

Adopted by the Lodi City Council June 12, 1991



# City of Lodi General Plan

POLICY DOCUMENT

ADOPTED BY CITY COUNCIL ON 6/12/91

City of Lodi General Plan  
Policy Document

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## **Appendix A. Assumptions Used in Formulating the General Plan**

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This appendix summarizes the assumptions that were used in formulating the new development potential allowed under the Lodi GP. This appendix also summarizes new housing, population, and employment potential under the GP.

### **LAND USE ASSUMPTIONS**

#### **City of Lodi 1987 Existing Land Use Inventory**

In March and April 1987, the City of Lodi Community Development Department conducted a detailed inventory of existing land uses. This inventory was based on a windshield survey conducted in April 1987; data from Polk's City Directory (for Lodi); input from City staff; and data from the San Joaquin County land use database. This inventory serves as the baseline for the GP effort.

#### **Land Absorption Assumptions**

The GP is predicated on 20-year demand levels as identified in the City of Lodi GP Update Land Absorption Study. This study 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 evaluation focuses on four broad land use categories defined by the markets for residential, commercial, office, and industrial land. Table A-1 shows the new land absorption demand for each market category based on the following assumptions:

- o The City would 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 would allocate future housing permits so that 65 percent of all new housing units are single family and 35 percent are multifamily.
- o Average household size in Lodi would remain relatively stable over 20 years, decreasing by 3 percent.

Table A-1. Land Absorption Demand Based on 2.0 Percent  
Growth in Housing (April 1987\*-2007)

Land Use Category	Acres	Units
Residential		
Low Density	1,364	5,456
Medium Density	70	840
High Density	<u>88</u>	<u>2,112</u>
Total Residential	1,522	8,408
Commercial		
Downtown	2	
General		61
Neighborhood	<u>84</u>	
Total Commercial	147	
Office	29	
Industrial		
Light	44	
Heavy	<u>75</u>	
Total Industrial	119	
Total	1,817	

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\* A baseline date of April 1987 was selected since this date corresponds to the date of the Existing Land Use Inventory.

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- o Per capita sales in Lodi stores would 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 would be generated by local office users. No regional office development would occur.
- o Lodi's share of future industrial development in San Joaquin County would remain at its recent level, or approximately 9 percent.

The increment of new land, vacant as of April 1987, needed to satisfy future market demand, as shown in Table A-2, was assumed in defining the GP.

### General Principles Used in Formulating GP Land Uses

The following general land use assumptions and principles were used in developing the GP:

- o Land use in existing residential neighborhoods would not change.
- o Commercial land use in the downtown area would continue to intensify modestly through infill development and recycling to more intensive uses.
- o Commercial land use along Cherokee Lane and Lodi Avenue would continue to intensify through infill development and recycling to more intensive uses.
- o Virtually all new industrial development (with the exception of the Maggio Industrial Park, the vacant General Mills property, and some land along Stockton Street south of Kettleman Lane) would occur east of SR 99.

The configuration of land uses under the GP reflects an attempt to retain cohesive, contiguous blocks of land for prospective development, rather than fragmenting unified pieces of property. Boundaries were drawn so as not to encroach on logical physical boundaries (i.e., streets, canals, etc.) or disrupt existing development patterns. Future public and quasi-public uses other than schools and drainage basins, such as non-drainage basin parks, churches, small utility facilities, and libraries, were assumed to be allowed within residential neighborhoods. As a result, the total residential acreage under the GP exceeds the total demand as identified in the Land Absorption Study.

## GP Buildout

Table A-2 presents the number of gross acres that are expected to develop within the GP's 20-year time frame (1987-2007) (Figure A-1).

Lands are also identified in the GP that are expected to develop beyond 2007. These areas have been designated as reserve areas. Table A-2 also presents the gross acres associated with these reserve areas (Figure A-2).

### **GP Designations, Density Standards, and Floor: Area Ratios**

The GP designations are defined in Section 2 of this report. Table A-3 describes the average densities and average floor:area ratios (FAR) used in developing the GP. FAR is the ratio of building square footage to lot square footage.

### **Developable Parcels**

For the purposes of buildout calculations, all parcels of more than 2 acres in size that were classified as vacant or agricultural in the City of Lodi's 1987 Existing Land Use Inventory were assumed to be available for development.

### **Committed, Undeveloped Lands**

Committed, undeveloped lands (Table A-2 and Figure A-3) are those that were vacant in April 1987, but had a tentative parcel or subdivision map 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.

### **Detention Basin and Parks**

Acreage figures for future detention basins have been included in the buildout calculations. It is assumed that each of these detention basins will also be developed for park purposes, consistent with existing City practices.

Figure A-4 shows planned (locations for the basins are firm) and potential detention basin sites. The planned sites for the C, E, and G basins are shown on the GP Land Use Diagram (inserted into this document). The potential sites are not proposed locations, but are identified for calculation purposes only.

Other neighborhood and community parks required by 2007 have not been calculated separately, but were assumed to be included in the planned residential category.

Table A-2. General Plan Buildout (Gross Acres)

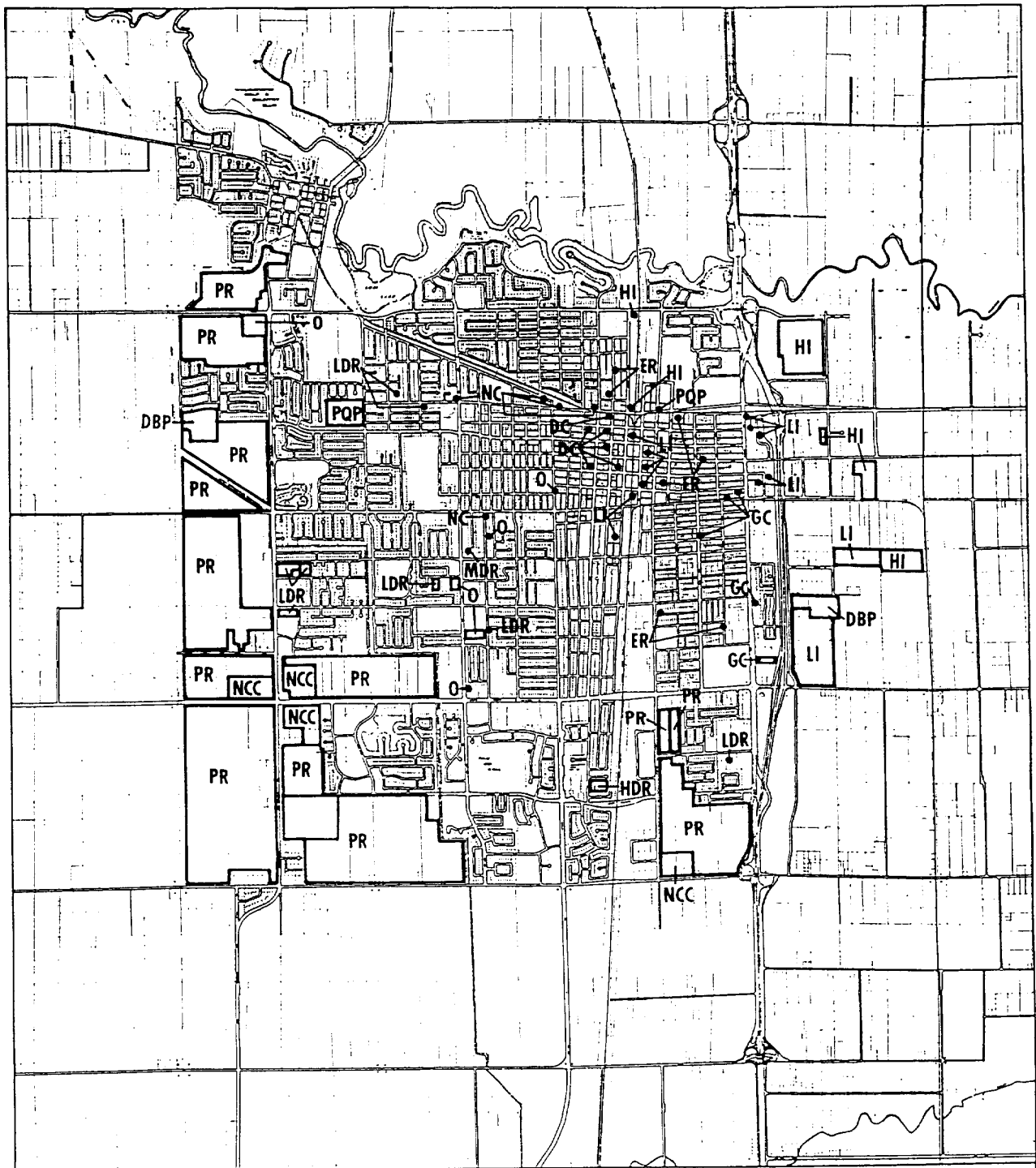
Land Use Designation	Existing Conditions (1) (April 1987)			Increment of Growth Under General Plan Buildout (1)				General Plan Buildout (1)		
				Existing City Land		Existing County		Existing City Land	Existing County Land	Subtotal
	City	County	Subtotal	Committed/ Undeveloped	Not Committed	Land	Subtotal			
<b>BY 2007</b>										
Residential										
o Low Density	2,085	46	2,131	141	18	0	159	2,244	46	2,290
o Medium Density	159	13	172	33	1	0	34	193	13	206
o High Density	162	0	162	1	4	0	5	167	0	167
o Eastside Residential	0	0	0	1	3	0	4	4	0	4
o Planned Residential	0	0	0	0	0	1,245	1,245 (2)	0	1,245	1,245
o SUBTOTAL	2,406	59	2,465	176	26	1,245	1,447	2,608	1,304	3,912
Commercial										
o Neighborhood/Community	149	0	149	0	2	78	80	151	78	229
o General	189	12	201	3	5	0	8	197	12	209
o Downtown	19	0	19	1	2	0	3	22	0	22
o SUBTOTAL	357	12	369	4	9	78	91	370	90	460
Office	65	0	65	27	12	0	39	104	0	104
Industrial										
o Light	221	0	221	21	25	73	119	267	73	340
o Heavy	333	30	363	100	125	0	225	558	30	588
o SUBTOTAL	554	30	584	121	150	73	344	825	103	928
Public/Quasi-Public	800	30	830	38	20	40	98	858	70	928
Detention Basins and Parks	326	40	366	0	0	97	97	326	137	463
Agriculture	201	1,352	1,553	0	0	0	0	0	0	0
Vacant	382	181	563	0	0	0	0	0	0	0
<b>TOTAL</b>	<b>5,091</b>	<b>1,704</b>	<b>6,795</b>	<b>366</b>	<b>217</b>	<b>1,533</b>	<b>2,116</b>	<b>5,091</b>	<b>1,704</b>	<b>6,795</b>
<b>BEYOND 2007</b>										
Existing Residential	0	79	79	0	0	0	0	0	79	79
Existing Public/Quasi-Public (4)	0	57	57	0	0	0	0	0	57	57
Planned Residential Reserve	0	0	0	0	0	1,396	1,396 (3)	0	0	1,396
Industrial Reserve	0	0	0	0	0	426	426	0	0	426
Public/Quasi-Public Reserve	0	0	0	0	0	109	109	0	0	109
Detention Basins and Parks Reserve	0	0	0	0	0	128	128	0	0	128
<b>TOTAL</b>	<b>0</b>	<b>136</b>	<b>136</b>	<b>0</b>	<b>0</b>	<b>2,059</b>	<b>2,059</b>	<b>0</b>	<b>136</b>	<b>2,195</b>
<b>TOTAL (INCLUDING RESERVE)</b>										
Residential										
o Low Density	2,085	46	2,131	141	18	0	159	2,244	46	2,290
o Medium Density	159	13	172	33	1	0	34	193	13	206
o High Density	162	0	162	1	4	0	5	167	0	167
o Eastside Residential	0	0	0	1	3	0	4	4	0	4
o Planned Residential (includes Reserve)	0	0	0	0	0	2,641	2,641	0	2,641	2,641
o Existing Residential	0	79	79	0	0	0	0	0	79	79
o SUBTOTAL	2,406	138	2,544	176	26	2,641	2,843	2,608	2,779	5,387
Commercial										
o Neighborhood/Community	149	0	149	0	2	78	80	151	78	229
o General	189	12	201	3	5	0	8	197	12	209
o Downtown	19	0	19	1	2	0	3	22	0	22
o SUBTOTAL	357	12	369	4	9	78	91	370	90	460
Office	65	0	65	27	12	0	39	104	0	104
Industrial (includes Reserve)	554	30	584	121	150	499	770	825	529	1,354
Public/Quasi-Public (includes Reserve)	800	30	830	38	20	149	207	858	179	1,037
Existing Public/Quasi-Public (4)	0	57	57	0	0	0	0	0	57	57
Detention Basins and Parks (includes Reserve)	326	40	366	0	0	225	225	326	265	591
Agriculture	201	3,411	3,612	0	0	0	0	0	0	0
Vacant	382	181	563	0	0	0	0	0	0	0
<b>GRAND TOTAL</b>	<b>5,091</b>	<b>3,899</b>	<b>8,990</b>	<b>366</b>	<b>217</b>	<b>3,592</b>	<b>4,175</b>	<b>5,091</b>	<b>3,899</b>	<b>8,990</b>

(1) Excludes Woodbridge

(2) Includes acreage required for future non-drainage basin parks and non-school public/quasi-public uses.

(3) Includes acreage for future commercial, non-drainage basin parks, and non-school public/quasi-public uses.

(4) Primarily cemeteries.



**LEGEND**

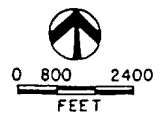
- LDR LOW DENSITY RESIDENTIAL
- MDR MEDIUM DENSITY RESIDENTIAL
- HDR HIGH DENSITY RESIDENTIAL
- ER EASTSIDE RESIDENTIAL
- NCC NEIGHBORHOOD/COMMUNITY COMMERCIAL
- GC GENERAL COMMERCIAL
- DC DOWNTOWN COMMERCIAL

- O OFFICE
- LI LIGHT INDUSTRIAL
- HI HEAVY INDUSTRIAL
- PQP PUBLIC/QUASI-PUBLIC
- PR PLANNED RESIDENTIAL
- DBP DETENTION BASINS AND PARKS

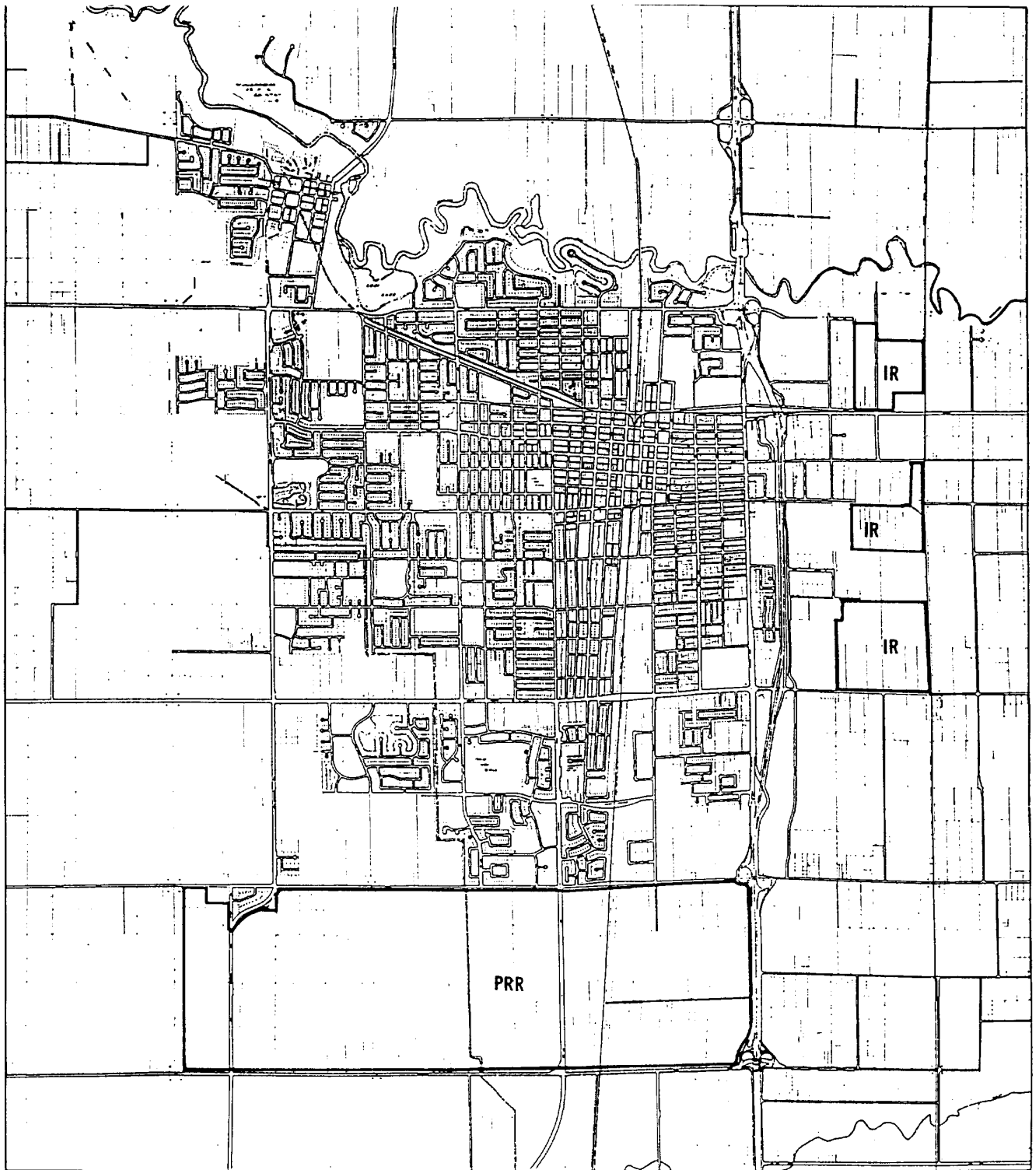
Note: Does not include committed, undeveloped land.

FIGURE A-1. NEW DEVELOPMENT POTENTIAL (2007)

Lodi General Plan







LEGEND  
 PRR PLANNED RESIDENTIAL RESERVE  
 IR INDUSTRIAL RESERVE

FIGURE A-2. RESERVE AREAS (NEW DEVELOPMENT POTENTIAL BEYOND 2007)

Lodi General Plan

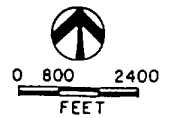


Table A-3. Land Use Assumptions

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

## **Public/Quasi-Public**

Acreage figures for future school sites have also been included in the buildout calculation under public/quasi-public uses. The acreage estimates for school needs were converted to land area requirements consistent with those of the Lodi Unified School District (LUSD). These requirements are shown in Table A-4.

By 2007, six elementary schools, one middle school, and one high school will be required, assuming a traditional school year. Beyond 2007, an additional six elementary schools, one middle school, and one high school will be needed for a total of 12 elementary schools, two middle schools, and two high schools.

Assuming a year-round school year, five elementary, one middle, and one high school would be required by 2007. Beyond 2007, five additional elementary, one middle, and one high school would be needed for a total of 10 elementary, two middle, and two high schools.

Figure A-5 shows planned (LUSD-owned land) and potential school sites to accommodate the projected enrollment increase, assuming a traditional school year. The sites already planned for future schools are shown on the GP Land Use Diagram. These include a middle school located near Mills Avenue and Lockeford Street and an elementary school located near Scarborough and Wimbledon Drives. The potential school sites are not specific proposals for the location of future schools, but are identified for calculation purposes only.

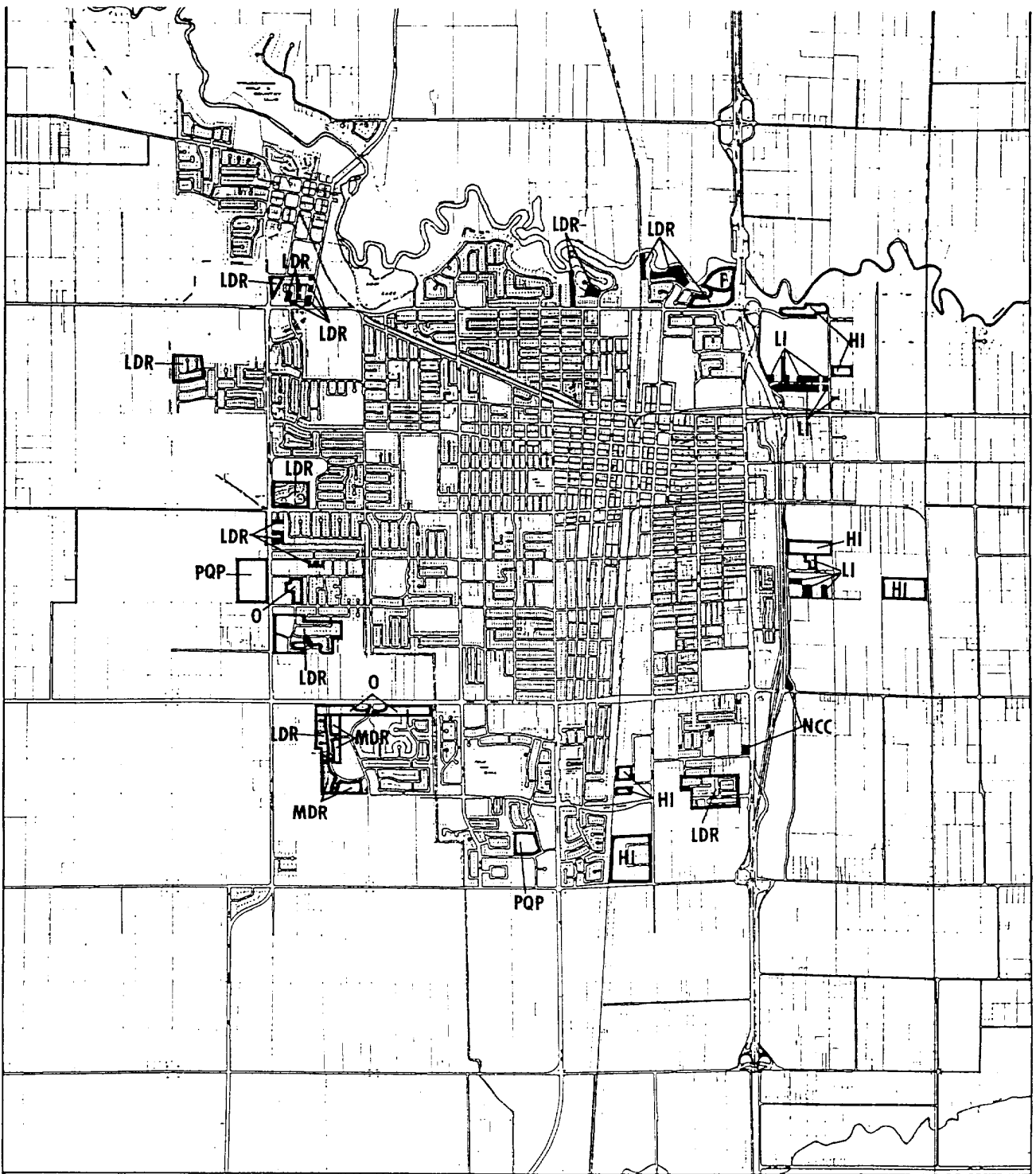
Other future public and quasi-public uses such as churches, small utility facilities, and libraries were not accounted for separately, but were assumed to be included in the planned residential category.

