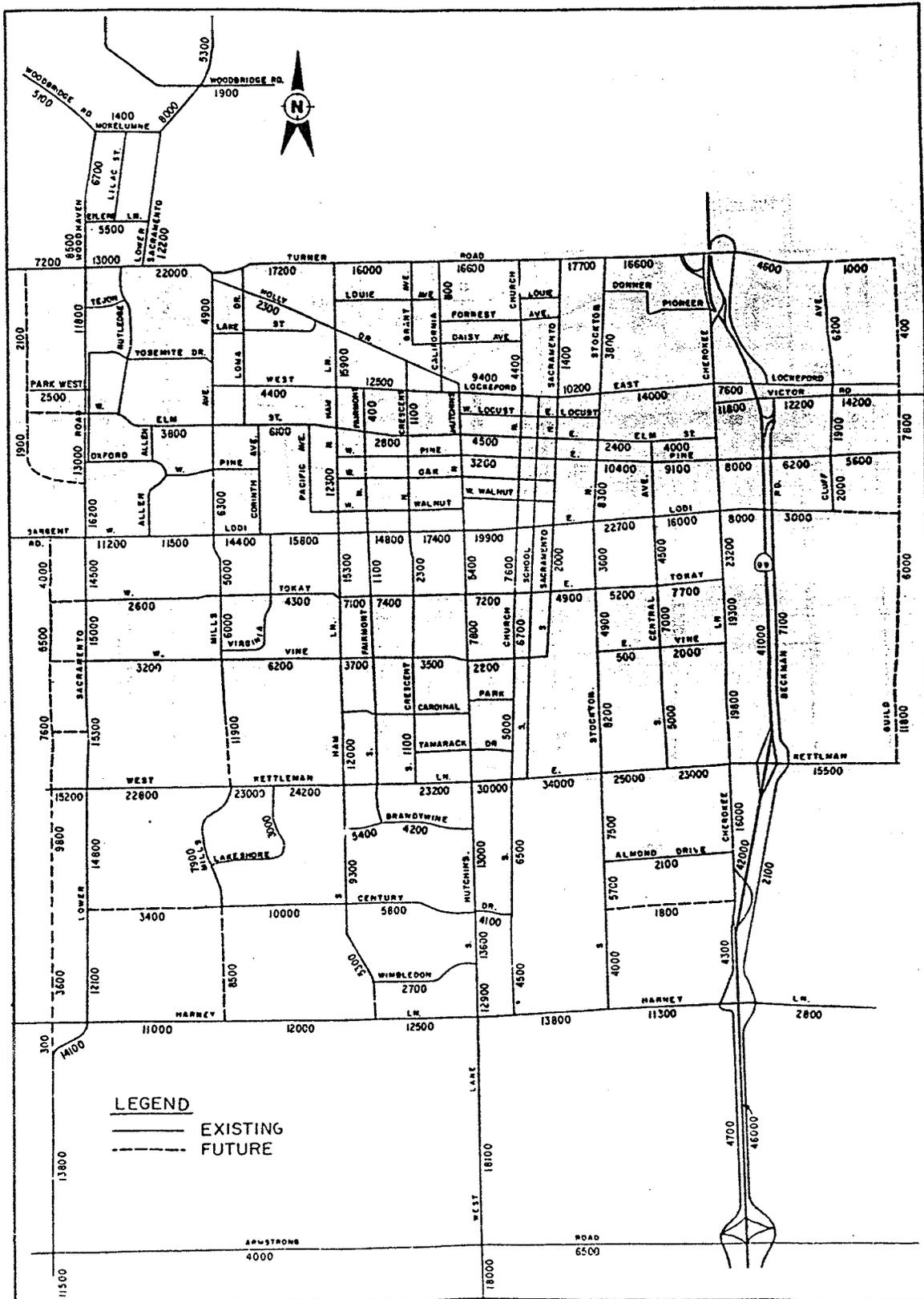


FIGURE 9-3. DAILY TRAFFIC VOLUMES (OPTION 2)

