2 LAND USE

How the city uses its land to meet the needs of both residents and business interests is central to the General Plan. This Plan seeks to accommodate anticipated population expansion, while maintaining the city's small-town identity and compact form, and providing for economic growth. The Land Use Element summarizes the city's existing land use pattern; establishes a General Plan land use classification system; describes development potential; and provides land use and economic development strategies.

To maintain flexibility in the face of changing and unpredictable market conditions, the General Plan accommodates a range of potential economic conditions, by identifying a phasing strategy for growth. While the details of this concept are discussed in Chapter 3: Growth Management and Infrastructure, a summary of this phased approach and the resulting development potential are reported in Section 2.3.

2.1 CURRENT LAND USE PATTERN

Overview

Lodi's current land uses are arranged in an overall pattern defined by Lodi's historic growth. Like many early farming communities, the city first developed along the Oakland-Sacramento Central Pacific Railroad when the Town of Mokelumne, as the city was originally called, was founded in 1869. Stores developed on the west side of the railroad around Sacramento, Pine, and Elm streets, and a flour mill anchored the east side at Main at Locust streets. Industrial uses continued to grow around the rail lines, and commercial uses around the railroad depot, where downtown is today. Residential areas developed in piecemeal in the areas between the central industrial and commercial core and the outlying agricultural lands.

Over time, commercial development stretched out along corridors—such as Kettleman and Cherokee lanes—with residential development emerging between them. Industries located along the Union Pacific Railroad and its spurs, and later expanded eastward, in the area now extending between SR-99 and the Central California Traction Railroad. In recent years, larger retail establishments have developed along the western portion of Kettleman Lane.

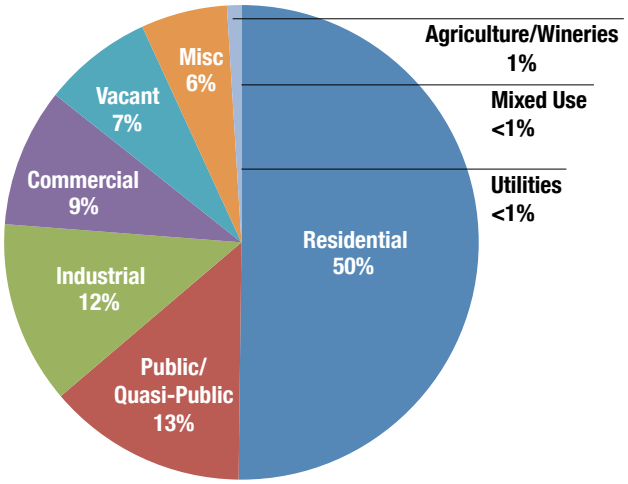
Residential use dominates the urban area, with some historic neighborhoods near downtown, and newer subdivisions spread between commercial corridors and extending west and south to the city's edge. Underutilized and vacant lands form a transitioning edge along the southern, western, and eastern perimeter of the city, but in the 2000s began filling up with new developments. Beyond the City limits, prime agricultural lands surround the city and contribute to its economy.

Lodi today contains diverse land uses, quiet neighborhoods, and reputable vineyards. Its land use pattern is also characterized by multiple commercial corridors; public uses, including parks, schools, hospitals, and places of worship; and established residential neighborhoods with a diverse architectural palette, from historic to contemporary. With its compact form, vibrant historic downtown, and industrial employment base with emphasis on wine and food industries, Lodi has distinguished itself from other towns and cities in the San Joaquin Valley.

Land Use Distribution

Major land uses in Lodi's city limits (excluding White Slough, streets and other rights of way) are residential (50%); public and quasi-public including schools (13%); industrial (12%); commercial, including retail and office (9%); vacant land (7%); miscellaneous land, including County, State, and parking areas (6%); agriculture and wineries (1%), utilities (<1%), and mixed-uses (<1%), as shown in Chart 2-1 and Table 2-1.