## **Reserve Areas**

The following reserve designations have been created:

- o Planned residential reserve. It is assumed that land between Harney Lane and Armstrong Road would develop with residential uses beyond 2007 .
- o Industrial reserve. 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 GP.

Table A-3 describes the average densities and FARs used in calculating the reserve areas. Figures A-4 and A-5 show the detention basins and schools, respectively, that would be needed with development of the designated reserve areas. Commercial uses and public



LEGEND

RESIDENTIAL

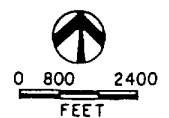
- LDR LOW DENSITY RESIDENTIAL
- MDR MEDIUM DENSITY RESIDENTIAL

COMMERCIAL

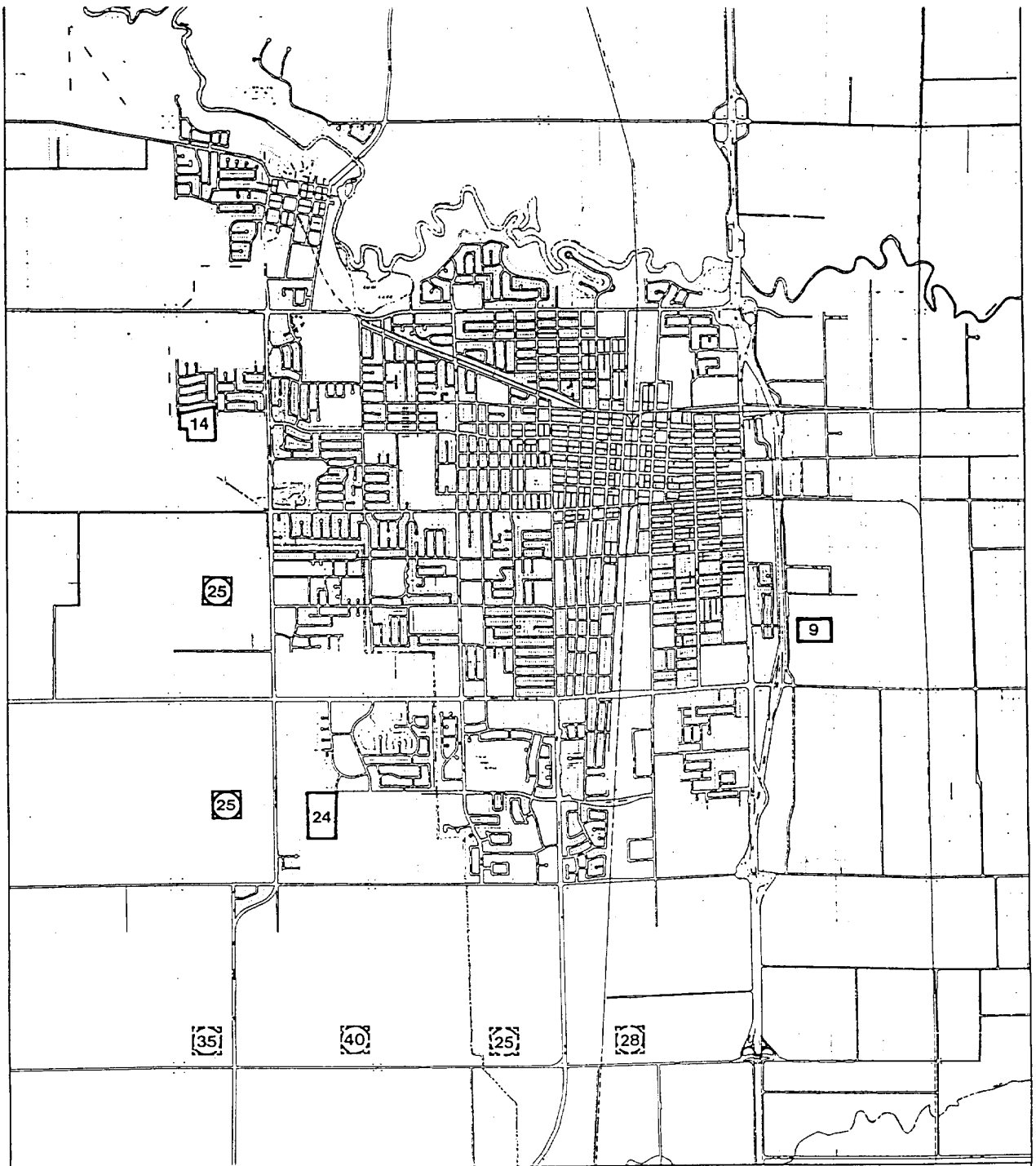
- O OFFICE
- NCC NEIGHBORHOOD/COMMUNITY COMMERCIAL
- LI LIGHT INDUSTRIAL
- HI HEAVY INDUSTRIAL
- F FLOODPLAIN
- PQP PUBLIC/QUASI-PUBLIC

FIGURE A-3. COMMITTED, UNDEVELOPED LAND (AS OF APRIL 1987)

Lodi General Plan



A-6-1



LEGEND

REQUIRED BY 2007

**9** PLANNED DETENTION BASIN (9 ACRES OF SURFACE AREA)

**25** POTENTIAL DETENTION BASIN (25 ACRES OF SURFACE AREA)

REQUIRED AFTER 2007

**28** POTENTIAL DETENTION BASIN (28 ACRES OF SURFACE AREA)

FIGURE A-4. PLANNED AND POTENTIAL STORM DRAINAGE DETENTION BASINS

Lodi General Plan

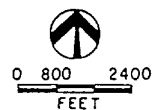


Table A-4. School Assumptions

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Students per Housing Unit			
	Low Density <sup>a,b</sup>	Medium Density <sup>a</sup>	High Density <sup>a</sup>
Elementary School (K-6)	0.55	0.27	0.13
Middle School (7-8)	0.14	0.06	0.04
High School (9-12)	0.27	0.13	0.10

Students per School	Year-Round School	Traditional School (9 months)
Elementary School (K-6)	830	650
Middle School (7-8)	1,200	800
High School (9-12)	2,800	1,800

Acres per School	
Elementary School (K-6)	10
Middle School (7-8)	14
High School (9-12)	45

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<sup>a</sup> The planned residential category assumes a distribution of 65 percent low density units, 10 percent medium density units, and 25 percent high density units.

<sup>b</sup> These assumptions were also used for the Eastside residential category.

Source: Lodi Unified School District.

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and quasi-public uses other than schools and detention basins were assumed to be included in the planned residential reserve category.

## **HOUSING PROJECTIONS**

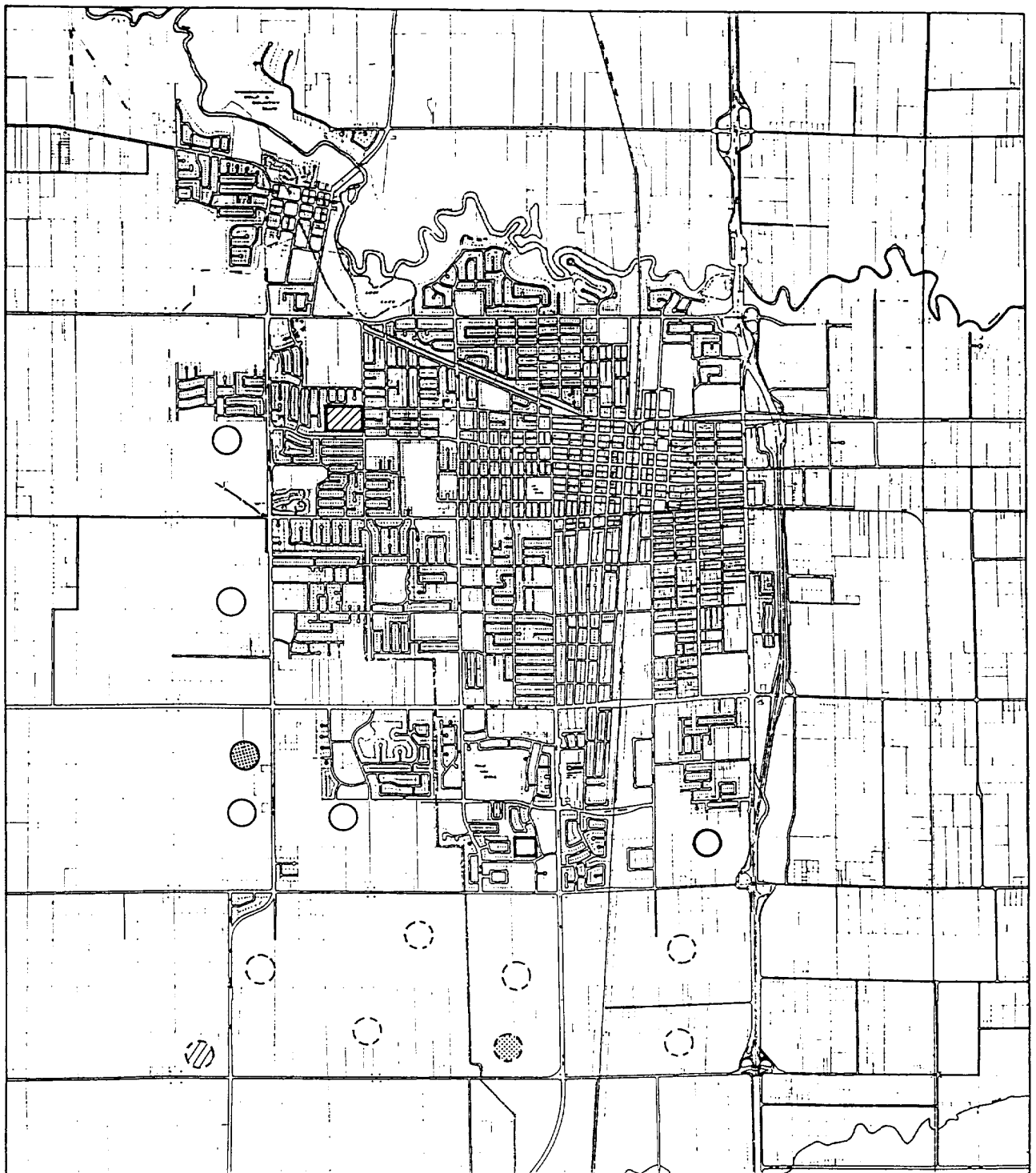
Table A-5 presents the number of housing units expected to be developed with implementation of the GP. The housing density assumptions are presented in Table A-3. The planned residential reserve categories assume a housing unit distribution of 65 percent low density, 10 percent medium density, and 25 percent high density. Table A-5 also presents the number of existing housing units; these figures are based on the results of the 1987 Existing Land Use Inventory.

## **POPULATION PROJECTIONS**

Table A-6 presents the population projected to occur with implementation of the GP. Table A-6 also presents existing population based on data from the California Department of Finance.





## **COMPARISON OF NEW DWELLING UNITS AND POPULATION AS RECOMMENDED BY THE MAYOR'S TASK FORCE AND AS ALLOWED FOR BY THE LODI GENERAL PLAN**

Table A-7 compares the number of housing units that would be approved under the growth management program, as recommended by the Mayor's Task Force, with the number of housing units allowed by the Lodi GP Land Use Diagram. This table indicates that development of the proposed land uses presented on the Lodi GP Land Use Diagram (including committed, undeveloped land), within a 20-year period, would result in an annual growth rate (compounded) in dwelling units of 2.3 percent. This 2.3 percent compares with the 2.0 percent recommended by the Mayor's Task Force. This higher growth rate translates to 1,344 more dwelling units (8,727 versus 10,071). However, because the 1987 Existing Land Use Inventory indicates 800 fewer units than assumed by the Mayor's Task Force, a comparison of total units (26,685 versus 27,075) implies a difference of only 544 units.



LEGEND

REQUIRED BY 2007

-  PLANNED MIDDLE SCHOOL
-  PLANNED ELEMENTARY SCHOOL
-  POTENTIAL HIGH SCHOOL
-  POTENTIAL ELEMENTARY SCHOOL

REQUIRED AFTER 2007




-  POTENTIAL HIGH SCHOOL
-  POTENTIAL MIDDLE SCHOOL
-  POTENTIAL ELEMENTARY SCHOOL

FIGURE A-5. PLANNED AND POTENTIAL SCHOOLS

A-8-1

Lodi General Plan



0 800 2400  
FEET



Table A-5. General Plan Buildout (Dwelling Units)

Land Use Designation	Existing Conditions (April 1987) (2)			Increment of Growth Under General Plan Buildout				General Plan Buildout			
				Existing City Land		Existing County Land		Existing City Land	Existing County Land	Subtotal	
	City	County	Subtotal	Committed/Undeveloped (2)	Not Committed (3)	Land (3)	Subtotal				Land
<b>BY 2007</b>											
o Low Density	11,918	185	12,103	783	90	0	873	12,791	185	12,976	
o Medium Density	1,594	9	1,603	325	12	0	337	1,931	9	1,940	
o High Density	3,646	0	3,646	10	96	0	106	3,752	0	3,752	
o Eastside Residential	0	0	0	25	15	0	40	40	0	40	
o Planned Residential (1)	0	0	0	0	0	8,715	8,715	0	8,715	8,715	
<b>TOTAL</b>	<b>17,158</b>	<b>194</b>	<b>17,352</b>	<b>1,143</b>	<b>213</b>	<b>8,715</b>	<b>10,071</b>	<b>18,514</b>	<b>8,909</b>	<b>27,423</b>	
<b>BEYOND 2007</b>											
o Existing Residential	0	154	154	0	0	0	0	0	154	154	
o Planned Residential Reserve (1)	0	0	0	0	0	9,772	9,772	0	9,772	9,772	
<b>TOTAL</b>	<b>0</b>	<b>154</b>	<b>154</b>	<b>0</b>	<b>0</b>	<b>9,772</b>	<b>9,772</b>	<b>0</b>	<b>9,926</b>	<b>9,926</b>	
<b>TOTAL (including Reserve)</b>											
o Low Density	11,918	185	12,103	783	90	0	873	12,791	185	12,976	
o Medium Density	1,594	9	1,603	325	12	0	337	1,931	9	1,940	
o High Density	3,646	0	3,646	10	96	0	106	3,752	0	3,752	
o Eastside Residential	0	0	0	25	15	0	40	40	0	40	
o Planned Residential (1)	0	0	0	0	0	8,715	8,715	0	8,715	8,715	
o Planned Residential Reserve (1)	0	0	0	0	0	9,772	9,772	0	9,772	9,772	
o Existing Residential	0	154	154	0	0	0	0	0	154	154	
<b>GRAND TOTAL</b>	<b>17,158</b>	<b>348</b>	<b>17,506</b>	<b>1,143</b>	<b>213</b>	<b>18,487</b>	<b>19,843</b>	<b>18,514</b>	<b>18,835</b>	<b>37,349</b>	

(1) The planned residential designation assumes a distribution of 65 percent low density units, 10 percent medium density units, and 25 percent high density units.

(2) Based on the 1987 Existing Land Use Inventory

(3) The following densities were assumed for uncommitted new development:

- 5 units/gross acre Low Density
- 12 units/gross acre Medium Density
- 24 units/gross acre High Density
- 5 units/gross acre Eastside Residential
- 7 units/gross acre Planned Residential
- 7 units/gross acre Planned Residential Reserve

Table A-6. General Plan Buildout (Population)

Land Use Designation	Existing Conditions (April 1987)			Increment of Growth Under General Plan Buildout (1)(2)				General Plan Buildout		
				Existing City Land		Existing County		Existing City Land	Existing County Land	Subtotal
	City	County (1)(2)	Subtotal	Committed/Undeveloped	Not Committed	Land	Subtotal			
<b>BY 2007</b>										
o Low Density	-	493	-	2,090	239	0	2,329	-	493	-
o Medium Density	-	20	-	709	27	0	736	-	20	-
o High Density	-	0	-	20	186	0	206	-	0	-
o Eastside Residential	-	0	-	66	41	0	107	-	0	-
o Planned Residential (3)	-	0	-	0	0	21,980	21,980	-	21,980	-
<b>TOTAL</b>	<b>45,794</b>	<b>(4) 514</b>	<b>46,308</b>	<b>2,885</b>	<b>494</b>	<b>21,980</b>	<b>25,359</b>	<b>49,172</b>	<b>22,494</b>	<b>71,666</b>
<b>BEYOND 2007</b>										
o Existing Residential	0	411	411	0	0	0	0	0	411	411
o Planned Residential Reserve (3)	0	0	0	0	0	24,645	24,645	0	24,645	24,645
<b>TOTAL</b>	<b>0</b>	<b>411</b>	<b>411</b>	<b>0</b>	<b>0</b>	<b>24,645</b>	<b>24,645</b>	<b>0</b>	<b>25,056</b>	<b>25,056</b>
<b>TOTAL (including Reserve)</b>										
o Low Density	-	493	-	2,090	239	0	2,329	-	493	-
o Medium Density	-	20	-	709	27	0	736	-	20	-
o High Density	-	0	-	20	186	0	206	-	0	-
o Eastside Residential	-	0	-	66	41	0	107	-	0	-
o Planned Residential (3)	-	0	-	0	0	21,980	21,980	-	21,980	-
o Planned Residential Reserve (3)	-	0	-	0	0	24,645	24,645	-	24,645	-
o Existing Residential	-	411	-	0	0	0	0	-	411	-
<b>GRAND TOTAL</b>	<b>45,794</b>	<b>925</b>	<b>46,719</b>	<b>2,885</b>	<b>494</b>	<b>46,626</b>	<b>50,004</b>	<b>49,172</b>	<b>47,550</b>	<b>96,723</b>

"-" = Not Available

(1) The following household sizes (persons per household) were assumed per dwelling unit:

- 2.75 Low Density
- 2.25 Medium Density
- 2.00 High Density
- 2.75 Eastside Residential
- 2.60 Planned Residential
- 2.60 Planned Residential Reserve
- 2.75 Existing Residential

(2) Assumes a three percent vacancy rate (Schroeder pers. comm.)

(3) The planned residential designation assumes a distribution of 65 percent low density units, 10 percent medium density units, and 25 percent high density units.

(4) Based on 1987 California Department of Finance estimates.

Table A-7. Comparison of New Dwelling Units and Population,  
as Recommended by the Mayor's Task Force and as  
Allowed for by the Lodi General Plan

	Lodi General Plan		
	Mayor's Task Force <sup>a</sup>	Land Absorption Study <sup>b</sup>	Land Use Diagram <sup>c</sup>
<b>Housing Units</b>			
Increase (1987-2007)	8,727	8,391	10,071
Total (2007)	26,685	25,659	27,075 <sup>d,e</sup>
<b>Population</b>			
Increase (1987-2007)	22,253	19,836	25,359
Total (2007)	68,047	64,713	70,741 <sup>f</sup>

<sup>a</sup> Derived from an 1987 population level of 45,794 and a household size assumption of 2.55 persons per unit.

<sup>b</sup> Derived from an 1987 housing unit level of 17,268, a 1987 household size of 2.68 persons per unit, and a 2007 household size of 2.6 persons per unit.

<sup>c</sup> The Land Absorption Study was used as a starting point to assign land use designations to developable parcels. In assigning parcels, an attempt was made to retain cohesive, contiguous blocks of land for prospective development, respect logical physical boundaries, and maintain existing development patterns. These numbers are slightly overstated since public and quasi-public uses other than schools and drainage basins are assumed to be allowed within residential neighborhoods.

<sup>d</sup> Implies a compounded annual growth rate of 2.3 percent assuming 17,158 existing dwelling units per the 1987 Existing Land Use Inventory.

<sup>e</sup> Excludes 348 dwelling units located in San Joaquin County in April 1987.

<sup>f</sup> Excludes 925 people residing in San Joaquin County in April 1987.

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## **SECTION 1. Introduction**

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### **PURPOSE OF THE GENERAL PLAN**

A general plan is an adopted statement of policy, required by state law, for the development of a community. It represents the official policy regarding the future character and quality of development. The general plan must be a comprehensive, long-term document that plans for the physical, social, and economic development of a city, as well as land outside a city's boundaries that bear a relationship to its planning. Most jurisdictions select 15 - 20 years as the long-term horizon for the general plan, recognizing that the time frames for planning vary depending on the issue being considered. This horizon does not mark an endpoint, but provides a general context in which to make shorter term decisions. The general plan should be reviewed regularly regardless of its horizon, and revised as new information becomes available and as community values change.

The general plan bridges the gap between community values and decisions made concerning the physical environment. The general plan serves to:

- o identify the community's land use, circulation, environmental, economic, and social goals and policies as they relate to land use and development;
- o provide the basis for local government decision making;
- o provide citizens with opportunities to participate in the planning and decision-making processes of local government; and
- o inform citizens, developers, decision makers, and other city and county jurisdictions of the ground rules that will guide development within the community.

State law requires that the general plan address seven issues or "elements"; these are land use, circulation, housing, conservation, open space, noise, and safety. The plan must analyze issues of concern to the community related to these elements, set forth community's goals on these issues, identify development policies in text and diagrams, and formulate actions or programs for implementing the policies.

Most implementation actions derive from local government's corporate and police powers. Using their corporate power, local governments collect money through bonds, fees, assessments, and taxes, and spend it to provide for such services and facilities as police and fire protection, streets, water, and parks. Using their police power, local governments



regulate citizens' use of their property through zoning, subdivision, and building regulations to promote the health, safety, and welfare of the public.

## **BACKGROUND OF THE GENERAL PLAN**

Prior to the 1980s, the City of Lodi (City) managed urban growth by the allocation of storm drainage capacity. 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 basins were developed.