Source: TJKM Transportation Consultants 1988

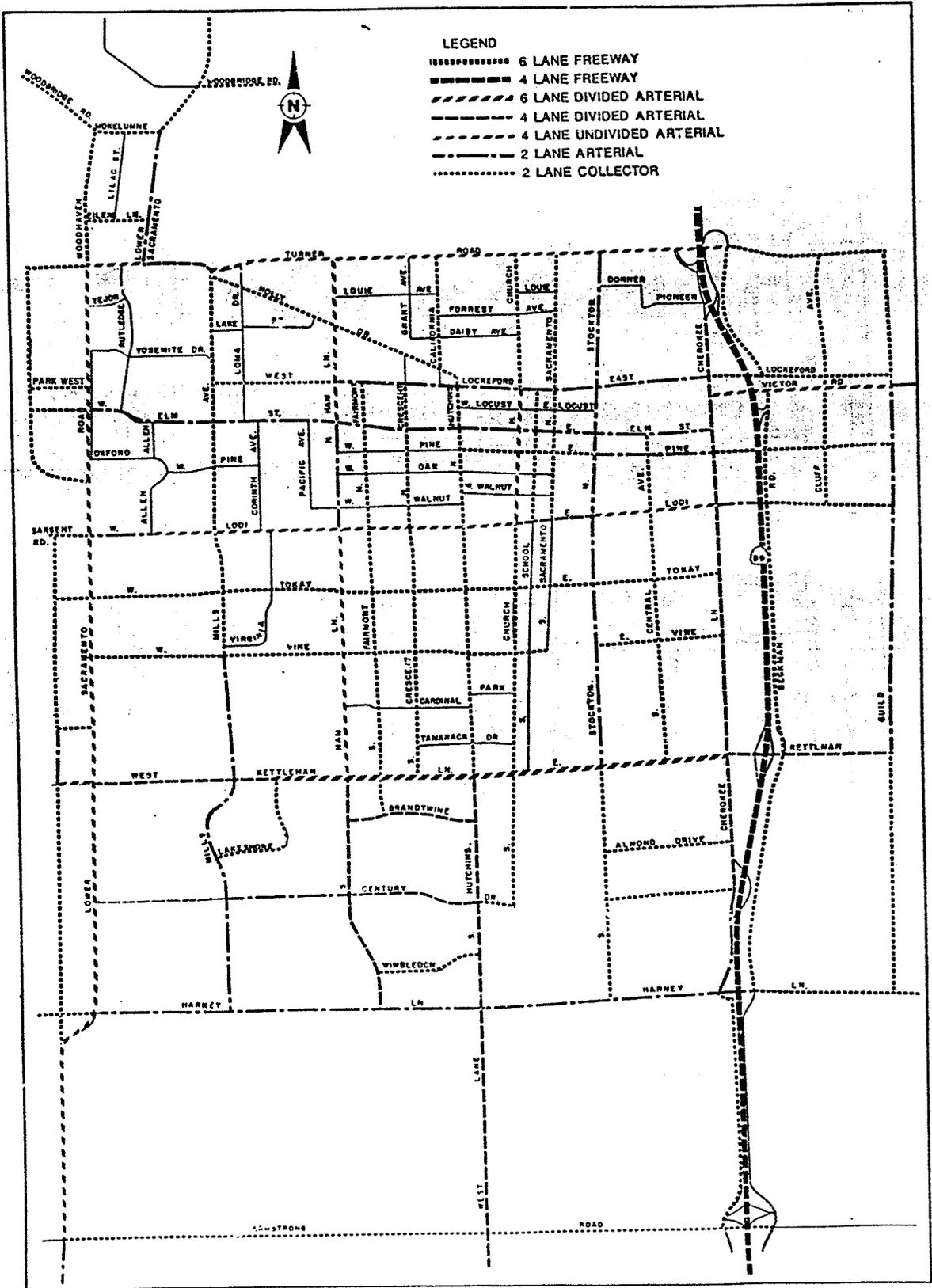


FIGURE 9-4. FUTURE CIRCULATION NETWORK (OPTION 2)