CHART 2–1: EXISTING LAND USES WITHIN CITY LIMITS, EXCLUDING WHITE SLOUGH



Source: Dyett & Bhatia, 2007.

TABLE 2–1: EXISTING LAND USES WITHIN CITY LIMITS, EXCLUDING WHITE SLOUGH

EXISTING LAND USE	ACRES
Residential	2,796
Single-Family	2,339
Duplex	101
Multi-Family	289
Mobile Homes	46
Senior Housing	20
Agriculture	55
Agriculture	48
Vineyard	7
Commercial	526
Hotels/Motels	19
Commercial	298
General Commercial/Shopping Center	103
Office	82
Medical Office, Clinics, Hospitals	25
Mixed Use	31
Industrial	693
Light Industrial	500
Heavy Industrial	181
Storage/Warehouse	12
Public/Quasi-Public	757
Public/Quasi-Public and Parks/Open Space	463
Schools	294
Other	781
Utilities	38
Miscellaneous (County, State, parking lots)	328
Vacant	416
Total	**5,639**

Source: Dyett & Bhatia, 2007.

Lodi's variety of land uses contribute to the city's identity and livability.

Single-family homes are the predominant housing types found in Lodi.

Commercial uses (middle) are typically located along the city's major corridors. Offices are more limited and are scattered throughout the city; still, Lodi Memorial Hospital (bottom) is one of the city's largest employers.

Residential Uses

Residential uses represent 2,796 acres or about 50% of total land area. A large proportion of residential land area in the city (84%) is devoted to single-family housing units. Multi-family housing composes 10% of the land area, duplexes compose 4%, and mobile homes and senior housing composes the remaining 2% and 1% of the residential land area, respectively. According to the California Department of Finance (DOF), Lodi had a population of 63,362 living in 23,353 housing units in 2008.

Non-Residential Uses

Industrial Uses

After residential, industrial is the next major land use in Lodi, accounting for 693 acres, or 12% of the city's land area. Large industrial users are located at Turner Road and South Mills Avenue, and scattered east of SR-99. The area east of SR-99 is also interspersed with warehouses and large vacant parcels. Along the railroad between Cherokee Avenue and Main Street, there are smaller industrial uses, small vacant parcels and residential lots.

Commercial Uses

Overall, commercial use accounts for 9% of Lodi's urbanized land area, with 526 acres. Of this, small or mid-sized commercial is the most dominant subcategory at 298 acres, or 5% of Lodi's total land use. General commercial and shopping centers compose 103 acres (2%) and hotels/motels 19 acres (less than 1% each). Commercial uses are concentrated in downtown and along several major corridors, including Kettleman Lane, Cherokee Lane, and Lodi Avenue.

Office and Medical Facilities

Offices and medical facilities occupy only a small portion of Lodi's land area, totaling 82 and 25 acres of land area, respectively (each less than 1% of the land area). This low proportion is not surprising given that few major employers in Lodi are in the services, finance, and insurance sectors. Offices are concentrated in four areas: downtown, Kettleman Lane, Ham Lane, and the industrial zone on

the east side of the city. In terms of medical facilities, Lodi Memorial Hospital is one of the largest employers in Lodi and the 14th largest employer in San Joaquin County.[1] The private not-for-profit hospital has two campuses and various facilities clustered around Ham Lane and South Fairmont Avenue, comprised of the hospital, clinics, medical offices, and laboratories. Moreover, the Blue Shield call center in the southeast portion of the city represents an expansion of office uses and may serve as a driver for other employment uses in this area.

Mixed-Use

Mixed-use developments, for the purposes of discussion here, are those with a combination of residential, retail, and/or office uses within the same parcel. In Lodi, mixed-use development usually encompasses retail or office use on the first floor, and residential or office use on the second floor. In total, mixed-use developments make up 31 acres (less than 1%) of the city, mostly in downtown.