Measure A, approved by the voters of Lodi on August 25, 1981 and adopted by ordinance on September 1, 1981, amended the Land Use Element of the City's General Plan (GP) by removing from the GP any land that was not within the corporate city limits. The intent of Measure A was to preserve and protect agricultural land and to maintain the small city character of Lodi within a designated greenbelt. Measure A restricted land within the greenbelt from being annexed to the City without an amendment to the City's GP and approval by the majority of the people voting in a citywide election.

In November 1985, a group of citizens challenged Measure A in court. The courts held that Measure A interfered with state annexation laws. The City appealed this decision.

To address the issue of how to control growth in Lodi, a Mayor's Task Force was convened in April 1986. In evaluating this issue, the task force recommended that a comprehensive general plan update be adopted.

In September 1989, the appellate courts upheld the trial court's decision that parts of Measure A were unconstitutional and invalid.

## **PREPARATION OF THE GENERAL PLAN**

The process for updating the City GP is briefly described below:

- o **Issue Identification.** 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 surveys and interviews were intended to allow interested persons to express their concerns and become involved in the planning process.

- o **Characterization of Existing Conditions.** In January 1988, a detailed Background Report was prepared describing and assessing existing conditions, constraints, and opportunities for development in Lodi.
- o **Analysis of Market Demand.** An evaluation of the market demand for major land uses in Lodi over a 20-year period (1987-2007) was prepared in March 1988. The Land Absorption Study defined absorption schedules based on a compounded 2.0 percent annual housing stock growth rate and a 3.5 percent annual average population growth rate. The 2.0 percent annual housing stock growth rate was based on the assumption that the City would adopt a growth limit restricting the annual growth of its housing stock to 2.0 percent (compounded) over a 20-year period. This scenario was developed in response to the Mayor's Task Force Recommendations (July 1987).

The 3.5 percent annual average population growth rate was based on the assumption that the City would impose no growth restrictions beyond those typically imposed by City zoning and annexation regulations and that growth would be limited only by predicted market conditions and competitive factors. The rate of 3.5 percent was the rate at which Lodi grew from 1970 to 1987.

- o **Identification and Analysis of Planning Options.** Three land use options were assessed: one reflecting the current Lodi GP, another based on a 2.0 percent annual residential growth rate, and a third based on a 3.5 percent annual residential growth rate. These options were evaluated for their impacts on land use, housing, population, employment, public services, and transportation in the January 1989 Options Assessment Report.
- o **Review of the Planning Options and Selection of a Preferred Option.** The Options Assessment Report was presented at a joint public meeting of the Lodi Planning Commission and City Council. On March 22, 1989, the City Council selected the preferred land use plan of a 2.0 percent annual housing stock growth rate.
- o **Public Review of the Draft General Plan Policy Document.** The Draft Policy Document was released for public review in December 1989. A series of eight workshops were held between December 1989 and March 1990 to inform the public as to the contents of this document. The Draft GP Land Use Diagram and buildout assumptions were described at these workshops.

Eight joint general plan/draft environmental impact report (DEIR) hearings were held between August 1990 and November 1990 to receive public testimony on the Draft Policy Document and associated DEIR.

- o **Environmental Impact Report.** A DEIR was prepared on the Draft Policy Document to meet the requirements of the California Environmental Quality Act (CEQA). The environmental setting portion of the DEIR is detailed in the Background Report; this report was updated in April 1990. The 45-day

DEIR public review period occurred between April 27, 1990 and June 11, 1990.

- o **Public Review and Adoption of the Lodi General Plan.** Public hearings will be held in April and May 1991 before the Lodi City Council on the final Policy Document and Final EIR.

## ORGANIZATION OF THE GENERAL PLAN

The Lodi GP consists of two documents: the Background Report and this Policy Document. The GP Background Report inventories and analyzes existing conditions in Lodi. The Background Report, which provides the formal supporting documentation for the GP policy, addresses the following issues: land use, housing, population, employment, fiscal and economic considerations, transportation, public facilities and services, cultural resources, hydrology and water quality, geology and soils, biological resources, air quality, noise, aesthetics and urban design, and health and safety.

The GP Policy Document includes the goals, policies, standards, and implementation programs that constitute the formal land use policy of the City of Lodi. The following definitions describe the nature of the goals, policies, standards, and implementation programs as they are used in this document:

- o A goal is a direction-setter. It is an ideal future end, condition, or state related to the public health, safety, or general welfare toward which planning and planning implementation measures are directed.
- o A policy is a specific statement that guides decision making. It indicates a clear commitment of the local legislative body. A policy is based on the general plan's goals, as well as the analysis of data, and is effectuated by implementation measures.

A policy incorporating the word "shall" indicates an unequivocal directive. A policy incorporating the word "should" signifies a less rigid directive, to be honored in the absence of compelling or countervailing considerations.

- o A standard is a specific, often quantified guideline, incorporated in a policy or implementation program, defining the relationship between two or more variables.
- o An implementation program is an action, procedure, program, or technique that carries out general plan policy. The implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.

Section 2 of this document contains a diagram of proposed land uses, standards of population density and building intensity for various land use designations, and definitions of the land use designations. This section also contains a diagram describing the proposed circulation network.

Sections 3 through 10 contain the goals, policies, standards, and implementation programs for the following issues, respectively: land use and growth management; housing; circulation; noise; conservation; parks, recreation and open space; health and safety; and urban design and cultural resources.

An appendix is also included in this document that describes the land use assumptions used in the GP.

## **SECTION 2. Land Use/Circulation Diagrams and Standards**

---

This section describes the GP's Land Use Diagram and the future circulation network designed to accommodate the proposed uses.

### **LAND USE DIAGRAM AND STANDARDS**

The GP Land Use Diagram (inserted separately) depicts proposed land uses for Lodi through 2007. The boundary lines between land use designations are delineated as specifically as possible, in most cases following parcel lines. For the larger undeveloped areas, the boundary lines between land use designations are indicated more generally. These lines may be made more specific by subsequent general plan amendments as more detailed planning is undertaken for these areas.

The Land Use Diagram also depicts land designated in "reserve" categories which is not expected to develop within the time frame of the GP.

The following sections describe the land use designations appearing on the Land Use Diagram and standards of population density (units per acre and average number of persons per household) and building intensity (floor area ratio [FAR]) for the various land use designations.

#### **Residential**

##### **LDR Low Density Residential**

This designation provides for single family detached and attached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 0.1 to 7.0 units per gross acre. This designation assumes an average of 2.75 persons per household.

##### **MDR Medium Density Residential**

This designation provides for single family and multifamily residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the

range of 7.1-20.0 units per gross acre. This designation assumes an average of 2.25 persons per household.

#### **HDR High Density Residential**

This designation provides for multifamily residential units, group quarters, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 20.1-30.0 units per gross acre. This designation assumes an average of 2.00 persons per household.

#### **ER Eastside Residential**

This designation reflects the Lodi City Council's adoption of ordinance No. 1409. This ordinance limits new residential development in the Eastside to low density residential uses, but deems all existing multifamily units to be conforming uses. This designation provides for single family detached and attached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 0.1 to 7.0 units per gross acre. This designation assumes an average of 2.75 persons per household.

#### **PR Planned Residential**

This designation provides for single family detached and attached homes, secondary residential units, multifamily residential units, parks, open space, public and quasi-public uses, and similar and compatible uses and is applied to largely undeveloped areas in the unincorporated area of the GP area. All development under this designation shall be approved pursuant to a specific development plan. As specific development plans are approved, the planned residential designation shall be replaced with a low, medium, or high density residential designation, or a public/quasi-public designation based on its approved use and density. New residential units within planned residential areas will be developed according to a general policy goal of maintaining the following mix of residential densities: 65 percent low density; 10 percent medium density; and 25 percent high density. The average residential density shall not exceed 7.0 units per gross acre. This designation assumes an average of 2.60 persons per household.

#### **Commercial**

##### **NCC Neighborhood/Community Commercial**

This designation provides for neighborhood and locally oriented retail and service uses, multifamily residential units, public and quasi-public uses, and similar and compatible

uses. The FAR shall not exceed 0.40 for commercial uses, and residential densities shall be in the range of 7.1-20.0 units per gross acre. This designation assumes an average of 2.25 persons per household for residential uses.

#### **GC General Commercial**

This designation provides for land-intensive retail and wholesale commercial uses, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.40. This designation is applied to areas adjacent to major streets that are either currently used for intensive commercial uses or are well-suited for such uses.

#### **DC Downtown Commercial**

This designation provides for restaurants, retail, service, professional and administrative office, hotel and motel uses, multifamily residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 20.1-30.0 units per acre; the FAR for all uses shall not exceed 2.00. This designation is applied only to the downtown area of Lodi. Residential uses in the downtown area are assumed to have an average of 2.00 persons per household.

#### **Office**

##### **O Office**

This designation provides for professional and administrative offices, medical and dental clinics, laboratories, financial institutions, multifamily residential units, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.50 for office uses, and residential densities shall be in the range of 7.1-20.0 units per gross acre. Residential uses in this designation are assumed to have 2.25 persons per household.

#### **Industrial**

##### **LI Light Industrial**

This designation provides for industrial parks, warehouses, distribution centers, light manufacturing, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.50.

## **HI Heavy Industrial**

This designation provides for manufacturing, processing, assembling, research, wholesale and storage uses, trucking terminals, railroad facilities, and public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.50.

## **Other**

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

This designation provides for government-owned facilities, public and private schools, and quasi-public uses such as hospitals and churches. The FAR shall not exceed 0.50.

## **DBP Detention Basins and Parks**

This designation provides for drainage detention basins and public parks. The FAR in these areas shall not exceed 0.20.

## **A Agricultural**

This designation provides for agricultural uses, single family homes, limited commercial and industrial uses directly related to agriculture, public and quasi-public uses, and similar and compatible uses. Minimum parcel size is forty (40) acres, and residential uses are limited to one (1) unit per parcel. Residential uses in this designation are assumed to have an average of 2.75 persons per household.

## **Reserve**

## **PRR Planned Residential Reserve**

This designation is applied to areas between Harney Lane and Armstrong Road, west of State Route (SR) 99, which are well-suited for residential development, but are not expected to develop within the time frame of the GP 2007. Until these areas are redesignated with a nonreserve GP land use designation, allowed uses and development standards shall be the same as those of the agricultural designation.



## **IR Industrial Reserve**

This designation is applied to scattered areas of vacant, underutilized, and agricultural lands, between the current City limits and the Central California Traction Company (CCTC) tracks north of Kettleman Lane. These areas are well-suited for industrial development, but are not expected to develop within the time frame of the GP. Until these areas are redesignated with a nonreserve GP land use designation, allowed uses and development standards shall be the same as those of the agricultural designation.

## **FUTURE CIRCULATION NETWORK AND STANDARDS**

The Future Circulation Network Diagrams depict the classification of existing and proposed streets and roads in Lodi. Two figures are presented: the circulation network required by 2007 (Figure 2-1) and that required beyond 2007 (Figure 2-2). The circulation network for 2007 accommodates development within the time frame of the GP. The circulation network required beyond 2007 also accommodates the residential and industrial reserves expected to develop beyond the time frame of the GP. The following defines the various types of roadways in the classification system.

- o Freeways are fed by collector and arterial streets, provide inter-city and intra-city travel, provide connections to other regional highways, and are capable of carrying heavy traffic volumes.
- o Arterials are fed by local and collector streets, provide intra-city circulation and connections to the freeway and regional roads, and generally carry relatively heavy traffic volumes. Divided arterials may have partial access control and separate left-turn lanes from through traffic by providing a two-way left-turn lane or median. Undivided arterials do not have medians or separate turn lanes except at intersections. Two-lane arterials provide a separate two-way left-turn lane continuously where feasible.
- o Collector Streets are fed by local streets and provide local circulation. They connect to arterials, typically do not provide separate left-turn lanes, and generally carry light to moderate traffic volumes.
- o Local Streets provide immediate access to properties and generally carry light traffic volumes. Local streets are not officially designated on the Future Circulation Network Diagram.

It should be noted that the following streets currently have a planned ultimate right-of-way width of 80 feet (4 lanes), but are shown on Figure 2-1 as needing only two lanes:

- o Elm Street west of Church Street
- o Armstrong Road
- o Ham Lane between Lodi Avenue and Elm Street
- o Hutchins Street north of Kettleman Lane
- o Stockton Street north of Kettleman Lane
- o Guild Avenue north of Victor Road

These streets should maintain their 80-foot ultimate right-of-way width due to the nature of the traffic traveling on these streets and their circulation patterns.

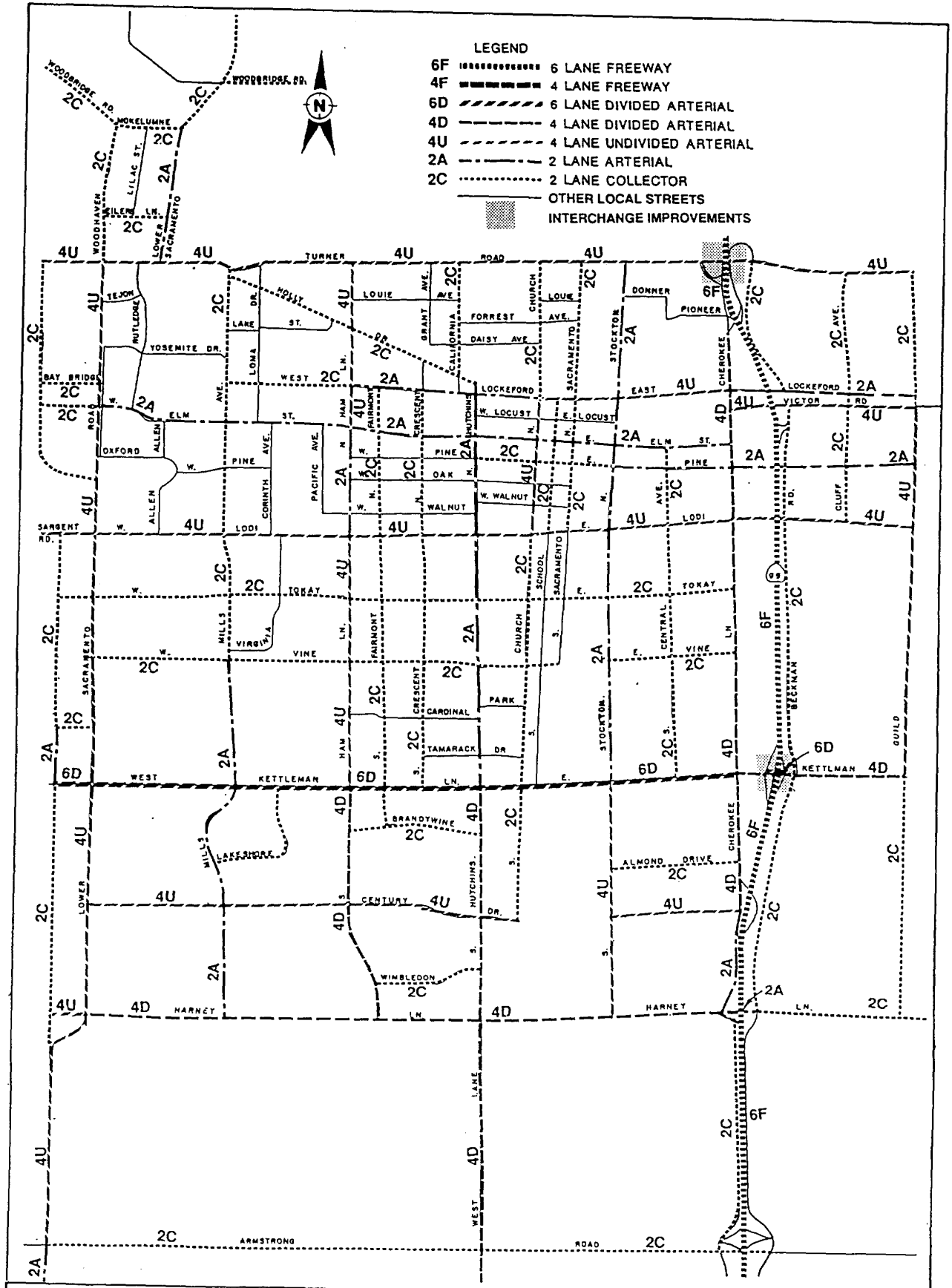


FIGURE 2-1. FUTURE CIRCULATION NETWORK (REQUIRED BY 2007)

Lodi General Plan



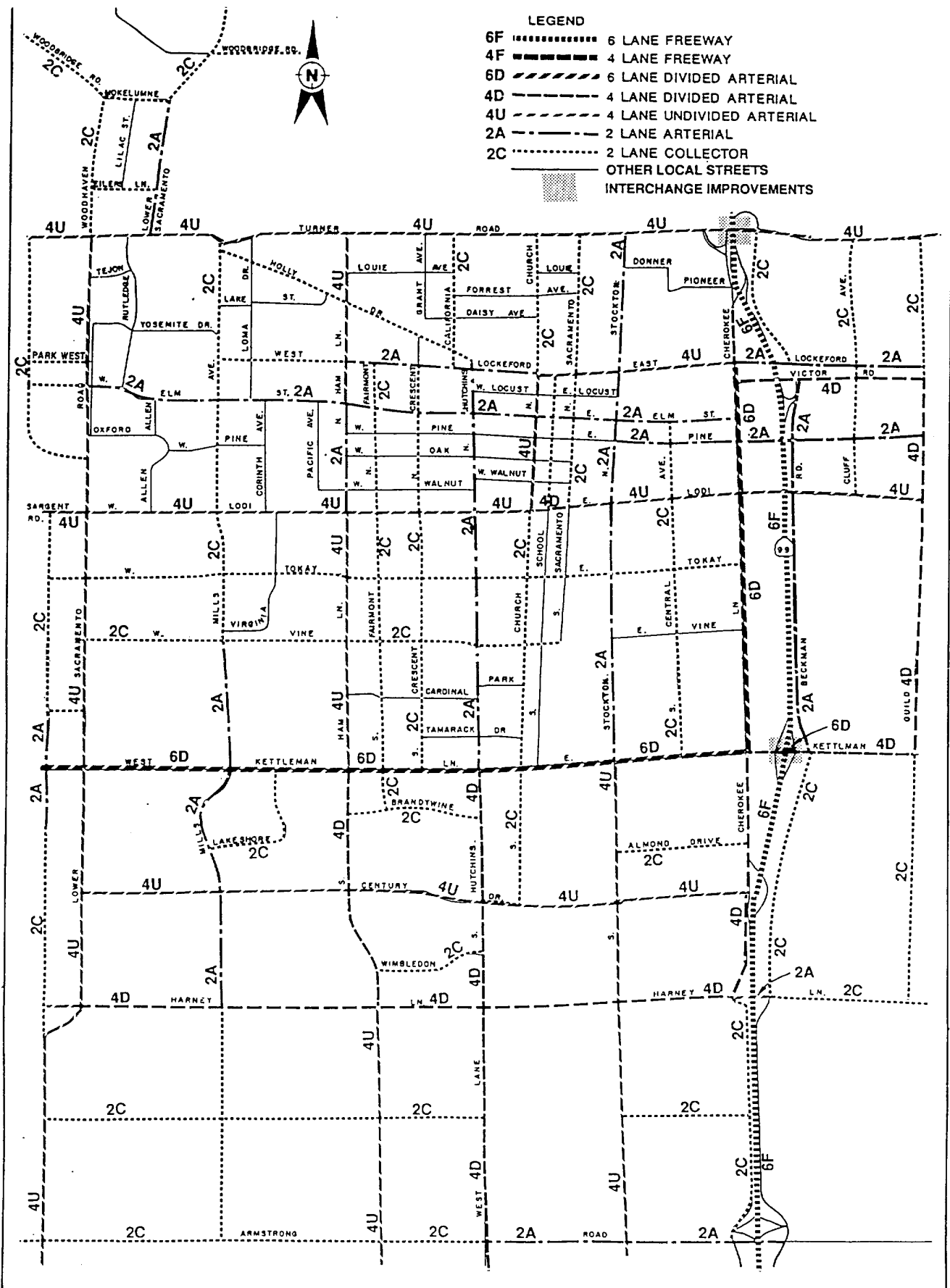


FIGURE 2-2. FUTURE CIRCULATION NETWORK (REQUIRED BEYOND 2007)

## **SECTION 3. Land Use and Growth Management Element**

### **INTRODUCTION**

The land use element is the principal focus of any general plan, having the broadest scope of the seven elements mandated by state law. This section plays the central role in bringing together all land use issues into a set of coherent development policies. In addition, the City of Lodi has chosen to address its growth management objectives in conjunction with the land use section of this document. The goals, policies, and implementation measures outlined here serve to unify the major themes addressed in other sections of this report. Several interrelated forces have influenced the development of this section, the most critical of which are discussed in the following paragraphs.

#### **Maintenance of Small-Town Community Character**

Throughout the general plan update process, a recurring theme has been the desire to maintain Lodi's small-town community character. Fundamental to this notion is the focus on residential development. Lodi has historically been a bedroom community, providing residential opportunities for employment centers to the south (Stockton) and the north (Sacramento). Recently, this focus has broadened as employment centers in the East Bay have begun to look to the Central Valley for housing. The satisfaction of this increased demand without compromising the qualities that make Lodi an attractive place to live is a fundamental goal of this GP.

While the primary focus of this plan is on accommodating residential growth demands, the City recognizes the importance of providing commercial, office, and public uses to support its residential uses. The City is also particularly concerned with providing opportunities for expansion of Lodi's industrial development base.

#### **Agricultural Land**

The agricultural land that surrounds Lodi is valuable not only because of its high quality and productivity, but also because of its scenic resource value to area residents. The City has long acknowledged the importance of retaining this valuable asset, but also recognizes the need to balance the needs of urban growth with those of Lodi's agriculturally based economy. This is a dilemma facing many Central Valley communities.

## Management of Growth

The pressure for urban growth in Lodi has important implications for the quality of both residential and agricultural development. To address this question, in 1981 the citizens of Lodi chose to manage the City's growth via Measure A, which required that any annexation of land to the City would be subject to approval by a citywide vote. Measure A has since been invalidated in court as conflicting with state annexation laws.

To address the issue of how to control growth in Lodi, a Mayor's Task Force was convened in April 1986 to address 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, and
- o imbalance in the types of housing and cost of housing produced.

The Task Force's recommendations are contained in a July 1987 report entitled "A Growth Management Program for Lodi." The major components of the growth management program are as follows:

- o a policy calling for a population-based 2.0-percent (compounded) limit on growth to be implemented through a residential development allocation system whereby a specified number of units of single family and multifamily development is allocated each year;
- o application of the growth management program to all residential developments of five units or greater, with the exception of senior citizen housing; and
- o institution of a point evaluation and scoring system by which each project application for a new housing project would be given a point rating for the following criteria: agricultural land conflicts, onsite agricultural land mitigation, relationship to public services, promotion of open space, traffic and circulation level of service, required traffic improvements, housing, and site plan and project design. Point assignments would be made during the environmental review process.