Source: TJKM Transportation Consultants 1988

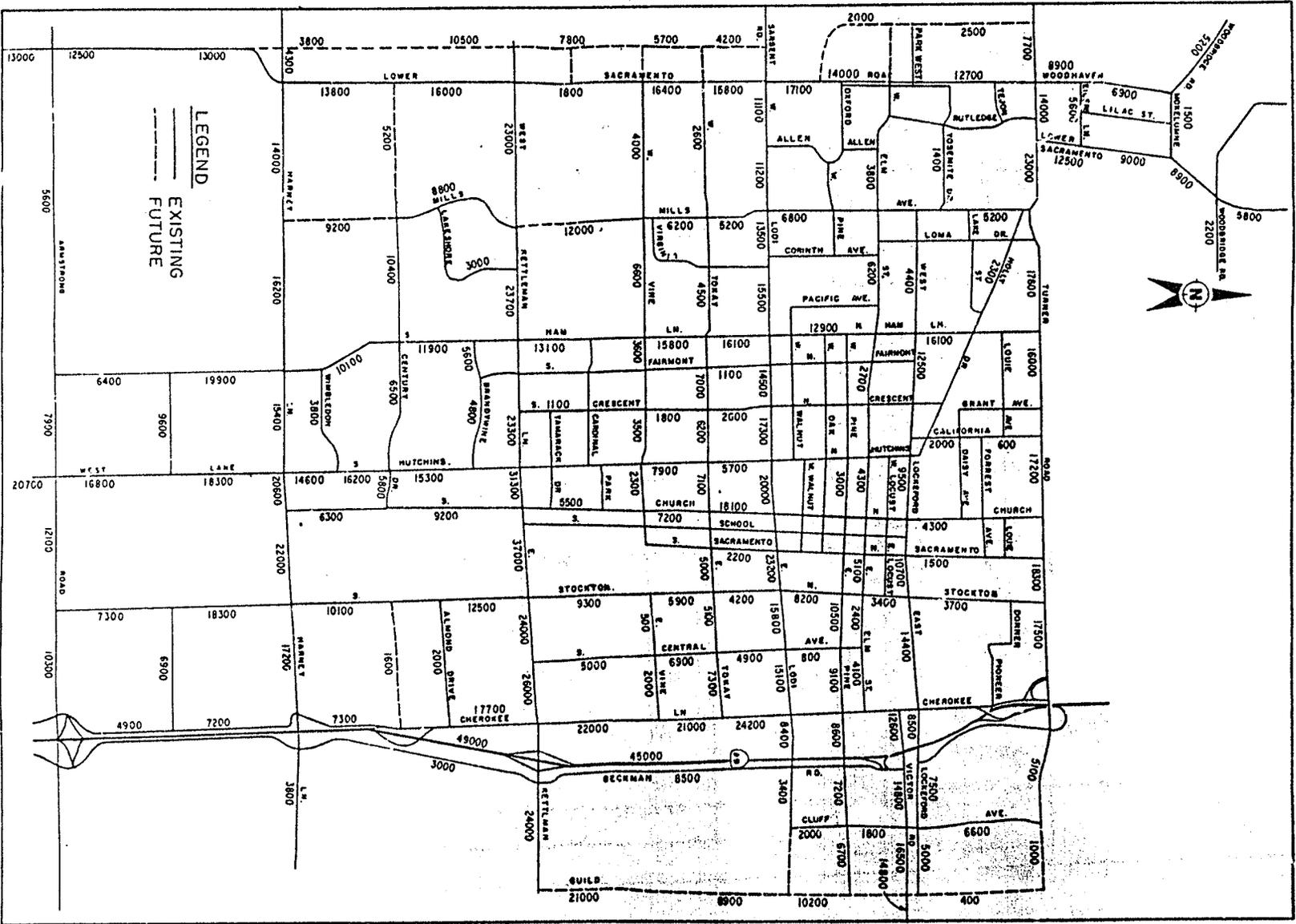


FIGURE 9-5. DAILY TRAFFIC VOLUMES (OPTION 3)

Source: JVA Transportation Consultants 1968

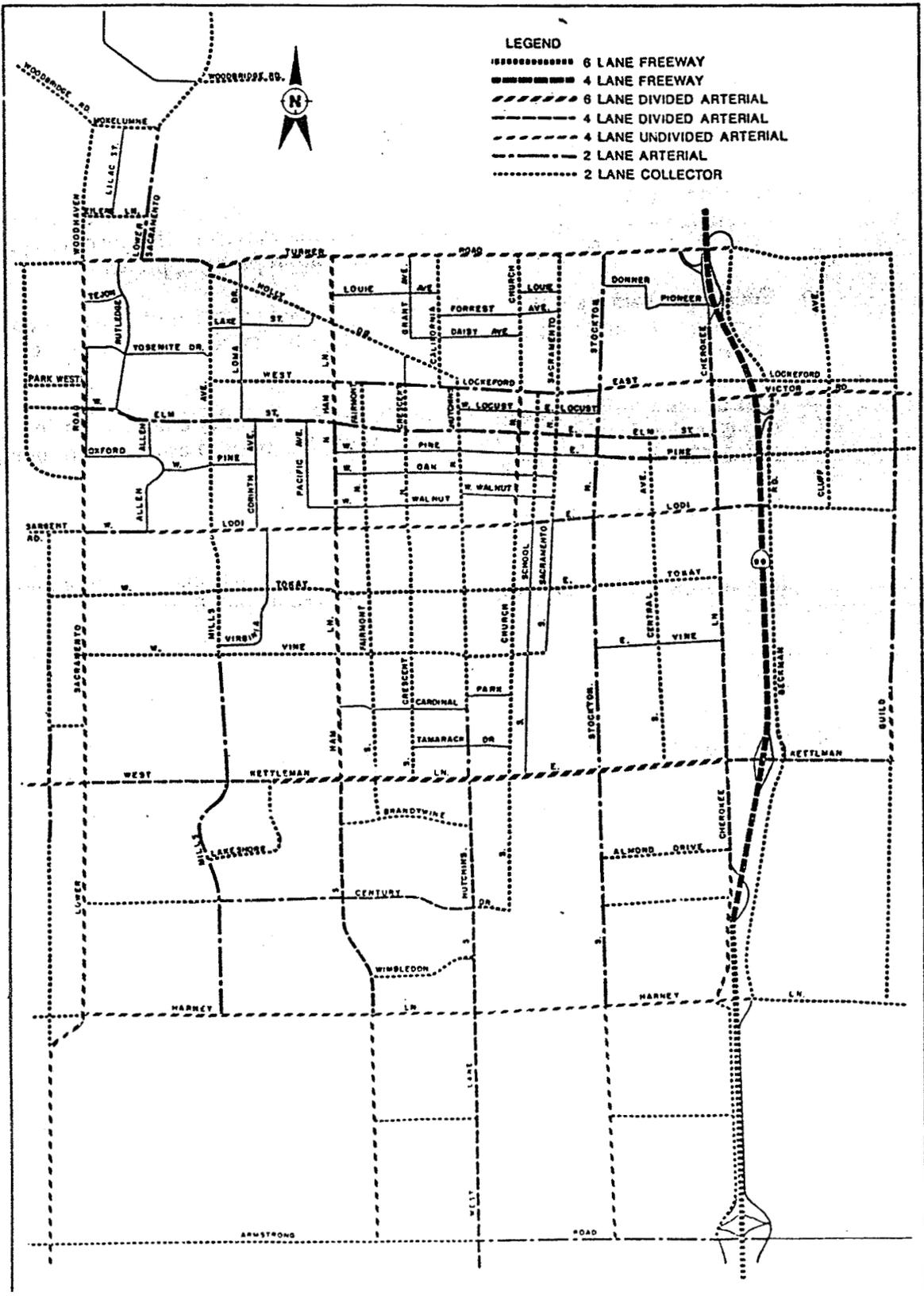


FIGURE 9-6. FUTURE CIRCULATION NETWORK (OPTION 3)