Table A-7 (See Appendix A in this document) compares the number of housing units that would be approved under the growth management program, as recommended by the Mayor's Task Force, with the number of housing units allowed by the Lodi GP Land Use Diagram. This table indicates that implementation of the Lodi GP would result in an

annual growth rate in dwelling units of 2.28 percent as compared to the 2.00 percent recommended by the Mayor's Task Force. This additional residential acreage will allow some flexibility in locating new dwelling units allocated by the annual housing allocation program.

### Reserve Land

While this GP extends only to the year 2007, and accordingly designates enough land for urban uses expected to satisfy a population-based 2.0 percent housing growth rate through 2007, the GP reflects the City's intention for the direction of growth beyond the time frame of the plan. The City has therefore established two land use designations which reserve land for specific types of development beyond 2007. For purposes of adequately planning new roadway, utility, and public facility development, the GP Circulation Element assumes the eventual development of these areas.

### Woodbridge

While the City of Lodi has no intention of annexing or providing services to the community of Woodbridge within the time frame of this GP, the Woodbridge area is included on the GP Land Use Diagram. The designations shown for the Woodbridge area reflect and are consistent with the land use designations shown for the area on the Draft San Joaquin County GP 2010 map for the Lodi area (dated June 1, 1989). Although the City intends to assume no jurisdiction over the area, it does intend to work closely with the County in any planning efforts addressing Woodbridge.

### Impacts of Growth on Public Facilities and Services

Concern over the effect of growth and development on municipal services is a fundamental element of the City's land use planning philosophy. This element addresses school overcrowding, as well as the provision of water, wastewater collection and treatment, and storm drainage facilities. Storm drainage is also addressed in the Health and Safety Element, together with fire and police protection. Parks are addressed in the Parks, Recreation, and Open Space Element.

Schools are provided by the Lodi Unified School District (LUSD), serving the City of Lodi, north Stockton, and unincorporated portions of northern San Joaquin County. LUSD facilities are overcrowded as a result of population and enrollment growth, particularly in north Stockton and in Lodi elementary schools. In 1988, the total enrollment in LUSD schools in the Lodi area (including approximately 3,000 students from north Stockton who attended Lodi schools) exceeded the total capacity of permanent facilities by

nearly 500 students. To alleviate overcrowding, the LUSD has acquired or leased portable classroom units, transferred and bussed students, implemented year-round schedules to utilize all available facility capacity, and planned construction of new schools.

The City of Lodi provides water, wastewater collection and treatment, and storm drainage services. To accommodate growth and maintain the quality of these services, the City prepares Water, Wastewater, and Drainage Master Plans to identify needed facilities and improvements.

## **GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS**

**Goal A: To provide for orderly, well-planned, and balanced growth consistent with the limits imposed by the City's infrastructure and the City's ability to assimilate new growth**

### **Policies**

1. The City shall seek to preserve Lodi's small-town and rural qualities.
2. The City shall establish a growth management ordinance that ensures a population-based housing growth rate of 2.0 percent (compounded) per year consistent with the recommendations of the Mayor's Task Force on Measure A.
3. The City shall ensure the maintenance of ample buffers between incompatible land uses.
4. The City shall promote reinvestment in downtown Lodi and in the Eastside area that upgrades the general quality of development in these areas.
5. The City shall require specific development plans in areas of major new development.
6. The City shall monitor the San Joaquin County GP and work with the county to ensure that land uses and land use designations in the Woodbridge area are compatible with the neighboring uses and designations within the city limits of Lodi.

**Goal B: To preserve agricultural land surrounding Lodi and to discourage premature development of agricultural land with nonagricultural uses, while providing for urban needs**



### **Policies**

1. The City shall encourage the preservation of agricultural land surrounding the City.
2. The City should designate a continuous open space greenbelt around the urbanized area of Lodi to maintain and enhance the agricultural economy.
3. The City should cooperate with San Joaquin County and the San Joaquin County Local Agency Formation Commission (LAFCO) to ensure that the greenbelt is maintained.
4. The City shall support the continuation of agricultural uses on lands designated for urban uses until urban development is imminent.
5. The City shall promote land use decisions within the designated urbanized area that allow and encourage the continuation of viable agricultural activity around the City.
6. The City shall encourage San Joaquin County to retain agricultural uses on lands adjacent to the City.

**Goal C: To provide adequate land in a range of residential densities to meet the housing needs of all income groups expected to reside in Lodi**

### **Policies**

1. The City shall maintain an adequate supply of residential land in appropriate land use designations and zoning categories to accommodate a population-based 2.0-percent per year housing growth rate.
2. The City shall promote the development of affordable housing to meet the needs of low- and moderate-income households.
3. In evaluating development proposals under the City's growth management ordinance, the City shall grant priority to projects that include units affordable to low- and moderate-income households.
4. The City shall exempt senior citizen housing projects from the growth management ordinance.
5. The City shall encourage higher density housing to be located in areas served by the full range of urban services, preferably along collector, arterial, and major arterial streets, and within walking distance of shopping areas.
6. The City shall strive to maintain a housing ratio of 65 percent low-density, 10 percent medium-density, and 25 percent high-density in new development.

7. The City shall promote the preservation of and shall endeavor to protect the integrity of existing stable residential neighborhoods.
8. The City shall identify a planned residential reserve designation for development of residential uses beyond the time frame of the GP. Until these areas are redesignated with a nonreserve GP designation, allowed uses and development standards shall be the same as those of the agricultural designation.

**Goal D: To promote and retain development in downtown Lodi**

**Policies**

1. The City shall preserve and promote downtown Lodi as the City's social and cultural center and an economically viable retail and professional office district.
2. The City shall encourage future retail commercial and professional office uses to locate in downtown Lodi.
3. The City shall enhance pedestrian activity and pedestrian amenities in downtown Lodi.
4. The City shall preserve the existing small-town scale and character of downtown Lodi.
5. The City shall support downtown merchants in the improvement of building facades, promotion of downtown, and the solution of problems specific to downtown.

**Goal E: To provide adequate land and support for the development of commercial uses providing goods and services to Lodi residents and Lodi's market area**

**Policies**

1. The City shall promote and assist in the maintenance and expansion of Lodi's commercial sector to meet the needs of both Lodi residents and visitors.
2. The City shall promote downtown Lodi as the primary pedestrian-oriented, commercial area of Lodi.
3. The City shall encourage new large-scale commercial centers to be located along major arterials and at the intersections of major arterials and freeways.
4. The City shall ensure that new commercial development be designed to avoid the appearance of strip development.

5. The City shall monitor the rate of new commercial development.
6. The City shall ensure the availability of adequate sites for new commercial development.
7. In approving new commercial projects, the City shall seek to ensure that such projects reflect the City's concern for achieving and maintaining high quality development.

**Goal F: To provide adequate land and support for the development of office uses serving Lodi**

**Policies**

1. Local-serving office uses shall be located downtown and throughout the community in areas easily accessible to Lodi residents.
2. In approving new office projects, the City shall seek to ensure that such projects reflect the City's concern for achieving and maintaining high quality development.
3. The City shall monitor the rate of new office development to ensure that it satisfies the needs of the market.

**Goal G: To provide adequate land and support for industrial uses that create jobs and enhance the economy of Lodi**

**Policies**

1. New industrial development shall be located in areas served by full City services and near major arterials with easy freeway access.
2. In approving industrial projects, the City shall seek to ensure that such projects reflect the City's concern for achieving and maintaining high quality development.
3. The City shall promote the development of clean industries that do not create problems or pose health risks associated with water and air pollution or potential leaks or spills.
4. The City shall monitor the rate of new industrial development to ensure that it satisfies the needs of the market.
5. The City shall identify an industrial reserve designation for development of industrial uses beyond the time frame of the GP. Until these areas are redesignated with a

nonreserve GP designation, allowed uses and development standards shall be the same as those of the agricultural designation.

**Goal H: To provide adequate land for development of public and quasi-public uses to support existing and new residential, commercial, and industrial land uses**

**Policies**

1. The City shall assist the LUSD in designating and reserving or acquiring appropriate sites for new schools and support facilities to accommodate growth, in conjunction with City land use planning and consistent with LUSD planning objectives. Future sites shall be identified on the GP Land Use Diagram and updated, as needed.
2. The City shall promote the clustering of public and quasi-public uses such as schools, parks, libraries, child care facilities, and community activity centers. Joint-use of public facilities shall be promoted, and agreements for sharing costs and operational responsibilities among public service providers shall be encouraged.
3. The City shall designate adequate, appropriately located land for quasi-public uses such as hospitals, churches, private school facilities, and utility uses.

**Goal I: To provide for new school facilities as they are needed**

**Policies**

1. The City shall work closely with the LUSD in monitoring housing, population, and enrollment trends and evaluating their effects on future school facility needs.
2. In its review of residential development proposals, the City shall consider the balance of low, moderate and high-income households within school attendance areas and the effects of the socioeconomic composition of neighborhoods on the quality of public schools.
3. To the extent allowed by law, the City shall condition approval of rezonings, prezonings, and general plan amendments on stipulations by the applicants and their successors in interest that they will coordinate building construction and occupancy with LUSD so as to prevent or minimize overcrowding; provided, however, that prior approval by the LUSD shall not be required before the City can act on applications for development.
4. To the extent allowed by law, the City shall ensure that adequate financing for necessary school facilities shall be available in a timely fashion from new construction before approving any development projects; provided that such prior approval of the

LUSD shall not be required before the City can act on such applications for development.

5. The City shall not assume the role of negotiator on behalf of the LUSD. It shall be up to the LUSD and the developer to negotiate acceptable measures for providing school facilities, and for the district to then advise the City that it is or is not satisfied that the proposed development application will satisfy all of the goals stated in this general plan having to do with schools.
6. The City shall support all necessary and reasonable efforts by the LUSD to obtain funding for capital improvements required to accommodate the City's 2007 buildout projections, including adoption and implementation of local financing mechanisms, such as community facility districts.
7. The City shall cooperate with the LUSD in the assessment and collection of school facility fees on new or existing development.
8. The City shall support LUSD efforts to inform the community of district resources, needs, and objectives, and to obtain additional resources, as needed.
9. The City shall ensure that new school sites are easily and safely accessible by vehicles, pedestrians, and bicyclists.
10. The City shall assist the LUSD in locating school facilities as close as possible to the residential areas that these facilities are designed to serve, particularly those residential areas that are expected to generate the largest demand for these facilities.
11. The City shall encourage joint use of school facilities for recreation and other public purposes that do not conflict with primary educational uses.

**Goal J: To maintain an adequate level of service in the City's water, sewer collection and disposal, and drainage system to meet the needs of existing and projected development**

#### **Policies**

1. The City shall develop new facilities, as necessary, to serve new development in accordance with the City's Water, Wastewater, and Drainage Master Plans.
2. The City shall assess water, wastewater, and drainage development fees on all new residential, commercial, office, and industrial development sufficient to fund required systemwide improvements.

## Implementation Programs

1. The City shall request the San Joaquin County LAFCO to adopt a sphere of influence for Lodi based on the long-term growth plans of the City as reflected in the GP goals and policies and proposed land uses.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1990-1991

2. The City shall review and revise, as necessary, the Zoning Ordinance to ensure consistency with the GP in terms of zoning districts and development standards affecting the distribution and boundaries of zoning districts.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992; 1992-1993

3. The City shall prepare and adopt guidelines for the preparation of specific development plans and shall require such plans as deemed necessary for new development areas.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992; ongoing

4. The City shall adopt a growth management ordinance to implement the population-based 2.0 percent housing growth rate consistent with the recommendations of the Mayor's Task Force.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1990-1991

5. The City shall update and maintain the 1987 Existing Land Use Inventory.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992; ongoing

6. The City shall establish and maintain a program to monitor residential and non-residential development to assist the City in determining the status of its growth management ordinance.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992; ongoing

7. The City shall biennially update key data in the GP Background Report. The biennial update shall be prepared in draft form by the Community Development Department, in cooperation with City department heads, by May 15 every other year in time for use by the City Council in making budget decisions. The draft of the update shall be submitted to the City Council, Planning Commission, City department heads, appropriate boards and commissions, and interested outside agencies. Following its review, the update shall be published in final form by August 1 every other year. The update shall be made available to City officials and the public. Information in the update may be referenced in environmental impact reports for public and private projects.

Responsibility:

Community Development Department  
City Department Heads

Time Frame:

FY 1992-1993; biennially thereafter

8. The City shall review the GP Policy Document annually, focusing principally on actions undertaken in the previous year to carry out the implementation programs of the Plan. The Planning Commission shall complete its review of the GP Policy Document and report its findings to the City Council by September 1 of every year. The Planning Commission's report shall include, as the Commission deems appropriate, recommendations for amendments to the GP.

Responsibility:

Planning Commission  
Community Development Department

Time Frame:

FY 1992-1993; annually thereafter



9. The City shall conduct a major review and revision of its GP every 5 years.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1995-1996; every 5 years thereafter

10. The City shall coordinate with San Joaquin County and the City of Stockton to identify and designate an agricultural and open space greenbelt around the urbanized area of the City.

Responsibility:

City Council  
Planning Commission  
Community Development Department

Time Frame:

FY 1991-1992

11. The City shall establish an ongoing process by which it will coordinate its planning with San Joaquin County and the City of Stockton to ensure consistency with their plans.

Responsibility:

City Council  
Planning Commission  
Community Development Department

Time Frame:

FY 1991-1992

12. The City shall work with the LUSD to prepare and maintain a current inventory of parcels suitable for construction or expansion of school facilities; designate planned school sites on the GP Land Use Diagram; monitor housing, population, and enrollment trends; and update school facility projections and designations, as needed.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992; ongoing

13. The City shall require that applicants for building permits or other discretionary approvals pay school impact fees or fulfill other commitments or obligations to the LUSD as authorized by AB 2926, resolution of the LUSD Board of Education, and any applicable legislation, ordinances, or agreements.

Responsibility:

Community Development Department

Time Frame:

Ongoing

14. The City shall prepare and adopt, on an annual basis, a 5-year capital improvements program that identifies and sets priorities for water, wastewater, and drainage improvements.

Responsibility:

City Council  
Public Works Department

Time Frame:

Annually

15. The City shall prepare and periodically update a Water Master Plan which identifies new facilities and improvements needed to adequately meet future water demand.

Responsibility:

City Council  
Public Works Department

Time Frame:

FY 1990-1991; every 5-10 years thereafter

16. The City shall prepare and periodically update a Wastewater Master Plan which identifies new facilities and improvements needed to adequately meet future wastewater collection and treatment demands.

Responsibility:

City Council  
Public Works Department

Time Frame:

FY 1990-1991; every 5-10 years thereafter

17. The City shall prepare and periodically update a Drainage Master Plan which identifies new facilities and improvements needed to adequately accommodate runoff from existing and projected development and to prevent property damage due to flooding.

Responsibility:

City Council  
Public Works Department

Time Frame:

FY 1990-1991; every 5-10 years thereafter

18. The City shall adopt and periodically review a fee ordinance for funding needed for water, wastewater drainage, and other improvements, and revise it as necessary.

Responsibility:

City Council  
Public Works Department

Time Frame:

FY 1990-1991; every 5 years thereafter

## **SECTION 4. Housing Element**

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### **INTRODUCTION**

The provision of housing is a critical concern for cities throughout California. The housing element is a city's major statement of local housing strategy, providing an integrated set of policies and programs to improve the condition and availability of housing.

#### **Availability of Suitable Residential Land**

Perhaps the most critical housing-related issue in Lodi is land availability; there is simply very little land within the city limits that is suitable for residential development. This lack of available land is primarily the result of the growth control program established by Measure A. Measure A's requirement for voter approval of all annexations to the City effectively limited the amount of land available for large-scale residential projects.

Lodi's experience with growth control highlights a basic dilemma with respect to land use planning in general and planning for housing in particular. How does a community balance the directly competing demands of environmental preservation and urban expansion? Lodi has long pursued a policy that emphasizes the preservation of the agricultural land that surrounds the City. The implication of this policy is that urban development opportunities are limited and, consequently, opportunities for the provision of new housing, particularly affordable housing, are constrained.

#### **Management of Growth Through a Housing Allocation System**

This GP calls for establishment of a population-based 2.0-percent limit on housing growth to be implemented through a residential development allocation system. This element contains policies declaring that the City will give priority to projects that include units affordable to low- and moderate-income households and exempt senior citizen housing projects in implementing the growth management program. Refer to the Land Use Element and Appendix A.

## Demand for New Housing and Housing Costs

Within the past decade, Lodi has assumed a role as a bedroom community for larger employment centers in Stockton and Sacramento, and more recently the East Bay. Commuters have been attracted to the area by residential amenities that are either not available or are too costly in or near these employment centers. The result has been a significant increase in the demand for single family housing in many Central Valley communities, including Lodi. The combination of this increased demand and the limited availability of land has caused the market value of housing in Lodi to increase significantly in recent years.

## Infill Development and Retention of Affordable Housing

One of the effects of limited development opportunities on the periphery of Lodi has been an inward focus on housing development, with increased concentration on infill development and residential intensification in existing neighborhoods. This inward focus has been most evident in the Eastside area, where a significant portion of the existing housing stock has been replaced with more intensive, higher density development. One result of this activity has been the loss of affordable single family homes. The loss of this important residential asset prompted the City to rezone the Eastside area to prevent further conversion of single family homes to multifamily units. In doing so, the City hopes to accomplish three fundamental goals: (1) to retain the single family character of the neighborhood; (2) to maintain a stock of affordable single family units in Lodi; and (3) to limit the added stress that intensification would place on the City's infrastructure. In conjunction with this rezoning, the City targeted the Eastside area for major rehabilitation efforts.

## GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

**Goal A: To provide a range of housing types and densities for all economic segments of the community while emphasizing high quality development and homeownership**

### **Policies**

1. The City shall promote the development of a broad mix of housing types.
2. In new residential development, the City shall attempt to achieve the following mix: 65 percent low density, 10 percent medium density, and 25 percent high density.

3. The City shall regulate the number of housing units approved each year to maintain a population-based annual residential growth rate of 2.0 percent consistent with the recommendations of the Mayor's Task Force.
4. In evaluating development proposals under the City's growth management ordinance, the City shall give priority to projects that include units affordable to low- and moderate-income households.
5. The City shall exempt senior citizen housing projects from the growth management ordinance.
6. The City shall maintain and regularly update its land use database to monitor vacant residential land supply.
7. The City shall pursue all available state and federal funding assistance that is appropriate to Lodi's needs to develop affordable housing.
8. The City shall use available techniques, such as mortgage revenue bonds or other mortgage-backed securities, to develop affordable housing.
9. The City shall promote the expeditious processing and approval of residential projects that conform to GP policies and City regulatory requirements.
10. The City shall ensure that its policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.
11. In accordance with the provisions of state law, to encourage the development of low- and moderate-income and senior citizen housing, the City shall grant density bonuses of at least 25 percent and at least one other concession or incentive, or grant other incentives of equivalent financial value for qualifying projects. Dwelling units approved pursuant to density bonus provisions will be included within the 2.0 percent growth calculation.
12. If below-market-rate units are included in a project pursuant to the density bonus program or other local, state, or federal requirements, the City shall require buyer/renter eligibility screening and resale/rent controls for at least 30 years to maintain affordability of the units to originally targeted income groups.
13. Those residential units which are required to sell or rent at below-market rates and are included within a housing development shall be interspersed within the development and shall be visually indistinguishable from market-rate units.
14. The City shall, on a citywide basis, allow the installation of mobile homes and factory-built housing on permanent foundations in accordance with residential design standards administered by the City.

15. The City shall strive to provide for its share of the region's housing needs.
16. The City shall promote the development of senior housing near neighborhood centers.
17. The City shall promote the development of seasonal housing for migrant workers.
18. The City shall promote the development of temporary housing for the homeless and those in need of emergency shelter.
19. The City shall ensure, through the growth management program, that affordable housing will be produced simultaneously with market-rate housing.
20. The City shall encourage the maintenance, improvement, and rehabilitation of single room occupancies (SRO) and residential rental units located in commercial and industrial areas and shall pursue all forms of financing available for these purposes.
21. The City shall promote the development of residential projects that include affordable ownership units.

**Goal B: To encourage the maintenance, improvement, and rehabilitation of the City's existing housing stock and residential neighborhoods, particularly in the Eastside area**

**Policies**

1. The City shall encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing.
2. The City shall prohibit the conversion of existing single family units to multifamily units in the Eastside area.
3. The City shall use all available and appropriate state and federal funding assistance to rehabilitate housing. Housing rehabilitation efforts shall continue to be given high priority in the use of Community Development Block Grant (CDBG) funds, especially in the Eastside area.
4. The City shall support the revitalization of older neighborhoods by keeping streets and other municipal systems in good repair.
5. The City shall allow reconstruction of existing housing in the Eastside area and in commercially or industrially designated areas in the event such housing is destroyed or damaged.



6. The City shall develop and adopt an historic preservation ordinance to preserve historically significant residential structures.
7. The City shall adopt a property maintenance ordinance.

**Goal C: To ensure the provision of adequate services to support existing and future residential development**

**Policies**

1. The City shall work with the LUSD to ensure the availability of adequate school facilities to meet the needs of projected households in Lodi.
2. The City shall support the use of CDBG funds for the upgrading of streets, sidewalks, and other public improvements.
3. The City shall ensure that new residential development pays its fair share in financing public facilities and services.
4. The City shall ensure that all necessary public facilities and services shall be available prior to occupancy of residential units.
5. The City shall promote infill residential development where adequate public facilities and services are already in place.
6. The City shall require that park and recreational acquisitions and improvements keep pace with residential development.

**Goal D: To promote equal opportunity to secure safe, sanitary, and affordable housing for all members of the community regardless of race, sex, or other arbitrary factors**

**Policies**

1. The City shall give special attention in housing programs to the needs of special groups, including the physically and mentally disabled, large families, the elderly, and families with lower incomes.
2. The City shall make available to the public information on the enforcement activities of the State Fair Employment and Housing Commission.
3. The City shall establish regulations that govern the conversion of apartments and mobile home parks to condominiums.

4. The City shall work with surrounding jurisdictions to address the needs of the homeless on a regional basis.
5. The City shall cooperate with community-based organizations that provide services or information regarding the availability of assistance to the homeless.
6. The City shall continue to promote affirmative fair housing programs.