Source: TJKM Transportation Consultants 1988

## Option 1

- o Develop a policy and fee schedule for funding improvements required for the circulation network based on fair share contributions from all new developments using a trip end fee method or some other appropriate approach.
- o Coordinate with Caltrans and San Joaquin County Council of Governments for planning and implementing future interchange improvements that would be necessary.
- o Coordinate with San Joaquin County to develop a policy and plan for improvements in the County's jurisdiction that would be required as a result of buildout of the City of Lodi's adopted GP option.
- o Coordinate with San Joaquin County Council of Governments, San Joaquin County, and Caltrans for planning and implementing measures to reduce regional trips originating from Lodi, which include strategic placement of park-and-ride lots and available information for other trip reduction efforts.

## Option 2

- o The implications for Option 2 would be the same as those for Option 1.

## Option 3

- o The implications for Option 3 would be the same as those for Option 1.



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### **PERSONAL COMMUNICATIONS**

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- Fernandez, Paula. Traffic Engineer. City of Lodi Community Development Department, Lodi, **CA**. November 1988 - telephone conversations.
- Hand, Art. Planning Analyst. Facility Planning Department, Lodi Unified School District, Lodi, **CA**. October 3-13, 1988 - telephone communications, notes, and memoranda.

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28, 1988 - meeting.

Williamson, Ron. Director. City of Lodi Parks and Recreation Department, Lodi, CA.  
October 5 and 6, 1988 - telephone conversations.



## **CHAPTER 11. Report Preparation**

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This **Options** Assessment Report has been prepared by Jones & Stokes Associates, Inc. under contract to the City of **Lodi Community** Development Department. The persons responsible for preparing this report are listed below.

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**APPENDIX A. Executive Summary of the City of Lodi  
General Plan Update Land Absorption Study**

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## Executive Summary

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The role of a community's general plan **is** to guide the type, location, and timing of urban growth and infrastructure development over **a** long-term period. For **a** general plan to achieve its goals, the plan should be linked to economic and market realities. The **timely** development of lands designated by the general plan for certain uses will occur only if **the** urban land market can support it such development.

This report provides an evaluation of the market demand for major land **uses in the** Lodi area over a 20-year period from 1987 to 2007. The study is designed to provide market information and land absorption forecasts that will help guide the development of Lodi's General Plan Update.

Evaluations were prepared for four broad land use categories defined by the markets for residential, retail commercial, office commercial, and industrial land. The primary products of these market evaluations were 20-year absorption schedules showing land absorbed in 5-year increments.

The market demand for land within each General Plan category **was** evaluated based on **two** future growth scenarios representing the expected lower and upper range of demand. Absorption schedules were prepared for both scenarios for each of the nine **General Plan** categories.

The following sections present summaries of the basic assumptions used to forecast the demand for land in Lodi under Growth Scenarios 1 and 2.

### GROWTH SCENARIO 1 ASSUMPTIONS

- o The City will **adopt** a policy limiting the annual growth of Lodi's housing stock to 2 percent (compounded) over the 20-year period of analysis.
- o The City will allocate future housing permits so that 65 percent of all new housing is single-family and 35 percent is multifamily.
- o Average household size in Lodi will remain relatively stable over 20 years, decreasing by 3 percent.
- o Per capita sales in Lodi stores will remain relatively stable over 20 years, with per capita apparel and general merchandise sales increasing by 5 percent and per capita automobile sales decreasing by 10 percent.

- o **The future demand for office space in Lodi will be generated by local office users. No regional office development will occur.**

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