**Goal E: To encourage energy efficiency in all new and existing housing**

**Policies**

1. The City shall require the use of energy conservation features in the design of all new residential structures and shall promote incorporation of energy conservation and weatherization features in existing homes.
2. Solar access shall be a consideration in the design of all residential projects.

**Implementation Programs**

The following describes programs that the City intends to implement during the 2.5-year time frame of this Housing Element (i.e., January 1990 to July 1992). For some of these programs, the description includes a target for the number of units to be produced or households to be assisted during the Housing Element time frame. The households to be assisted are listed by income category as defined by their income as a percentage of the 1989 family household income for the Stockton area. The 1989 median income for the Stockton area, as defined by the United States Department of Housing and Urban Development (HUD), is \$32,100 for a family of four. The target income categories and their corresponding 1989 income ranges are shown in Table 4-1.

1. The City shall revise the Zoning Ordinance to provide for a density bonus of at least 25 percent and at least one other concession or incentive, or provide other incentives of equivalent financial value for all residential projects that reserve at least 25 percent of its units for low- or moderate-income households, or at least 10 percent of its units for lower income households, or at least 50 percent for qualifying senior citizens. The City shall work with the San Joaquin County Housing Authority in developing procedures and guidelines for establishing income eligibility for the "reserved" units and for maintaining the "reserved" units as affordable units for at least 30 years. The City shall seek Housing Authority administration of the reserved units. The City shall establish a program to publicize the availability of the density bonus program and shall encourage prospective housing developers to use the program. Target: 25-very-low-income; 20 low-income; and 30 moderate-income units.

Table 4-1. Target Income Categories

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Income Category	Percentage of County Family Median Income	Income Range (1989)
Very low	0 to 50 percent	\$0 to \$16,050
Low	51 to 80 percent	\$16,051 to \$25,680
Moderate	81 to 120 percent	\$25,681 to \$38,520
Above moderate	120 percent and above	\$38,520 and above

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Responsibility:

City Council  
Community Development Department  
San Joaquin County Housing Authority

Time Frame:

FY 1991-1992

2. The City shall prepare and maintain a current inventory of vacant, residentially zoned parcels and a list of approved residential projects, and shall make this information available to the public and developers. The City shall update the inventory and list at least annually.

Responsibility:

Community Development Department

Time Frame:

FY 1990-1991; ongoing

3. The City shall pursue all available and appropriate state and federal funding sources to support efforts to meet new construction and rehabilitation needs of low-and moderate-income households and to assist persons with rent payments required for existing units.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1990-1991; ongoing

Following are currently funded (1989) state and federal programs the City specifically intends to pursue or promote:

Section 202 - Housing for the Elderly or Handicapped. This federal program provides low interest loans to finance the construction or rehabilitation of rental housing. Target: 25 very-low-income units and 25 low-income units.

Rental Housing Construction Program (RHCP). This program, funding for which has been reestablished under Proposition 84 (1988), provides loans for the development of rental units by private, nonprofit or public agency sponsors subject to reservation of 30 percent of units for very-low- and low-income households (two-thirds of which must be very-low). Funds can be used for long-term financing or a combination of long-term and construction loan financing. Target: 30 very-low-income and 25 low-income units.

4. The City shall use CDBG funds to subsidize onsite and offsite infrastructure improvements for lower-income housing projects.

Responsibility:

City Council

Time Frame:

FY 1990-1991; ongoing

5. The City shall pursue available techniques, such as mortgage revenue bonds or other mortgage-backed securities, to develop affordable ownership and rental housing.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1990-1991; ongoing

Following are currently funded (1989) state and federal programs the City intends to pursue:

Mortgage Revenue Bonds (MRB). Through the California Housing Finance Agency (CHFA), the City may issue bonds to support the development of multifamily and single family housing for low- and moderate-income households. MRBs allow the City to offer the low-interest mortgage loans to those experiencing difficulty in obtaining financing.

MRBs for single family housing are issued to finance the purchase or rehabilitation of owner-occupied homes. Proceeds from the bond sales are used to make mortgage or rehabilitation loans to qualified low- or moderate-income home buyers. The bonds are serviced and repaid from the mortgage payments made by the property owners.

MRBs for multifamily housing are used to finance construction and mortgage loans as well as capital improvements for multifamily housing. Federal law requires that 20 percent of the total units in an assisted project be reserved for lower-income households. State legislation approved in 1985 requires that one-half of the reserved units be set aside for very low-income households (50 percent of median or below). Target: 20 very-low-income and 20 low-income units.

6. The City shall amend the Zoning Ordinance to provide for the development of manufactured and factory-built housing consistent with the requirements of state law.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992

7. The City shall post and distribute information on currently available weatherization and energy conservation programs.

Responsibility:

Electrical Utility Department

Time Frame:

FY 1990-1991; ongoing

8. The City shall enforce state requirements, including Title 24 requirements for energy conservation, in new residential projects and encourage residential developers to employ additional energy conservation measures with respect to the following:

- o Siting of buildings
- o Landscaping
- o Solar access
- o Subdivision design

Responsibility:

City Council  
Community Development Department  
Public Works Department  
Electrical Utility Department

Time Frame:

FY 1990-1991; ongoing

9. The City shall continue to participate in San Joaquin County's CDBG Entitlement Program. Housing objectives shall be a high priority in the use of CDBG funds.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1990-1991; ongoing

State Community Development Block Grant Program (CDBG). The state-administered nonentitlement CDBG program provides funding for three eligible activity areas: housing, public facilities, and economic development.

Activities must address one of the following three objectives: serve lower-income people, eliminate slum, or blight, or resolve urgent community development needs. Regulations require that at least 51 percent of the funds be used to benefit lower-income households and that no activity exclude low-income households. Target: 13 very-low-income and 13 low-income rehabilitated units.

10. The City shall amend its Zoning Ordinance and apply appropriate zoning designations to implement the land use densities provided for in the planned residential land use designation described in the Land Use Element.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992

11. The City shall develop and implement standards applicable to all new residential projects aimed at improving the personal security of residents and discouraging criminal activity.

Responsibility:

Police Department  
Community Development Department

Time Frame:

FY 1991-1992

12. The City shall continue to cooperate with the San Joaquin County Housing Authority in its administration of the Section 8 rental assistance program. Target: maintain at least 200 Section 8 certificates/vouchers for very-low income households.

Responsibility:

City Council  
San Joaquin County Housing Authority

Time Frame:

FY 1990-1991; ongoing



13. The City shall establish policies and procedures for evaluating applications for demolition of residential structures. This evaluation shall consider the implications of the demolition with respect to the retention of affordable housing. If demolitions are deemed to result in a reduction of the amount of affordable housing in Lodi, the City shall require the proponent of the demolition to cooperate with the City in providing relocation assistance to displaced residents and in determining the means for replacing demolished units.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992; ongoing

14. The City shall continue to promote equal housing opportunity for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color by continuing to provide funding for the operation of the City's Affirmative Fair Housing Program.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1990-1991; ongoing

15. The City shall adopt an emergency shelter/transitional housing ordinance to clearly identify appropriate sites for such facilities and to make these sites readily accessible for development through establishment of clear development guidelines. Until the adoption of such an ordinance, the City shall allow by right the development of such facilities in areas zoned C-M or C-2.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992

16. The City shall adopt a property maintenance ordinance.

Responsibility:

City Council  
Planning Commission  
Community Development Department

Time Frame:

FY 1991-1992

17. The City shall implement a fair share monitoring program that tracks City progress toward contributing its fair share of the region's housing needs.

Responsibility:

Community Development Department

Time Frame:

FY 1990-1991; ongoing

18. The City shall pursue rehabilitation funds made available by Statewide Proposition 77 (June 1988). Target: 13 very-low-income and 13 low-income rehabilitated units.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992; ongoing

19. The City shall prepare and maintain a current inventory of residential units located in commercially- or industrially-zoned areas. The City shall update the inventory and list at least annually.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992; ongoing

## **Lodi's Fair Share of Projected Regional Needs**

According to California state law, each jurisdiction in the state must determine the number of new housing units that must be constructed to serve the needs of all income groups of the projected population. To assist cities and counties, the state has assigned each council of government in the state the responsibility for determining the existing and projected housing needs in its region. The San Joaquin County Council of Governments (SJCCOG) accordingly prepared the Market Rate Fair Share Housing Allocation: 1986 to 1990, which was adopted in 1983. Because this housing element extends beyond the period covered in the SJCCOG's 1983 estimates, the City requested that the California State Department of Housing and Community Development (HCD) provide the City with an estimate of regional fair share through July 1992, when the City will be updating its Housing Element. HCD recommended that the City simply apply a straightline extension of SJCCOG's 1986 to 1990 estimates. Table 4-2 shows the estimates by income category for the time periods January 1986 to July 1990, and January 1990 to July 1992, the period being addressed by the programs in this housing element.

Table 4-3 shows a summary of new construction need, which includes units needed to accommodate new households and additional units to achieve a vacancy rate of 5 percent.

### **Quantified Objectives**

Table 4-4 summarizes Lodi's quantified objectives for the period January 1, 1990 to July 1, 1992. These quantified objectives represent a reasonable expectation for the new housing units that will be developed and households that will be assisted between 1990 and 1992, based on the policies and programs outlined in this section and general market conditions. Table 4-4 also shows the estimated total new construction need for Lodi to July 1992 as estimated from a method recommended by HCD, with adjustments for replacement of demolished units and a 5-percent vacancy rate.

Table 4-2. HCD Fair Share Estimate  
1986 to 1992

Income Category	1986 Households	1990 Households	1986-1990 Increase	1992 Households	1990-1992 Increase	1986-1992 Increase
Very low	3,472	3,829	357	4,008	179	536
Low	2,502	2,713	211	2,819	106	317
Moderate	4,127	4,460	333	4,627	167	500
Above moderate	<u>7,018</u>	<u>7,583</u>	<u>565</u>	<u>7,866</u>	<u>283</u>	<u>848</u>
Total	17,119	18,585	1,466	19,320	735	2,201

Sources: California Department of Housing and Community Development, October 1989;  
Mintier & Associates, October 1989.

Table 4-3. Total New Construction Need  
January 1986 to July 1992

Income	1986-1990 Net New Households <sup>a</sup>	1986-1990 Vacancy Units <sup>b</sup>	1986-1990 Construction Need	1990-1992 Net New Households	1990-1992 Vacancy Units	1990-1992 Construction Need	Total Construction Need
Very low	357	18	375	179	9	188	563
Low	211	11	222	106	5	111	333
Moderate	333	17	350	167	8	175	525
Above moderate	<u>565</u>	<u>28</u>	<u>593</u>	<u>283</u>	<u>14</u>	<u>297</u>	<u>890</u>
Total	1,466	73	1,539	735	37	772	2,311

<sup>a</sup> From Table 4-2.

<sup>b</sup> Includes additional units to achieve a 5 percent vacancy rate.

Table 4-4. Quantified Objectives  
January 1, 1990-July 1, 1992

<b>New Construction</b>		
Income Level	GP Objective	Net New Construction Needed to Meet the Regional Fair Share <sup>a</sup>
Very low	90	188
Low	80	111
Moderate	200	175
Above moderate	<u>568</u>	<u>297</u>
Total <sup>b</sup>	938	771
<b>Rehabilitation</b>		
Income Level	Grants and Loans	
Very low	13	
Low	13	
Moderate	0	
Above moderate	<u>0</u>	
Total	26	
<b>Conservation</b>		
Income Level	Section 8	
Very low	200	
Low	0	
Moderate	0	
Above moderate	<u>0</u>	
Total	200	

<sup>a</sup> Taken from Table 4-3.

<sup>b</sup> Assumes an average of 375 new residential units per year (2.5 years at 375 units per year equals 938 units), representing an approximate 2.0 percent growth rate based on the California Department of Finance estimate of 19,327 dwelling units within Lodi as of January 1, 1989. This number of new units is generally consistent with the 2.0 percent growth rate. The Mayor's Task Force indicated 274, 381, and 389 new units for 1990, 1991, and 1992, respectively.

## **SECTION 5. Circulation Element**

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### **INTRODUCTION**

In Lodi, the existing transportation network is relatively uncongested, functioning at a free-flowing level of service. Due to prior planning, the system can accommodate a moderate amount of growth before major improvements become necessary. As growth occurs, improvements to transportation facilities around the perimeter of Lodi will generally include widening existing facilities as part of development frontage improvements and new roadways within developments. Within the existing urban area, traffic control devices will need to be installed and approaches widened. Major improvements at some of the interchanges with SR 99 will also be needed as Lodi approaches full buildout of the GP in 2007.

Pedestrian activity is largely limited to the downtown area. The City, however, would like to encourage pedestrian activity through placement of adequate sidewalks and walkways throughout the City.

Transit in Lodi is currently limited to a Dial-A-Ride service. Greyhound bus service is also available in Lodi, connecting Lodi to all other areas in San Joaquin County. As the City grows, the City may need to explore expansion of transit services, including interurban services.

Bicycle routes are not formally designated throughout the City. With the grid roadway network, however, there are adequate parallel routes available for bicycling in and through the City. The City supports the use of the bicycle as an alternate mode of travel.

The City is served by two rail services: the Southern Pacific Railroad (SPRR) and the CCTC. These rail lines do not provide passenger service. Occasionally, an industrial development accesses the main rail lines through spurs for movement of freight. The railroads interface with the circulation system, primarily at grade crossings. Additional grade crossings will be implemented and improvements to existing crossings will be pursued when necessary.

## GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

**Goal A: To provide for a circulation system that accommodates existing and proposed land uses and provides for the efficient movement of people, goods, and services within and through Lodi**

### Policies

1. The City shall strive to maintain Level of Service C on local streets and at intersections. The acceptable level of service goal will be consistent with the financial resources available and the limits of technical feasibility.
2. The City shall time the construction of new development such that the time frame for completion of the needed circulation improvements will not cause the level of service goals to be exceeded.
3. The City shall maintain street standards that will be kept on file at City offices and shall update them as necessary.
4. The City shall require dedication, widening, extension, and construction of public streets in accordance with the City's street standards. Major street improvements shall be completed as abutting lands develop or redevelop. In currently developed areas, the City may determine that improvements necessary to meet City standards are either infeasible or undesirable.
5. The City shall review new developments for consistency with the GP Circulation Element and the capital improvements program. Those developments found to be consistent with the Circulation Element shall be required to pay their fair share of traffic impact fees and/or charges. Those developments found to be generating more traffic than that assumed in the Circulation Element shall be required to prepare a site-specific traffic study and fund needed improvements not identified in the capital improvements program, in addition to paying their fair share of the traffic impact fee and/or charges.
6. The City shall require that new local streets be designed to discourage heavy-volume through-traffic within residential neighborhoods, and to ensure direct and adequate access for emergency service vehicles.
7. The City shall require that public and private street design and new development access meet applicable City street standards and minimize accident hazards.
8. The City shall require that development frontage design be consistent with the classification of the fronting street. For example, single family residential



development should not front arterial streets. Furthermore, all driveways and onsite parking areas fronting arterials should allow two-way access.

9. The City shall limit or prohibit access adjacent to intersections of major arterials.
10. The City shall require that deadend streets be terminated or extended in conformance with City design standards.
11. The City should upgrade existing substandard streets, as needed and when feasible, to accommodate traffic flow and minimize safety hazards.
12. The City shall maintain a master list of available traffic counts. The master list shall be updated with traffic counts taken in conjunction with project-level traffic studies and with special counts conducted by the City.

**Goal B: To ensure the adequate provision of both on-street and off-street parking**

#### **Policies**

1. The City shall require new developments to provide an adequate number of off-street parking spaces in accordance with City parking standards. These parking standards should be periodically reviewed and updated.
2. The City shall consider replacement of on-street parking in commercial areas that will be lost to additional turn lanes at intersections, with an equal number of off-street spaces within the same vicinity, where feasible.
3. The City shall continue to implement existing preferential residential parking programs such as that in the Eastside residential neighborhood and in the vicinity of the PCP Cannery.
4. The City shall continue to enforce current parking codes in the downtown area.
5. The City shall consider development of local park-and-ride facilities, in conjunction with development of a downtown multi-modal transportation center, to accommodate additional locations for future rail and bus services, if the demand for such facilities is warranted and economically feasible.

**Goal C: To encourage use of transit, where feasible**

**Policies**

1. The City shall continue to provide Dial-A-Ride services to local, transit-dependent residents.
2. The City shall provide information to local residents on transit services available for regional trips (such as Greyhound).
3. The City shall consider expanding its transit service to include limited fixed-route services if sufficient demand exists and if the cost is economically feasible.
4. The City shall cooperate with other agencies and jurisdictions to support the development of a multi-modal transportation center at the general site of the SPRR depot to accommodate future fixed route and Dial-A-Ride services if such facilities are warranted and economically feasible.
5. The City shall explore available options to bring into Lodi interurban transit utilizing existing transit service.

**Goal D: To provide for a safe and convenient pedestrian circulation system**

**Policies**

1. The City shall require sidewalks for all developments in accordance with City design standards and encourage additional pedestrian access where applicable.
2. The City shall require placement of sidewalks and walkways along Cherokee Lane and other locations where sidewalks are discontinuous.
3. The City shall consider the need for an interconnected system of pedestrian paths linking major use areas in Lodi.
4. The City shall consider the need to integrate bicycle and pedestrian ways that would support the development of local transportation hubs.

**Goal E: To encourage the use of bicycles as an alternate mode of transportation**

**Policies**

1. The City shall encourage new commercial developments to provide bicycle racks.

2. The City shall support the placement of bicycle lockers at park-and-ride facilities.
3. The City shall consider the need for bicycle facilities in new developments and when such facilities are required, specifications provided in Caltrans' Design Manual, Section 1000, or other appropriate standards shall be used.
4. The City shall consider the need for an interconnected system of bicycle paths linking major use areas in Lodi.

**Goal F: To improve railroad crossings so as to minimize safety hazards and allow for additional capacity improvements**

**Policies**

1. The City shall coordinate with the California Public Utilities Commission to implement future railroad crossing improvements.
2. The City shall require a commitment for funding for crossing protection devices from private development requiring new railroad spurs.
3. The City shall require that new crossings of arterials consist of rubber and/or concrete materials.
4. The City shall consider the improvement of existing railroad crossings by installing rubber and/or concrete materials where feasible.

**Goal G: To encourage a reduction in regional vehicle miles traveled**

**Policies**

1. The City shall promote ridesharing to reduce peak-hour traffic congestion and help reduce regional vehicle miles traveled.
2. The City shall promote employment opportunities within Lodi to reduce commuting to areas outside of Lodi.
3. The City shall encourage the development of diversified means of transportation.
4. The City shall encourage mixed-use developments that promote pedestrian and nonvehicular travel.
5. The City shall assist Caltrans in strategically locating park-and-ride lots to best serve Lodi residents working in locales outside of Lodi.

6. The City shall provide information to local residents about ridesharing programs (through a coordinator in City Hall and communications in City utility bills), when feasible.

**Goal H: To provide a financing program for future circulation improvements**

**Policies**

1. The City shall maintain a capital improvement program so that identified improvements are constructed in a timely manner.
2. The City shall use the capital improvement program as a means of prioritizing the projects.
3. The City shall develop a traffic fee schedule to be applied to new development to pay for the pro rata cost of required improvements.
4. The City shall form financing districts for improvements, such as interchange reconstruction, where appropriate.
5. The City shall apply for state and federal funds, where appropriate, to help finance improvements to railroad facilities and regional transportation facilities.

**Goal I: To achieve, through a cooperative effort with state, regional, and local jurisdictions, a high quality and diversified regional transportation system**

**Policies**

1. The City shall strive for a cooperative relationship with San Joaquin County to successfully implement transportation improvements in the vicinity of Lodi.
2. The City shall strive for a cooperative relationship with Caltrans to successfully implement transportation improvements in the vicinity of Lodi and to reduce traffic congestion on regional transportation facilities.
3. The City shall cooperate with Caltrans' ridesharing and other multi-modal programs to encourage a reduction in regional vehicle miles traveled and traffic congestion.
4. The City shall coordinate with the SJCCOG and ensure consistency of City projects with regional transportation plans.
5. The City shall support the development of a multi-modal train station on the SPRR line, which, if demand and economic feasibility support such a project, would

accommodate both regional and high-speed rail transportation modes in addition to serving local transportation needs.

6. The City shall consider all potentially feasible transit technologies including light rail and the preservation of light rail corridors, as future transportation alternatives.

### **Implementation Programs**

1. The City shall prepare and adopt, on an annual basis, a 5-year capital improvements program that identifies and prioritizes future transportation improvements, including street construction, street capacity improvements, street upgrades, and railroad crossing improvements.

Responsibility:

City Council  
Public Works Department

Time Frame:

Annually

2. The City shall adopt and periodically review a traffic impact fee ordinance that would require all new development to pay a fair share of future transportation improvements. The City shall periodically review the proposed roadway improvements, update cost estimates, and assess the adequacy of the fee schedule to finance the proposed improvements.

Responsibility:

City Council  
Public Works Department

Time Frame

FY 1990-1991; every 5 years thereafter

3. The City shall prepare and periodically update street design standards and construction specifications.

Responsibility

Public Works Department

Time Frame:

FY 1991-1992; Ongoing

4. The City shall evaluate the feasibility of establishing fixed-route transit service, creating interconnected systems of pedestrian and bicycle paths, and requiring that new commercial developments provide bicycle racks.

Responsibility:

City Manager  
Community Development Department  
Public Works Department

Time Frame:

FY 1991-1992

5. The City shall apply for new railroad crossing improvements with the California Public Utilities Commission in a time frame consistent with development of the surrounding area.

Responsibility:

Public Works Department

Time Frame:

Ongoing

6. The City shall add a policy to the City's development review guidelines which requires that attainment of the City's traffic level of service goal be evaluated during the development review process.

Responsibility:

Community Development Department  
Public Works Department

Time Frame:

FY 1991-1992

7. The City shall periodically update and recalibrate the citywide traffic model.

Responsibility:

Public Works Department

Time Frame:

FY 1992-1993; every 5 years

8. The City shall periodically review and update parking standards.

Responsibility:

Community Development Department  
Public Works Department

Time Frame:

FY 1991-1992; Ongoing

9. The City shall appoint a City transportation system management coordinator to disseminate information to Lodi residents on transit and ridesharing services and to investigate alternative transportation modes for the community.

Responsibility:

City Manager

Time Frame:

FY 1991-1992

10. The City shall develop and adopt a program which provides for the installation of sidewalks on existing public streets where none currently exist.

Responsibility:

City Council  
Public Works Department

Time Frame:

FY 1991-1992

## **SECTION 6. Noise Element**

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### **INTRODUCTION**

#### **Major Noise Sources in Lodi**

Highway traffic is the dominant noise source in most of Lodi. Railroad noise affects the central and eastern portions of the City. Noise from industrial areas affects limited portions of the City, and is generally less continuous than is traffic noise.

Ambient noise monitoring data were collected in various parts of Lodi during 1985 and 1987. Results of 24-hour noise monitoring near the SPRR tracks are presented in Table 6-1. Hourly average noise levels are illustrated in Figure 6-1. Except when trains passed the monitoring location, noise levels averaged 36-58 dBA. Railroad noise caused this monitoring location to have a CNEL value of 73 dB (40 feet from the railroad tracks).

Short-term noise monitoring data collected in 1985 are summarized in Table 6-2. Monitoring was conducted during late morning and noon periods at locations 50 feet from roadway centerlines. Additional short-term noise monitoring was conducted in 1987 at several more locations in Lodi (Table 6-3). The monitoring data in Tables 6-2 and 6-3 are generally consistent when time of day and distance from roadway centerline conditions are considered. The ambient monitoring data in Tables 6-2 and 6-3 suggest moderately high traffic noise levels along major roadways in Lodi, particularly those with modest amounts of truck traffic.

Existing and future traffic noise conditions in Lodi have also been evaluated using the Federal Highway Administration traffic noise prediction model. Hourly patterns of auto and truck traffic were modeled for major roadways in Lodi under existing and year 2007 conditions. Modeling results were used to categorize roadways in terms of CNEL values at locations 100 feet from the roadway centerline. Figure 6-2 summarizes the general pattern of traffic noise levels under existing conditions. Figure 6-3 provides a summary of CNEL values under year 2007 conditions.

The modeling results for existing conditions (Figure 6-2) are generally consistent with the ambient noise monitoring data presented in Tables 6-2 and 6-3. The highest traffic noise conditions occur near SR 99, Kettleman Lane, Cherokee Lane, East Lodi Avenue, and on portions of roadways that serve as major access routes to Lodi from Kettleman Lane. Future development is expected to increase traffic noise levels along most major roadways in Lodi. In addition to the roadways noted above, relatively high traffic noise conditions are anticipated to develop along Harney Lane, Lower Sacramento Road, and Turner Road.



Table 6-1. Noise Monitoring Data, 40 Feet From SPRR Near Alpine Drive

Hour	Measured Sound Levels (dBA)						
	Leq	Lmax	L1	L10	L50	L90	L99
M-1 AM	37.5	51.2	44	39	35	33	32
1-2 AM	73.1	96.2	87	44	39	35	34
2-3 AM	61.5	91.0	50	40	35	32	31
3-4 AM	36.1	48.8	43	38	34	32	30
4-5 AM	39.4	50.8	47	42	37	33	32
5-6 AM	69.1	96.7	63	50	44	41	40
6-7 AM	48.8	73.3	59	50	45	43	42
7-8 AM	52.0	77.0	58	49	45	44	43
8-9 AM	73.8	96.0	87	55	47	45	43
9-10 AM	52.3	77.0	61	52	46	42	39
10-11 AM	71.9	93.0	86	54	43	40	38
11 AM-N	67.9	93.0	70	51	42	39	37
N-1 PM	53.4	74.1	67	50	43	38	36
1-2 PM	51.1	77.2	59	50	43	39	37
2-3 PM	71.5	96.4	85	47	42	39	37
3-4 PM	46.6	60.5	55	49	43	39	37
4-5 PM	74.6	96.1	86	78	44	40	38
5-6 PM	57.7	85.4	69	53	46	43	40
6-7 PM	71.2	94.2	85	55	48	45	43
7-8 PM	50.5	63.5	59	53	48	44	42
8-9 PM	68.9	94.9	83	53	47	43	41
9-10 PM	51.6	68.7	62	54	47	41	39
10-11 PM	68.4	88.8	83	46	42	38	36
11 PM-M	39.7	60.5	46	42	37	35	33
CNEL =	73.1						
Ldn =	73.0						

Notes: Leq = Average sound level during the monitoring period.  
Lmax = Maximum sound level during the monitoring period.  
Lxx = Sound level exceeded xx percent of the time.

Monitoring location was 40 feet from the railroad tracks.

Source: BBN Laboratories, Inc. (1985)

FIGURE 6-1

# NOISE MONITORING SUMMARY

40 FEET FROM SPRR TRACKS

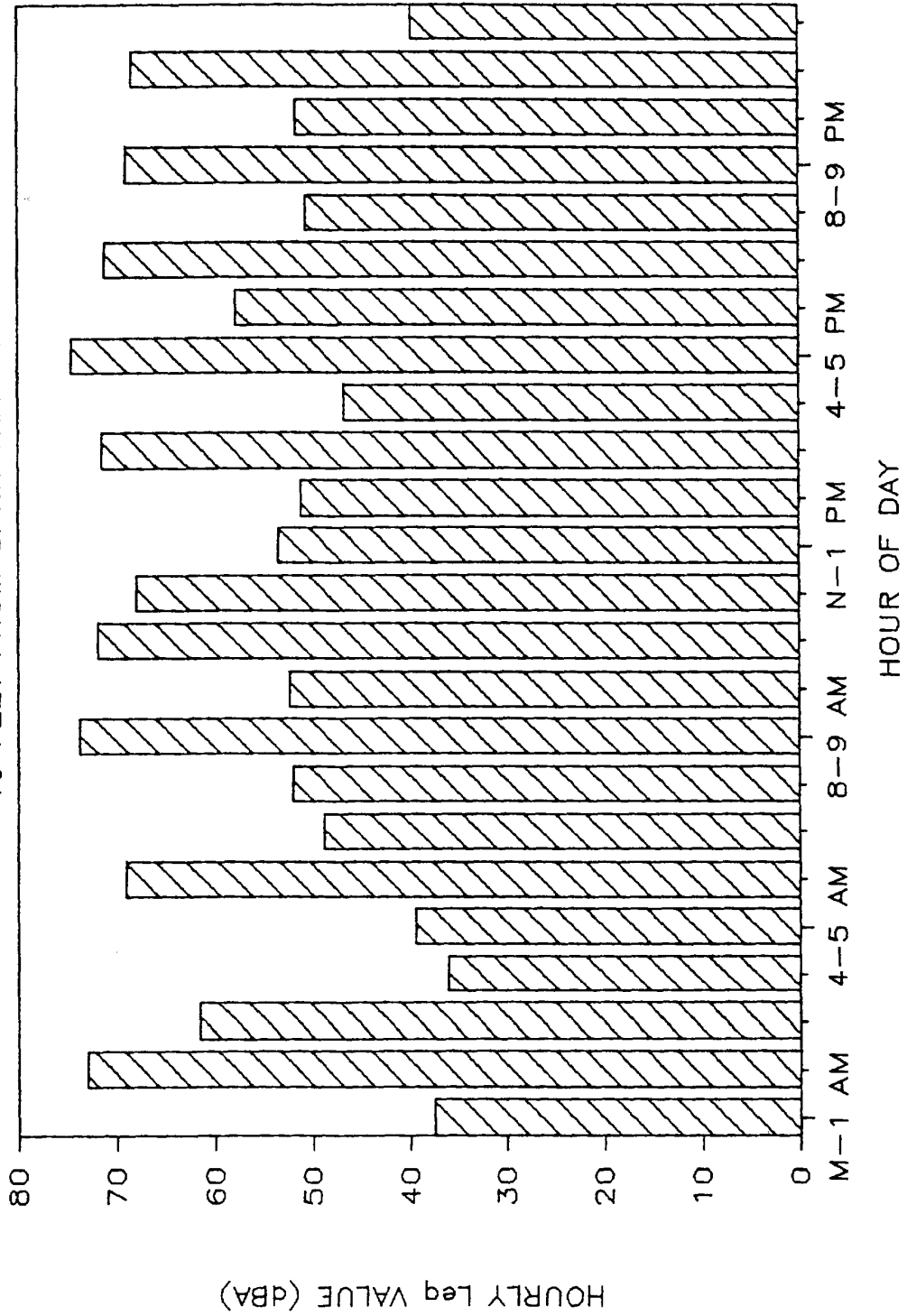


Table 6-2. Summary of Short Term Noise Monitoring Data Collected in 1985

Location	Start Time	Leg	Lmax	Measured Sound Levels (dBA)						
				L1	L10	L50	L90	L99		
Lower Sacramento Rd. @ Lodi Ave.	12:08 PM	67.2	80.7	76	71	60	47	44		
	12:18 PM	66.3	80.3	75	71	59	43	40		
Grant Ave. @ Turner Rd.	12:38 PM	66.1	77.4	74	71	62	48	44		
	12:48 PM	68.5	84.8	78	71	64	51	46		
Tokay St. @ Virginia Ave.	11:37 AM	60.0	74.6	72	64	46	39	36		
	11:47 AM	59.2	72.7	68	64	49	42	38		
Stockton St. @ John Blakely Park	11:03 AM	63.4	78.4	75	67	56	46	44		
	11:13 AM	61.1	76.1	72	64	54	45	41		
Kettleman Lane @ Crescent Ave.	10:26 AM	69.4	86.7	76	72	66	57	50		
	10:36 AM	69.9	87.2	80	73	65	53	46		

Notes: Leg = Average sound level during the monitoring period.  
 Lmax = Maximum sound level during the monitoring period.  
 Lxx = sound level exceeded xx percent of the time.  
 Each monitoring period lasted 10 minutes  
 Monitoring locations were 50 feet from the roadway centerline.

Source: BBN Laboratories, Inc. (1985)

Table 6-3. Summary of Short Term Noise Monitoring Data Collected in 1987

Location	Distance (Pt) From Center of Roadway	Date	Start Time	Duration (Minutes)	Measured Sound Levels (dBA)						
					Leq	Lmax	Lmin	L10	L33	L50	L90
Cherokee Lane, North of Vine St.	75	7/27/87	10:40 AM	30.0	62.5	79.5	50.5	66.5	62.5	60.5	57.5
	100	8/03/87	1:00 PM	22.4	54.5	73.5	47.0	61.0	57.0	55.0	52.0
Ham Lane, North of Vine St.	75	8/03/87	11:35 AM	15.2	56.0	60.0	46.5	56.0	53.5	52.0	49.0
	80	8/03/87	1:40 PM	26.0	55.0	75.0	43.5	56.5	53.0	51.5	48.0
Hutchins St., South of Lodi Ave.	60	7/27/87	8:24 AM	22.0	56.0	82.5	43.5	63.5	59.5	56.0	47.5
	70	7/27/87	1:50 PM	24.5	56.0	74.0	50.0	61.5	58.0	56.5	53.0
Lodi Ave., East of Hutchins St.	75	7/27/87	9:17 AM	28.0	62.0	82.0	49.0	65.5	61.0	59.5	55.0
	75	7/27/87	2:20 PM	19.0	55.0	66.0	48.5	61.5	54.5	51.5	50.5
Stockton St., South of Vine St.	80	8/03/87	11:57 AM	21.4	56.5	71.0	47.0	61.5	57.5	55.5	51.0
	80	7/27/87	12:41 PM	26.2	60.5	74.0	47.5	66.0	59.5	57.5	52.5
Turner Lane, East of Ham Lane	80	8/03/87	11:01 AM	17.0	60.5	76.5	46.5	65.0	59.0	56.0	51.0
	80	7/27/87	3:05 PM	20.0	58.0	76.0	44.5	62.5	56.0	54.6	49.0

Notes: Leq = Average sound level during the monitoring period.  
 Lmax = Maximum sound level during the monitoring period.  
 Lmin = Minimum sound level during the monitoring period.  
 Lxx = Sound level exceeded xx percent of the time.

Source: Jones & Stokes Associates

Additional modeling studies were performed to evaluate noise levels associated with development beyond 2007. As compared to noise levels presented in Figure 6-3, results of those analyses show perceptible noise level increases on a limited number of segments of Stockton Street, Ham Lane, Century Drive, and West Lodi Street.

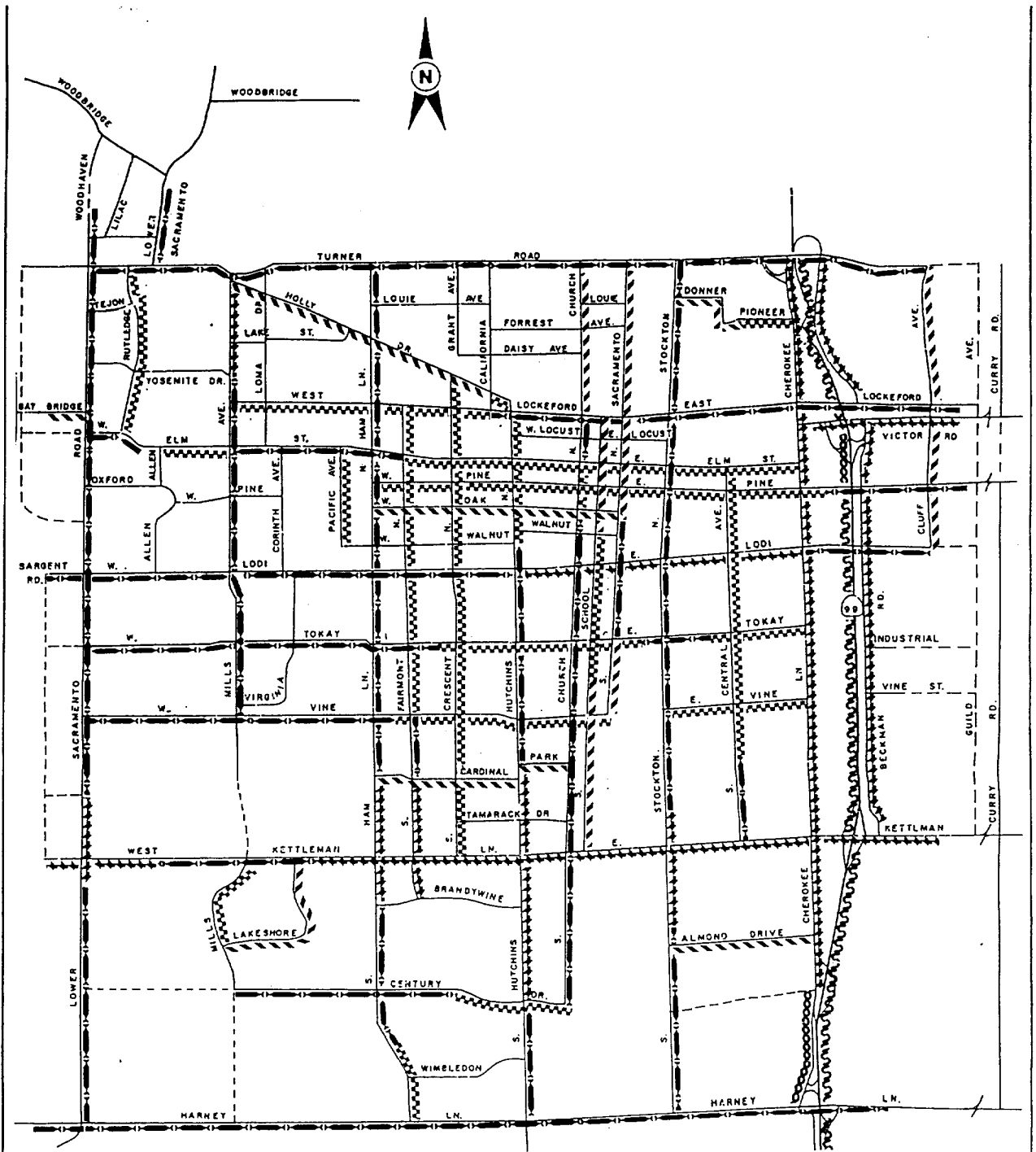
As indicated by the monitoring data in Table 6-1, railroad noise is significant in areas close to the SPRR tracks. The monitoring data reported in Table 6-1 were obtained on a day when 12 trains passed through Lodi. It is not unusual for 15 trains to pass through Lodi during a 24-hour period. A railroad noise model was employed to evaluate noise levels associated with the typical pattern of train activity on the SPRR tracks. Results of this modeling indicate a CNEL value of 67 dB 100 feet from the tracks in the central part of Lodi (assuming a 30-mph average train speed). Slightly higher CNEL levels, 68 dB 100 feet from the tracks, would be expected near the outskirts of Lodi where train speeds may be slightly higher.

## **GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS**

**Goal A:** To ensure that City residents are protected from excessive noise.

### **Policies**

1. The City shall use the outdoor CNEL criteria on the land use compatibility chart (Figure 6-4) as a primary guide to determine whether all or part of an existing or proposed development site should be considered "noise impacted"; areas shall be considered noise impacted if current or projected exterior noise levels would classify the area as "conditionally acceptable," "normally unacceptable," or "presumed to be unacceptable" for the existing or proposed use.
2. The City shall recognize that a CNEL measure does not adequately reflect the disturbance effects of intermittent noise events or noise sources that operate for only part of a day. Intermittent or discontinuous noise sources should be evaluated on a case-by-case basis to determine appropriate land use compatibility classifications.
3. The City shall require a noise impact analysis for development projects on sites that are wholly or partially noise impacted under existing or projected future conditions.
4. The City shall require a noise impact analysis for development projects that may cause or significantly contribute to adjacent properties becoming noise impacted.
5. Noise impact analyses required by Policies A-3 and A-4 above shall:
  - o be included in any environmental impact study prepared for the proposed project;



**LEGEND**

- EXISTING ROADWAYS
- - - FUTURE ROADWAYS

NOISE LEVELS (CNEL) 100 FEET FROM ROADWAY CENTERLINE

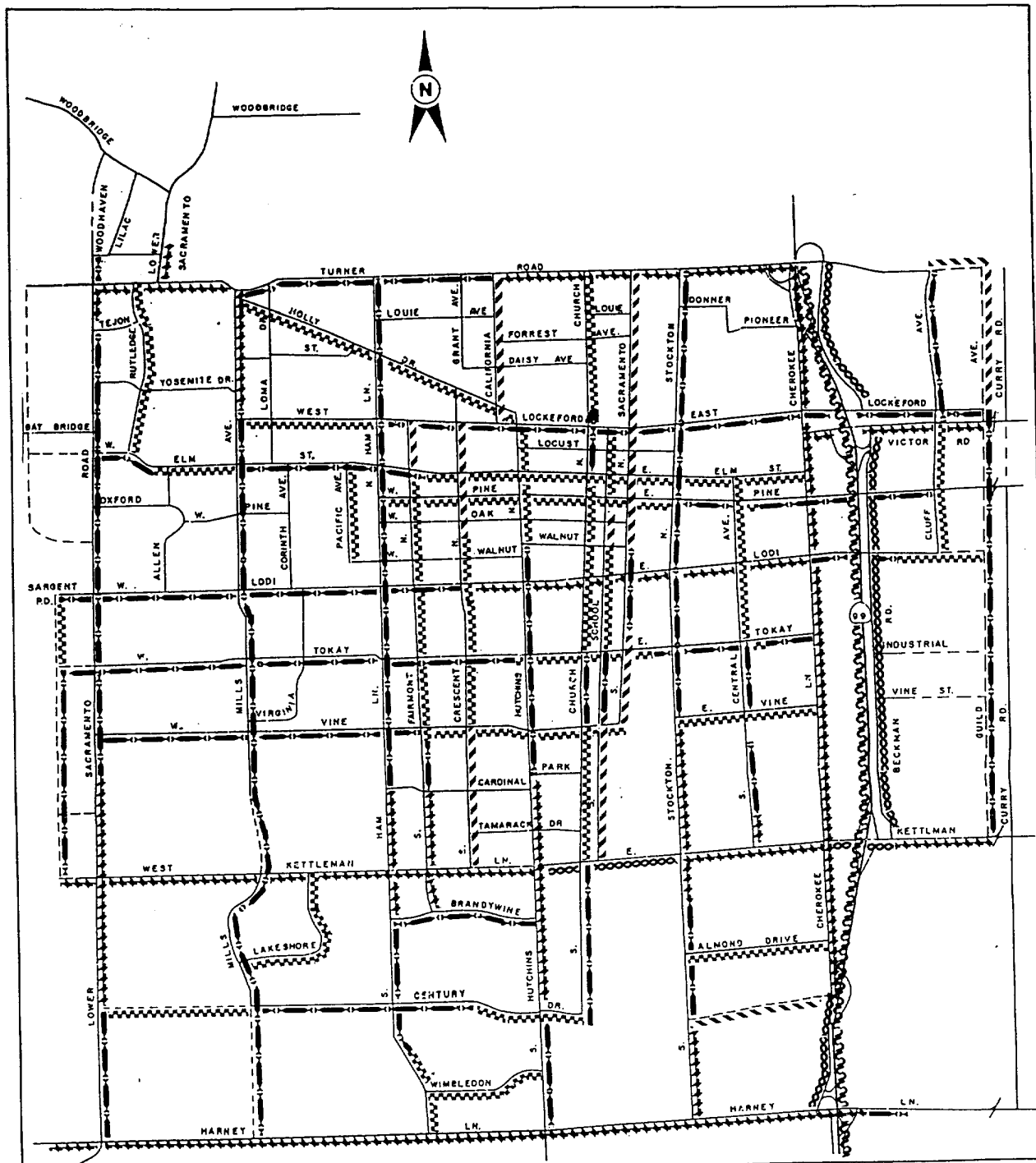
- ▤ BELOW 55 dB
- ▦ 55 dB to 60 dB
- ▧ 60 dB to 65 dB
- ▨ 65 dB to 70 dB
- ▩ 70 dB to 75 dB
- OVER 75 dB

FIGURE 6-2. EXISTING NOISE LEVELS

Lodi General Plan



6.6.1



**LEGEND**

- EXISTING ROADWAYS
- - - FUTURE ROADWAYS

**NOISE LEVELS (CNEL) 100 FEET FROM ROADWAY CENTERLINE**

- ▧ BELOW 55 dB
- 〰 55 dB to 60 dB
- 60 dB to 65 dB
- 65 dB to 70 dB
- ▲ 70 dB to 75 dB
- ◆ OVER 75 dB

FIGURE 6-3. FUTURE NOISE LEVELS (2007)

Lodi General Plan



FIGURE 6-4. LAND USE COMPATIBILITY CHART FOR THE NOISE ELEMENT OF THE CITY OF LODI GENERAL PLAN

LAND USE CATEGORY	LAND USE COMPATIBILITY BY OUTDOOR Ldn OR CNEL VALUE							Supplemental Indoor Noise Criteria (Outdoor Noise Sources)	COMPATIBILITY CATEGORY DEFINITIONS
	Below 55 dB	55-60 dB	60-65 dB	65-70 dB	70-75 dB	75-80 dB	Over 80 dB		
Residential, including Apartments and Mobile Homes	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	Ldn or CNEL < 45 dB in sleeping quarters	<p>██████████ = Presumed To Be Acceptable; no special noise mitigation required.</p> <p>██████████ = Conditionally Acceptable; acceptability depends on specific property uses and the extent of noise mitigation provided.</p> <p>██████████ = Normally Unacceptable; acceptability requires specific findings outlined in Policy A-9 of the Noise Element text.</p> <p>██████████ = Presumed To Be Unacceptable; adequate mitigation measures unlikely to be available.</p> <p>Notes:</p> <p>CNEL criteria apply to outdoor noise from sources that operate continuously or that operate frequently throughout most of a 24-hour period.</p> <p>CNEL criteria should be applied to noise conditions that are typical for the noise source, not to conditions reflecting temporary peak activity periods.</p> <p>Land use compatibility classifications for areas affected primarily by intermittent or discontinuous noise sources must be made on a case-by-case basis, reflecting the magnitude, duration, and temporal pattern of ambient noise.</p> <p>Supplemental indoor noise criteria apply to the noise increment contributed by outdoor noise sources.</p> <p>Supplemental indoor noise criteria represent minimum performance standards to be met through building design and acoustic insulation.</p>
Hotels, Motels, Other Transient Lodgings, Hospitals, and Convalescent Facilities	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	Ldn or CNEL < 45 dB in sleeping quarters	
Schools, Libraries, Churches, and Meeting Halls	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	Leq < 40 dBA for the noisiest hour of the day	
Theaters, Auditoriums, and Concert Halls	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	Leq < 35 dBA for the noisiest hour of the day	
Business Offices, Medical and Dental Offices, Retail and Wholesale Facilities	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	Ldn or CNEL < 50 dB in fully enclosed portions of the building.	
Manufacturing and Other Industrial Facilities	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	indoor criteria for outdoor noise sources not applicable	
Sports Arenas, Amusement Parks, and Outdoor Spectator Sports	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	indoor criteria for outdoor noise sources not applicable	
Parks, Playgrounds, Golf Courses, Riding Stables, Outdoor Amphitheaters, and Passive Open Space	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	████████████████████	indoor criteria not applicable	

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- o be the responsibility of the project applicant;
  - o be prepared by persons with the experience and training needed to properly address the noise impact and noise mitigation issues that may arise;
  - o include, at the discretion of City staff, ambient noise monitoring of the project site and adjacent areas for sufficient time periods and at appropriate seasons to clarify the land use compatibility status of the property under current conditions;
  - o estimate future noise levels and land use compatibility conditions following buildout of the proposed project;
  - o include an evaluation of the magnitude, duration, and temporal pattern of noise impacts associated with intermittent noise sources that will be associated with the proposed project or that will affect the project site;
  - o include identification of noise mitigation measures required to produce "presumed to be acceptable" conditions on the potentially noise-impacted property;
  - o include an evaluation of the effectiveness of berms, sound walls, or wall-berm combinations for areas significantly affected by noise from railroad operations or traffic on state highways;
  - o include recommendations regarding feasible noise mitigation measures and an evaluation of their expected effectiveness if it is judged infeasible to reduce noise levels at the noise-impacted property to a "presumed to be acceptable" level; and
  - o include a discussion of mitigation monitoring procedures that can be used to ensure that recommended mitigation measures are implemented.
6. The City shall require a comprehensive, objective analysis of alternative land uses for the proposed site and alternative sites for the proposed uses for:
- o any development projects that contain areas that would be classified as "normally unacceptable" or "presumed to be unacceptable" after implementation of recommended noise mitigation measures; or
  - o any development projects that would cause adjacent properties to be classified as "normally unacceptable" or "presumed to be unacceptable" even with implementation of recommended noise mitigation measures.
7. The City shall recognize residential uses (including apartments and mobile homes), motels, hotels, other transient lodgings, hospital, convalescent facilities, and schools as noise-sensitive land uses.

8. The City should deny development projects that would be classified as "normally unacceptable" or "presumed to be unacceptable" unless one of the following findings can be made:

Finding A:

- o the uses proposed for the noise-impacted area are not noise-sensitive and are fully contained within enclosed structures that meet or exceed the indoor noise criteria listed in Figure 6-4;
- o the proposed uses will not expose employees, occupants, or visitors to outdoor noise conditions for longer than required to enter or leave the property; and
- o the proposed uses will not create or significantly contribute to noise problems on other properties.

Finding B:

- o the uses proposed for the noise-impacted area are not noise-sensitive;
- o noise exposures inherent in the proposed use will significantly exceed the preproject ambient noise level; and
- o the proposed uses will not create or significantly contribute to noise problems on other properties.

Finding C:

- o there are no other reasonable uses for the property; and
- o the proposed uses will not create or significantly contribute to noise problems on other properties.

9. The City shall apply the State Noise Insulation Standards (California Administrative Code, Title 24) and Chapter 35 of the Uniform Building Code to all new convalescent facilities, hospitals, and single family residential developments, in addition to the multifamily and transient lodging developments covered by the State Noise Insulation Standards.

10. The City shall actively pursue opportunities provided by highway and utility construction projects to install or obtain sound walls or employ other noise reduction measures for existing noise-sensitive land uses located in noise-impacted areas.

## **SECTION 7. Conservation Element**

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### **INTRODUCTION**

This element addresses the conservation, utilization, and development of the following natural resources: water and water bodies; soils; vegetation, wildlife, and fisheries; and air quality.

#### **Water and Water Bodies**

##### **Water Resources and Quality**

The Mokelumne River is the principal hydrologic element in the GP area, providing agricultural irrigation waters for the flourishing agricultural economy, locally recharging the groundwater basin, and creating a need for ongoing protection from flood waters. The Mokelumne River drains a watershed area of 660 square miles above the GP area, extending to the 10,000-foot elevation in the Sierra Nevada. A summer impoundment of the Mokelumne River at Woodbridge, forming Lodi Lake, serves as a diversion for the Woodbridge Irrigation District's (WID) South Main Canal.

The quality of Mokelumne River water is generally suitable for its identified beneficial uses of agricultural water supply, water and contact recreation, noncontact recreation, freshwater habitat, and migration of anadromous fish. The major water quality problem is bacterial contamination from sources such as water-contact recreation, farming operations, individual waste disposal systems, and storm drain outfalls.

Groundwater is the source of the City's water supply system. Groundwater is also used for irrigation of agricultural lands not within the WID. In some years, evidence of declining groundwater levels has shown up in the GP area from pumping withdrawals. However, saline intrusion has not yet occurred in the GP area.

The most significant groundwater quality problem in the GP area is dibromochloropropane (DBCP) contamination. Levels of DBCP exceeding the Maximum Contaminant Level of 0.2 parts per billion have been found in Lodi's municipal supply wells. The City abandoned one well near the CCTC tracks due to DBCP contamination above the "action level," and 10 other wells show some DBCP contamination.

## **Water Supply**

The City's water supply system consists of wells and an elevated water tank in the vicinity of Main and Locust Streets. Residential uses are not currently metered. The City is currently retrofitting existing nonmetered industrial and commercial users and automatically installing meters for new users.

## **Soils**

Nearly all of the soils in the GP area are prime agricultural soils according to all definitions of this term in present use (capability class II soils). Class III soils found in the area are also considered prime by some definitions, but require frequent irrigation to sustain plant growth.

## **Vegetation, Wildlife, and Fisheries**

The GP area contains a variety of natural habitats, the most important of which are the river channel of the Mokelumne River and associated riparian stands and freshwater ponds. Many plant, wildlife, and fish species occur in the GP area, several of which are of special concern to governmental agencies and scientific organizations. The most important biological resources of the GP area are protected in the 50-acre Lodi Lake Park Nature Area.

## **Air Quality**

San Joaquin County has been designated as a nonattainment area with respect to the federal primary air quality standards for ozone and carbon monoxide. This designation indicates that the level of air quality for these pollutants is not sufficient to protect public health with an adequate margin of safety. Automobile emissions are the major source of these pollutants.

## **GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS**

**Goal A: To protect water quality in the Mokelumne River, Lodi Lake, and in the area's groundwater basin**

## **Policies**

1. The City, together with San Joaquin County, shall monitor the water quality of the Mokelumne River and Lodi Lake to determine when the coliform bacterial standard for contact recreation and the maximum concentration levels of priority pollutants, established by the California Department of Health Services, are exceeded. The City shall also monitor the presence of pollutants and variables that could cause harm to fish, wildlife, and plant species in the Mokelumne River and Lodi Lake.
2. The City shall post signs at areas used by water recreationists warning users of health risks whenever the coliform bacteria standard for contact recreation is exceeded.
3. The City shall prohibit new industrial development that will adversely affect water quality in the Mokelumne River or in the area's groundwater basin.
4. The City shall explore the potential development of surface water sources to augment the City's groundwater supply.
5. The City shall regularly monitor water quality in municipal wells for evidence of contamination from DBCP, saltwater intrusion, and other toxic substances that could pose a health hazard to the domestic water supply.
6. The City shall close or treat municipal wells that exceed the action level for DBCP.
7. The City shall explore a program of complete wastewater reclamation and reuse at the White Slough Water Pollution Control Facility (WSWPCF).
8. The City shall support efforts on a county, regional, state, and federal level to reduce runoff of toxic chemicals from agricultural lands.
9. The City shall provide for an adequate high-quality water supply prior to approving future development.
10. The City shall monitor outfalls to the Mokelumne River and the WID Canal consistent with EPA and State Water Quality Control Board requirements.

## **Goal B: To conserve water resources**

### **Policies**

1. The City shall require water conservation in both City operations and private development to minimize the need for the development of new water sources and facilities.
2. The City shall meter all new residential developments.

3. The City shall investigate a program for metering all existing residential uses.
4. The City shall require water-conserving landscaping practices in new City projects and in private development, such as the use of drought-tolerant plants and irrigation techniques.

**Goal C: To promote the economic viability of agriculture in and surrounding Lodi and to discourage the premature conversion of agricultural lands to nonagricultural uses, while providing for urban needs**

**Policies**

1. The City shall ensure, in approving urban development near existing agricultural lands, that such development will not constrain agricultural practices or adversely affect the economic viability of adjacent agricultural practices.
2. The City shall require new development to establish buffers between urban development and productive agricultural uses consistent with the recommendations of the San Joaquin County Department of Agriculture.
3. The City shall adopt a "right-to-farm" ordinance for the purpose of protecting agricultural land from nuisance suits brought by surrounding landowners.
4. The City shall support economic programs established by San Joaquin County for farm preservation.

**Goal D: To conserve soil resources**

**Policies**

1. The City shall require developers to prepare an erosion and sediment control plan, prior to approving development, that includes features such as mitigation of sediment runoff beyond proposed project boundaries and complete revegetation and stabilization of all disturbed soils (including details regarding seed material, fertilizer, and mulching).

**Goal E: To protect sensitive native vegetation and wildlife habitats and fisheries resources**

## **Policies**

1. The City shall protect the river channel, pond and marsh, and riparian vegetation and wildlife communities and habitats in the Mokelumne River and floodplain areas.
2. The City shall regulate the removal of trees that are defined as "heritage trees."
3. New development shall be sited to maximize the protection of native tree species and sensitive plants and wildlife habitat.
4. The City shall encourage the use of native plant species for landscaping roadsides, parks, and urban developments.
5. The City shall require site-specific surveys to identify significant vegetation and wildlife habitat for development projects located in or near sensitive habitat areas.
6. The City shall support federal and state laws and policies preserving rare, threatened, and endangered species by ensuring that development does not adversely affect such species or by fully mitigating adverse effects consistent with the recommendations of the U.S. Fish and Wildlife Service and California Department of Fish and Game.
7. The City shall prohibit the development of facilities and trails in Lodi Lake Park that will degrade or destroy riparian habitat values.
8. The City shall direct park use away from sensitive habitat areas through careful placement of facilities and trails in Lodi Lake Park.
9. The City shall explore the purchase of or establishment of a joint agreement for open space preservation and habitat enhancement in the WID's property located north of the Mokelumne River.
10. For the street tree program identified in Policy C-2 of the Urban Design and Cultural Resources Element, the City shall select native trees based on the following criteria: resistance to pests, microclimate tempering (i.e., shade in summer; sun in winter), water conservation, aesthetics, and maintenance (including impacts on sidewalks and other paving).
11. The City shall prohibit any activity that will disturb bottom sediments containing zinc deposits in the Mokelumne River, because such disturbance could cause fish kills.
12. The City shall support strong regulatory action by the State Regional Water Quality Control Board to prevent the discharge of substances harmful to fish into the Mokelumne River.
13. The City shall prohibit activities that could disturb anadromous fish in the Mokelumne River during periods of migration and spawning.

14. The City should work with the California Department of Fish and Game in identifying an area or areas suitable for Swainson's hawk and burrowing owl habitat; this land should be preserved and put into a mitigation land bank to mitigate impacts on existing habitat for these species. A mechanism should be established for developer funding of acquisition and management of lands in the mitigation bank.
15. The City shall manage portions of storm drainage detention ponds and drainage ponds and other appropriate areas as wildlife habitat.

**Goal F: To promote and, insofar as possible, improve air quality in Lodi and the region**

**Policies**

1. The City shall promote travel by bicycle and foot within Lodi.
2. The City shall promote transit for trips within Lodi and for regional trips.
3. The City shall promote ridesharing for Lodi residents commuting to employment centers outside of Lodi.
4. The City shall promote the development of Caltrans park-and-ride lots to serve Lodi residents working in destinations outside of Lodi.
5. The City shall promote employment opportunities within Lodi to reduce commuting to areas outside of Lodi.
6. The City shall cooperate with the City of Stockton and San Joaquin County on the development of an area-wide air quality mitigation program.

**Implementation Programs**

1. The City, together with the County, shall monitor the water quality of the Mokelumne River and Lodi Lake in conformance with Policy A-1. The City shall participate in implementing remedial action, as feasible.

Responsibility:

Public Works Department

Time Frame:

Ongoing



2. The City shall monitor water quality in City wells for evidence of DBCP, saltwater intrusion, and other contaminants and take remedial action as necessary.

Responsibility:

Public Works Department

Time Frame:

Ongoing

3. The City shall explore the potential use of surface water to augment the City's water supply.

Responsibility:

City Council  
Public Works Department

Time Frame:

Ongoing

4. The City shall explore the feasibility of complete wastewater reclamation and reuse at the WSWPCF.

Responsibility:

Public Works Department

Time Frame:

FY 1991-1992

5. The City shall adopt a resolution establishing a program for metering all new residential uses.

Responsibility:

City Council  
Public Works Department

Time Frame:

FY 1991-1992

6. The City shall evaluate the feasibility of retrofitting existing residential uses with water meters.

Responsibility:

Public Works Department

Time Frame:

FY 1991-1992

7. The City shall adopt a "right-to-farm" ordinance.

Responsibility:

City Council  
Planning Commission  
City Attorney  
Community Development Department

Time Frame:

FY 1991-1992

8. The City shall add a policy to the City's development review guidelines which requires that new development be evaluated to ensure consistency with Policy E-1.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992

9. The City shall adopt a heritage tree ordinance which defines and identifies mature trees to be protected and establishes regulations for their protection and removal.

Responsibility:

City Council  
Planning Commission  
City Attorney  
Parks and Recreation Department  
Public Works Department  
Community Development Department

Time Frame:

FY 1991-1992

10. The City shall explore options, in conjunction with the WID, for ensuring the open space preservation and enhancement of the WID's property located north of the Mokelumne River.

Responsibility:

City Council  
Planning Commission  
Community Development Department

Time Frame:

FY 1991-1992

## **SECTION 8. Parks, Recreation, and Open Space Element**

### **INTRODUCTION**

Park facilities in Lodi range from small neighborhood parks to Lodi Lake Park, a 114-acre recreational area adjacent to the Mokelumne River that provides swimming, waterskiing, group picnic facilities, amphitheater, and a 50-acre nature area. Several parks serve the dual purpose of a park facility and a storm drainage detention basin during the winter rainy season. In 1987, the City's ratio of developed parkland per 1,000 population was 8.0, including basin parks and school parks. Excluding school parks, the City's ratio was 3.9.

The area surrounding the urbanized portion of Lodi is primarily in agricultural use. Vineyards are a major crop. Not only is agriculture a major contributor to the local economy, but the surrounding agricultural lands provide open space around the City.

### **GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS**

**Goal A: To establish and maintain a public park system suited to enhancing the livability of the urban environment by meeting the open space and recreation needs of Lodi residents and visitors; providing parks for residential neighborhoods; and preserving significant open space resources**

#### **Policies**

1. The City shall establish a standard of 8.0 acres of neighborhood and community parkland per 1,000 population, including school parks and storm drainage detention basin parks, and 3.9 acres of neighborhood and community parkland per 1,000 population, excluding school parks and storm drainage detention basin parks. The City shall translate this ratio to dwelling unit equivalents to correspond to the City's fee ordinance.
2. The City shall assess a park development fee on all new residential, commercial, office, and industrial development sufficient to fund the acquisition and development of new parkland consistent with the City standards identified in the policy above.
3. The City shall continue the joint development of parks and drainage detention basins.

4. The City shall continue the joint use of school facilities and grounds as parkland and shall work toward maintenance needs and concerns through administrative policies and agreements.
5. The City shall develop parks that can be used on a year-round basis, and which are not jointly used as drainage detention basins. The City shall examine the feasibility of encouraging small 2- to 5-acre neighborhood parks.
6. The City shall develop standards for park location, size, level of development, and park design.
7. The City shall consider the need for indoor recreational facilities, such as community centers, to serve all areas of Lodi.
8. The City shall consider the need for an interconnected system of pedestrian and bicycle paths linking City parks and open space areas with other uses.
9. The City shall expand the neighborhood and community park system with the goal of providing park facilities within reasonable walking distance of all new residential areas.
10. The City shall design parks to be accessible by pedestrians and a variety of transportation modes including automobile, bus, and bicycle.
11. The City shall actively pursue available county, state, and federal funding for the acquisition of parkland and the development and improvement of park facilities.
12. The City shall preserve and protect significant open space areas and natural habitat areas within Lodi Lake Park and other City parks.
13. The City shall encourage the County to pursue the preservation of the area along the north bank of the Mokelumne River, from the SR 99 overpass to the Woodbridge Dam, in its natural state, and to evaluate the feasibility of establishing a public access park in the area west of the SR 99 overpass.
14. The City shall require that more open space be provided within multifamily developments through wider setbacks and greater building separation.

**Goal B: To establish recreation programs suited to the quality of life needs and interests of Lodi residents and the school district**

**Policies**

1. The City shall develop and maintain a balanced recreation program that addresses the diverse needs of the various age and interest groups in Lodi.

2. The City shall plan recreation programs and facilities that promote the active or passive involvement of all affected residents, including those with special needs, such as the physically disabled and the elderly.
3. The City shall continue cooperative agreements with the LUSD for the use of school facilities for City-sponsored recreation programs and allow school use of City properties and facilities through use agreements.
4. The City should periodically survey community attitudes and preferences for recreational programs.
5. The City should collect and annually update statistics on participation in various City recreation programs and use of City recreation facilities.
6. The City shall keep the public informed as to program services and events through sound marketing and public information efforts.
7. The City shall investigate funding sources for providing recreation programs at the level established by the Parks Master Plan.

**Goal C: To promote the provision of private recreational programs and facilities**

**Policies**

1. The City shall promote the provision of private open space and recreational facilities as part of new large-scale residential developments to meet a portion of the recreation and open space needs that would be generated by the development.
2. The City shall support the expansion of private commercial recreational facilities and encourage joint use of public programs in such facilities by either party.

**Goal D: To provide adequate land for open space as a framework for urban development and to meet the active and passive recreational needs of the community**

**Policies**

1. The City shall discourage the premature conversion of agricultural lands to urban uses.
2. The City shall protect lands designated agriculture on the GP Land Use Diagram from urban development.

3. The City should designate a continuous open space greenbelt around the urbanized area of Lodi to protect open space resources and preventing urban sprawl.
4. The City shall promote the provision of public and private open space within urbanized Lodi to provide visual contrast with the already-built environment and to provide for the recreational needs of residents.

### **Implementation Programs**

1. The City shall prepare and periodically update a Parks Master Plan identifying goals, policies, and standards for the improvement of existing parks and development of future parks.

Responsibility:

City Council  
Parks and Recreation Department

Time Frame:

FY 1991-1992; every 5-10 years thereafter

2. The City shall adopt and periodically review a fee ordinance for park acquisition and development, and revise it as necessary.

Responsibility:

City Council  
Parks and Recreation Department

Time Frame:

FY 1990-1991; every 5 years thereafter

3. The City shall revise the zoning ordinance to provide more open space within multifamily developments by requiring wider setbacks and greater building separation.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992

## **SECTION 9. Health and Safety Element**

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### **INTRODUCTION**

This element addresses health and safety issues related to flooding, geologic hazards, fire hazards, crime, hazardous materials, and emergency preparedness.

#### **Flooding Hazards**

Based on revised flood risk evaluations prepared by the Federal Emergency Management Agency (FEMA) for the City of Lodi and San Joaquin County in 1987, flood hazards are a constraint to development only in the area immediately adjacent to the Mokelumne River in the 100-year floodplain. The levee system along the Mokelumne River is of sufficient height to protect nearly all of the GP area from 100-year floodflow, but the majority of the area would be inundated during the 500-year flood event. Flood depths during the 500-year event have not been estimated. Significant portions of the area are high enough to be free of the 500-year hazard.

#### **Geologic Hazards**

The greatest geologic hazard in Lodi is the structural danger posed by groundshaking from earthquakes originating outside of the area. Damaging effects could possibly be worsened by liquefaction of underlying materials, causing larger buildings to settle or topple. Direct damage from surface rupture is considered unlikely because no faults are known to underlie the area.

The maximum expected earthquake intensity to be reasonably expected in the Lodi area would correspond to a Modified Mercalli Intensity VIII, or possibly higher. During an intensity VIII event, some damage would occur to well-made structures and chimneys; some towers would fall; and poorly constructed or weak structures would be heavily damaged. Fright would be general and alarm would approach panic. An earthquake with an intensity of VIII would be most probable in areas where the water table is most shallow in proximity to the Mokelumne River. Where the water table is deeper than 30 feet, which it is throughout most of the GP area, a maximum intensity of only VII would be more reasonably expected. In such an earthquake, damage in well-built structures would be slight, and everyone would be frightened but not to the point of panic.



Slope stability hazards are nonexistent and present no risk in Lodi. Subsidence from natural gas or groundwater withdrawals in the Lodi area is not considered to be a significant hazard. The occasional Tujunga soil present in the GP area presents a severe wind erosion hazard when vegetation cover is damaged or removed.

### Fire Hazards

Land within Lodi receives an urban level of fire protection by the City of Lodi Fire Department. Fire hazards are primarily caused by the following:

- o older buildings in the downtown area that are not equipped with fire separation walls, fire blocking, and/or automatic fire sprinkler systems;
- o single- and multifamily residential occupancies;
- o fires originating in Lodi Lake Nature Area and in dumpsters in the park;
- o businesses such as lumber yards and chemical manufacturers and distributors;
- o unattended construction sites;
- o access problems related to blocked alleys, blocked access in manufacturing areas, and blocked access over railroad tracks and irrigation canals; and
- o vehicle fires.

### Crime Hazards

Police protection is provided to the City by the Lodi Police Department. Police protection is most commonly sought for the following:

- o youth-related problems in Lodi Lake Park, commercial parking lots, and in the downtown area;
- o traffic problems;
- o vandalism and malicious mischief; and
- o disturbance calls in high density residential areas.

## Hazardous Materials

Lodi's roadways and railroads are routinely used to transport hazardous materials. Although the extent and degree of transportation hazards are not known, the potential exists for accidents resulting in the spillage and/or explosion of hazardous gases, liquids, and solids in or adjacent to Lodi. The transport of hazardous materials is regulated by various state agencies. Cleanup of accidents on City streets involving hydrocarbon spills of less than 40 gallons is the responsibility of the City of Lodi Fire Department. Private contractors are used for hydrocarbon spills greater than 40 gallons and for all other spills.

The storage and manufacturing of hazardous materials is necessary for agricultural and industrial operations in Lodi. Storage of such substances is regulated by the Uniform Fire and Building Codes. The San Joaquin County Office of Emergency Services oversees inventory reporting requirements for local businesses.

## Emergency Preparedness

The City of Lodi's Emergency Plan is patterned largely on San Joaquin County's Emergency Plan. Both plans represent comprehensive disaster preparedness programs, concerned primarily with the threat of disaster as a result of natural and/or human-made hazards and other factors. The following types of emergency situations are addressed in these plans: earthquake; flood; fire; transportation, industrial, or radiological accident; civil disturbance; storm; pollution; and epidemic.

## GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

**Goal A: To prevent loss of lives, injury, and property damage due to flooding**

### **Policies**

1. The City shall continue to participate in the National Flood Insurance Program and ensure that local regulations are in full compliance with standards adopted by FEMA.
2. The City shall ensure that storm drainage facilities are constructed to serve new development adequate to store runoff generated by a 100-year storm.
3. The City shall ensure that storm drainage facilities are provided for all new development to make certain that all surface runoff generated by the development is adequately handled.

4. The City shall evaluate the degree of flood protection afforded to currently developed areas compared to standards for new development.
5. The City shall only permit development in the 100-year floodplain consistent with FEMA regulations.
6. The City shall not support approval of land uses or projects that have the potential of greatly increasing flood hazards in Lodi.
7. The City shall support the implementation of flood hazard reduction measures in neighboring areas.

**Goal B: To prevent loss of lives, injury, and property damage due to the collapse of buildings and critical facilities and to prevent disruption of essential services in the event of an earthquake**

#### **Policies**

1. For buildings identified as seismically unsafe, the City shall prohibit a change in use to a higher occupancy or more intensive use until an engineering evaluation of the structure has been conducted and structural deficiencies corrected consistent with City building codes.
2. The City shall encourage rehabilitation of seismically hazardous buildings identified as having historic significance consistent with the State Historic Building Code.
3. The City shall ensure that all public facilities, such as buildings, water tanks, underground utilities, and levees, are structurally sound and able to withstand seismic activity .
4. The City shall require that geotechnical investigations be prepared for all proposed critical structures (such as police stations, fire stations, emergency equipment, storage buildings, water towers, wastewater lift stations, electrical substations, fuel storage facilities, large public assembly buildings, designated emergency shelters, and buildings three or more stories high) before construction or approval of building permits, if deemed necessary. The investigation shall include estimation of the maximum credible earthquake, maximum ground acceleration, duration, and the potential for ground failure because of liquefaction or differential settling.
5. The City should require that signs be posted on buildings or other structures that are identified as seismically unsafe, until structural deficiencies are corrected in accordance with City building codes.

**Goal C: To prevent loss of lives, injury, and property damage due to urban fires**

**Policies**

1. The City shall promote the installation of automatic interior sprinkler systems in all new developments.
2. The City shall require new development to comply with minimum fire flow rates determined jointly by the City Fire Department and the Public Works Department.
3. The City shall monitor fire flow capability throughout the City and set a high priority on improving fire flow in those areas where fire flow is not adequate.
4. The City Fire Department shall maintain a regular program of fire inspection for commercial and industrial buildings.
5. The City shall ensure, in approving private streets and access areas, that they are adequate in terms of width and turning radius to facilitate access by City firefighting apparatus. All plans for such streets shall be reviewed by the Fire Department to ensure these standards are met.
6. The City shall endeavor to at least maintain the existing overall fire insurance (ISO) rating of three.
7. The City shall endeavor through adequate staffing and station locations to maintain the minimum feasible response time for fire and emergency calls. The goal for travel time by the fire department in responding to an emergency shall be 3 minutes. As areas are developed beyond the 3-minute standard, additional fire stations, capital equipment, and personnel shall be provided or alternative fire protection measures shall be required.
8. The City shall endeavor to maintain a firefighting staff level consistent with the provision of three-person companies and a 3-minute emergency travel time. The City shall translate this ratio to land use equivalents to correspond to the City's fee ordinance.
9. The City shall attempt to offset the need for new fire department staff and equipment and to improve fire safety by promoting the installation of built-in fire protection equipment in all new development.
10. The City shall assess development fees on all new residential, commercial, office, and industrial development sufficient to fund capital improvements and equipment required to provide fire protection.

**Goal D: To prevent crime and promote the personal security of Lodi residents**

**Policies**

1. The City shall promote the installation of security equipment aimed at crime prevention in new development.
2. The City shall continue to provide neighborhood security and crime prevention information and training to neighborhood groups and homeowners' associations.
3. The City shall encourage developers to incorporate site planning and structural design features that deter crime in new development.
4. The Lodi Police Department shall continue to participate in the development review process to ensure that crime prevention considerations are incorporated into the design of new development.
5. The City shall endeavor through adequate staffing and patrol arrangements to maintain the minimum feasible police response times for police calls. The goal for average response time for emergency calls shall be 3 minutes and no longer than 40 minutes for nonemergency calls.
6. The City shall endeavor to maintain the existing staff ratio of 1.3 officers per 1,000 population. The City shall translate this ratio to dwelling unit equivalents to correspond to the City's fee ordinance.
7. The City shall assess development fees on all new residential, commercial, office, and industrial development sufficient to fund capital improvements and equipment required to provide police protection.

**Goal E: To protect Lodi residents from the effects of hazardous substances**

**Policies**

1. The City shall consider the potential for the production, use, storage, and transport of hazardous materials in approving new development and provide for reasonable controls on such hazardous materials.
2. Within its authority, the City shall regulate the production, use, storage, and transport of hazardous materials to protect the health of Lodi residents.

**Goal F: To ensure that City emergency procedures are adequate in the event of potential natural or human-made disasters**

**Policies**

1. The City shall maintain and periodically update the City's Emergency Preparedness Plan, including review of County and state emergency response procedures that must be coordinated with City procedures.
2. The City shall conduct periodic emergency response exercises to test the effectiveness of City emergency response procedures.
3. The City shall develop and implement public information programs concerning disaster response and emergency preparedness.
4. The City shall develop mutual aid agreements and communication links with surrounding communities for assistance during times of emergency.

**Implementation Programs**

1. The City shall prepare and periodically update a Drainage Master Plan that will identify new facilities and improvements needed to adequately accommodate runoff from existing and projected development and to prevent property damage due to flooding.

Responsibility:

Public Works Department

Time Frame:

FY 1990-1991; every 5-10 years thereafter

2. The City shall prepare an evaluation of selected older areas of Lodi to determine if such areas provide the degree of protection afforded by the standards identified in the City's Drainage Master Plan, and take remedial action as necessary.

Responsibility:

Public Works Department

Time Frame:

Within 5 years

3. The City shall adopt a building code for historic buildings consistent with the State Historic Building Code that provides standards for updating structural deficiencies in historically significant buildings while still maintaining the historic significance of such buildings.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992

4. The City shall prepare an evaluation of selected areas of the City to determine if minimum fire flow requirements are being met, and take remedial action as necessary.

Responsibility:

Fire Department  
Public Works Department

Time Frame:

FY 1991-1992

5. The City shall adopt and periodically review a fee ordinance to provide funding for capital improvements and equipment for fire and police protection, and revise it as necessary.

Responsibility:

City Council  
Fire Department  
Police Department  
Public Works Department

Time Frame:

FY 1991-1992

6. The City shall periodically update the City's Emergency Preparedness Plan.

Responsibility:

City Council  
City Manager  
Fire Department  
Police Department  
Community Development Department

Time Frame:

FY 1991-1992; ongoing

7. The City shall maintain and periodically update the hazardous materials emergency plan, including coordinating with the County Office of Emergency Services.

Responsibility:

Fire Department  
Community Development Department

Time Frame:

Ongoing



## **SECTION 10. Urban Design and Cultural Resources Element**

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### **INTRODUCTION**

#### **Urban Design**

The City is viewed as generally providing a clean and attractive living environment with well-maintained, tree-lined streets; attractive buildings; and historical structures in the downtown area, and neat residential areas where homeowners try to maintain and beautify their properties. Residents also credit Lodi's open space assets, such as Lodi Lake Park and Nature Area and other Lodi parks, with providing some of the City's most distinctive visual qualities.

The primary issues associated with urban design in Lodi are summarized below, and organized by land use-type and/or geographic location:

#### **Downtown Area**

- o The downtown area contains a substantial number of historical structures and areas with potentially high scenic values. However, many structures and areas in this district are in poor condition, constitute a scenic liability, and appear to be continuing on a path of steady deterioration.
- o Sacramento Street still contains a two-block collection of Lodi's oldest attached Victorian-era commercial buildings. These buildings have the potential to be a significant scenic and cultural resource if properly restored and maintained.
- o Most parking lots in this district are visible from major streets and intersections, thus they create voids at critical urban locations and interrupt the continuity of the downtown streetscape.
- o The SPRR corridor has a negative effect on both the scenic quality and urban design of the City.

- o Poorly maintained buildings are limited primarily to commercial uses and tend to occur in concentrated pockets, primarily along Sacramento Street, Stockton Street, East Pine Street and East Elm Street.
- o Lodi's civic and commercial areas require a strong visual and urban design link.
- o The City is currently upgrading the downtown area through landscape improvements on additional pedestrian-scale elements such as awnings, benches, lights, and trash containers, etc.
- o City residents desire to maintain a small town atmosphere and retain the physical features manifested in such images.

#### **Residential Areas**

- o Three primary aesthetic and urban design-related problems have been identified in the residential areas containing homes dating back to 1869-1920 and 1920-1960. These problems include unattractive multifamily units; large, poorly screened parking areas and inadequate off-street parking; and a lack of urban landscaping surrounding multifamily units. Overall, these areas have a relatively high visual quality.

#### **Strip Commercial Development**

- o Strip commercial development is visually chaotic, dominated by commercial signs, parked cars, and large asphalt surfaces especially along Cherokee Lane and portions of Kettleman Lane.

#### **Industrial Areas**

- o The visual character of most industrial areas is dominated by industrial machinery, warehouses, fences, and other industrial by-products and is usually devoid of landscaping. Existing City regulations address some, but not all, of these problems.

#### **Rural and Agricultural Lands**

- o The rural and agricultural lands surrounding Lodi constitute an important scenic resource that helps to visually define and enhance the City.

## Cultural Resources

Downtown Lodi contains nearly 70 buildings that remain from the City's early days (1869-1925). Many of these historical structures exist along Sacramento and School Streets. The downtown area also contains Lodi Arch, which forms the gateway to the downtown area. This Mission Revival-styled arch is listed on the National Register of Historic Places.

### GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

**Goal A: To provide a strong and clear definition to the edges and overall urban form of the City**

#### Policies

1. The City should designate a continuous open space greenbelt around the urbanized area of Lodi to maintain visual definition and a clearly delineated edge to the City's urbanized area within its agricultural and rural setting, and to protect the scenic resources of the surrounding rural, agricultural, and natural landscape (including the Lodi Lake Park and the Mokelumne River corridor).
2. The City shall formulate an Urban Design Plan to guide the overall three-dimensional organization and quality of the physical development. This plan shall be designed to achieve the following objectives:
  - o identify and protect the major physical features that serve to define Lodi's small-town character, such as the parks, boulevards, public and civic areas, historic downtown, and historic/older buildings;
  - o identify and maintain the primary physical features that give the City its overall visual image and scenic quality, such as the street trees, older residential neighborhoods, surrounding agricultural lands, river corridor, and civic buildings;
  - o identify and enhance the principal physical elements that give the City its basic form and structure, such as the Central Business District (CBD), key major streets, and railroad corridors;
  - o organize the open space areas into a coherent system, including parks, schools, civic area, open-space, and greenbelts within developments; and
  - o establish an interconnected system of pedestrian and bicycle paths linking scenic resources with other uses.

3. The City shall revise its Site Plan and Architectural Review Guidelines to ensure consistency with the Urban Design Plan.

**Goal B: To establish identifiable, visually appealing, and memorable entrances to the City**

**Policies**

1. The City shall upgrade the principal roads entering the City at strategic entry points through landscaping, signage, light standards, and other physical elements that identify and enhance them as gateways to the community. Entry points should be identified and designated on SR 99; SR 12; Kettleman Lane; Lodi Avenue; Lower Sacramento Road; Pine Street; Turner Road, and Hutchins Street, and screening of visually unattractive commercial and industrial uses.
2. The City shall investigate joining in a cooperative program with Caltrans to landscape designated entry areas on state highway routes.

**Goal C: To maintain and enhance the aesthetic quality of major streets and public/civic areas**

**Policies**

1. The City shall develop special design standards to upgrade roadways, including SR 12 and SR 99. Such standards shall include provisions for setbacks, signs, landscaping, parking, and upgrading commercial development along these streets, and screening of visually unattractive commercial and industrial uses.
2. The City shall develop a street tree program, with an emphasis on enhancing major arterial streets and unifying the CBD, civic center, and other public areas. The street tree program should include strategies for providing street trees through boulevard plants on City property, developer-provided plantings on either City property or private property (front yards), and city-furnished, planted, and maintained trees on private property (front yards).

**Goal D: To maintain and enhance the pedestrian scale of the built environment which contributes to the City's small-town character**

**Policies**

1. The City shall establish guidelines for enhancing the pedestrian scale and quality of all public spaces, including streets, sidewalks, public parking areas, parks, and

commercial areas. These guidelines should be designed to achieve the following objectives:

- o maintain and enhance the pedestrian scale of commercial areas outside the CBD through the design of building facades, courtyards, and pedestrian walks that provide shade through trellises, canopies, and awnings, and that are physically separated from parking areas and major streets;
- o provide pedestrian amenities such as benches, trash containers, street lights, and information kiosks;
- o provide a visual buffer between pedestrians and public parking lots;
- o temper the hot summer microclimate with aesthetically pleasing, shaded exterior spaces conducive to pedestrian use;
- o provide shade trees in parking lots to temper the summer microclimate and to enhance the pedestrian scale; and
- o explore the potential for creating pedestrian landmarks (such as sculptures) and attractive seating areas.

**Goal E: To maintain and enhance the aesthetic quality of the CBD and civic center, to maintain a clear definition and distinction between the CBD and the surrounding areas, and to preserve the small-town character of the City**

#### **Policies**

1. The City shall prepare and adopt a CBD/Civic Center Design Plan as part of the citywide Urban Design Plan as set forth in Policy A-2. The plan should be designed to achieve the following objectives:
  - o assess the urban design potential of each of the vacant parcels in the CBD and establish an overall urban design strategy;
  - o provide a clearer visual and functional link between the CBD and civic center through unified street lights, street trees, street furniture, and parking;
  - o ensure that parking lots do not destroy or dominate the fabric of the CBD/civic center area including avoiding parking lots at street intersections;
  - o provide unified landscaping (including street trees) in the CBD;

- o establish design standards and design review procedures for ensuring that the height, bulk, setbacks, facades, entryways, signs, and pedestrian areas (such as courtyards and walkways) contribute to creating a coherent, attractive, and lively CBD;
- o increase the quality and vitality of all public spaces in the CBD and civic center (streets, sidewalks, courtyards, parking lots, and parks), including the provision of landscape improvements (flowers, shrubs and trees), street furniture (benches, trash receptacles, drinking fountains and lights), and spaces for public art;
- o develop public and private open spaces in the CBD, particularly with respect to tempering the hot summer microclimate with aesthetically pleasing, shaded exterior spaces;
- o restore historic downtown structures consistent with the State Historic Building Code and better integrate historic structures into the CBD;
- o upgrade the visual quality of the SPRR corridor within the CBD, particularly between East Pine Street and East Elm Street, through measures such as landscaping, improved building maintenance, and converting building uses from industrial to retail uses (including converting the SPRR Depot into a civic-related function);
- o upgrade the area contiguous to the Lodi Arch to reinforce its value as the key City landmark; and
- o provide stronger visual and pedestrian linkages between the CBD/civic center and adjacent City parks, schools, and other open spaces.

**Goal F: To preserve existing community character and fabric, and promote the creation of a small-town atmosphere in newly developing areas**

**Policies**

1. The City shall respect existing neighborhood scale and character when infilling and/or upgrading existing residential areas.
2. The City shall promote the creation of well-defined residential neighborhoods in newly developing areas. Each of these neighborhoods should have a clear focal point, such as a park, school, or other open space and community facilities, and should be designed to promote pedestrian convenience.
3. The visual impact of automobiles shall be minimized in all new development.

4. New commercial and office development shall promote pedestrian convenience over parking considerations.
5. Open space provided within new developments shall be configured to link with existing urban open space.

**Goal G: To update and enhance the visual quality of the existing Eastside residential neighborhood**

**Policies**

1. The City shall provide home improvement incentives for upgrading landscaping and parking areas in the Eastside neighborhood.
2. The City shall develop and adopt architectural and site planning guidelines for renovation and upgrading of existing multifamily units to achieve a better "fit" of scale and massing between multifamily and contiguous single family units.
3. The City shall implement the recommendations contained in the "Eastside Residential Study Background Report" (November 1986) and "Eastside Alternatives Draft Environmental Impact Report" (July 1987).

**Goal H: To upgrade and enhance the aesthetic quality of existing strip commercial development**

**Policies**

1. The City shall formulate and adopt guidelines, incentives, and design standards as part of the City's Urban Design Plan, for upgrading and enhancing the visual and pedestrian quality of existing strip commercial development, particularly along Cherokee Lane, Lodi Avenue, and Kettleman Lane, including provisions for setbacks, signs, landscaping, parking, and pedestrian amenities.

**Goal I: To upgrade and enhance the aesthetic quality of industrial areas**

**Policies**

1. The City shall formulate and adopt guidelines, incentives, and design standards as part of the City's Urban Design Plan, for upgrading and enhancing the visual quality of existing industrial areas, including screening of industrial operations visible from public streets, site landscaping, and screening of parking lots.

2. The City shall require that all new industrial development receive the approval of the Site Plan and Architectural Review Committee (SPAARC).

**Goal J: To preserve and enhance Lodi's historical heritage**

**Policies**

1. The City shall develop an historic preservation ordinance.
2. The City shall coordinate with the State Office of Historic Preservation in developing the historic preservation ordinance.
3. The City shall work with property owners in seeking registration of historical structures as State Historic Landmarks or listing on the National Register of Historic Places.
4. The City shall consult with the California Archeological Inventory, Central California Information Center, at Stanislaus State University, on any project that could have an impact on cultural resources and implement the center's recommended mitigation measures.

**Implementation Programs**

1. The City shall adopt and periodically update an Urban Design Plan consistent with the objectives outlined in Policy A-2.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1992-1993; every 5 years thereafter

2. The City shall develop a coordinated program of signs, light standards, and markers to be used at entry points into the City.

Responsibility:

City Council  
Community Development Department  
Public Works Department



Time Frame:

FY 1991-1992

3. The City shall develop and adopt design standards for roadways consistent with the objectives outlined in Policy C-1.

Responsibility:

City Council  
Community Development Department  
Public Works Department

Time Frame:

FY 1991-1992

4. The City shall develop and adopt a street tree and civic area landscape program consistent with the objectives outlined in Policy C-2.

Responsibility:

City Council  
Community Development Department  
Public Works Department  
Department of Parks and Recreation

Time Frame:

FY 1991-1992

5. The City shall formulate and adopt guidelines for enhancing the scale and quality of pedestrian areas consistent with the objectives outlined in Policy D-1.

Responsibility:

Community Development Department

Time Frame:

FY 1991-1992

6. The City shall formulate and adopt a CBD/Civic Center Design Plan consistent with the objectives outlined in Policy E-1.

Responsibility:

City Council  
Community Development Department  
Public Works Department  
Department of Parks and Recreation

Time Frame:

FY 1991-1992

7. The City shall appoint a Citizens' Task Force to oversee the formulation of the CBD/Civic Center Design Plan.

Responsibility:

City Council

Time Frame:

FY 1991-1992

8. The City shall formulate and adopt architectural and site planning guidelines for the upgrading of the Eastside residential neighborhood consistent with the recommendations contained in the "Eastside Residential Study Background Report" (November 1986) and the "Eastside Alternatives Draft Environmental Impact Report" (July 1987).

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992

9. The City shall prepare and adopt an historical preservation ordinance.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992

10. The City shall adopt a building code for historic buildings, consistent with the State Historic Building Code, that regulates the updating of structural deficiencies in historically significant buildings.

Responsibility:

City Council  
Community Development Department

Time Frame:

FY 1991-1992

11. The City shall require that all new industrial development receive the approval of the SPAARC.

Responsibility:

SPAARC  
Community Development Department

Time Frame:

FY 1991-1992