Agriculture

Lodi wines and grapes are the pride of the region, but most agriculture activity takes place outside city limits. Agricultural uses encompass 55 acres (1%) of the City's incorporated limits; virtually all of this land is located in the newly annexed areas that have proposed or approved plans for urban development.

Public and Quasi-Public Uses

Public and quasi-public uses compose 757 acres (13%) of Lodi's urbanized land area. This is a reasonable proportion, given that Lodi is foremost a residential city, and requires services provided by pubic and quasi-public entities. Among all public uses, schools are the most dominant, comprising a total of 294 acres, or 5% of the city's land area. Many of the civic and public uses can be found in or around downtown, including the City Hall, public library, main police station, train station, Hutchins Street Square, and post office.

Most industrial uses are located east of SR-99.

Mixed-use developments (bottom) and civic uses (middle) are concentrated in and around Lodi's downtown.

[1] Mundie & Associates, 2007.

Vacant sites are often found along the Union Pacific Railroad tracks in the industrial area east of SR-99.

Utilities and Infrastructure

Excluding roads, highways, and other rights of way, infrastructure and utilities constitute less than 1% of the city's urbanized land area. These uses include electrical power towers and railroad buffers. Most of these are interspersed amongst industrial uses along the railroad lines.

Vacant

Approximately 416 acres of vacant land may be found within the city limits, representing 7% of the total land area.

Downtown captures Lodi's history and identity, but also contains opportunities for redevelopment.

2.2 LAND USE FRAMEWORK

Integrating the guiding principles outlined in Chapter 1: Introduction with existing development in the city results in a compact and coherent land use framework. This framework includes a land use diagram and classification system. Overall, the General Plan designates 2,264 acres of new urban area (including parks and open space), with an additional 1,260 acres designated as Urban Reserve. The Plan also focuses infill development efforts on 673 acres, in and around downtown and along the city's existing corridors. Within these areas, approximately 64 net acres have been identified for redevelopment.

Land Use Diagram

The Land Use Diagram in Figure 2-1 illustrates the land use framework, serving as a graphic representation of the themes and policies in the Plan. It designates the general location, distribution, and extent of land uses. The diagram is to be used and interpreted only in conjunction with the text and other figures contained in the Plan. The legend of the diagram includes the land use classifications described in the section below, which represents an adopted component of the Plan.

The diagram highlights several concepts: a mixed-use downtown, major commercial and mixed-use corridors, and office and industrial development east of SR-99. Residential development continues to compose the majority of the city, at a range of density levels. While the majority of new residential development will be single-family detached housing, higher density units—in the form of small-lot detached homes, townhouses and multifamily development—will comprise a larger share of residential options in the future. Medium- and some high-density housing is planned for highly accessible areas—near transit, commercial corridors, and downtown, and in and near mixed-use centers. Parks, schools, and other public facilities are dispersed throughout the city, but co-located with new mixed-use centers, to ensure a high level of accessibility to public services. New neighborhoods will have a range of housing types, focused around mixed-use centers, enabling children to walk to schools and residents to easily access stores and services.

Land Use Classification

This section specifies the uses that are permitted in each land use category. Density and intensity standards are also established for each classification. Residential density is expressed as housing units per net acre (excluding existing and proposed public streets and other rights of way). The range for each residential classification defines both minimum and maximum density. Non-residential development intensity is expressed as floor area ratio (FAR), which describes the ratio of gross floor area to site area. FAR is a broad measure of building bulk and is defined as a maximum for each classification.

FLOOR AREA RATIO

FAR expresses the ratio of building square footage to land square footage. For example, a FAR of 2.0 means that for every square foot of land, a developer may build two square feet of building. However, this example does not necessitate a two-story building that covers the entire lot. This FAR illustration describes different ways that a building can be constructed while meeting the FAR requirement. Within each set of examples, the building square footages and FAR values are equal, but the building footprints and heights change. (Note that this illustration does not account for additional setback and lot coverage requirements, described in the Zoning Ordinance.)

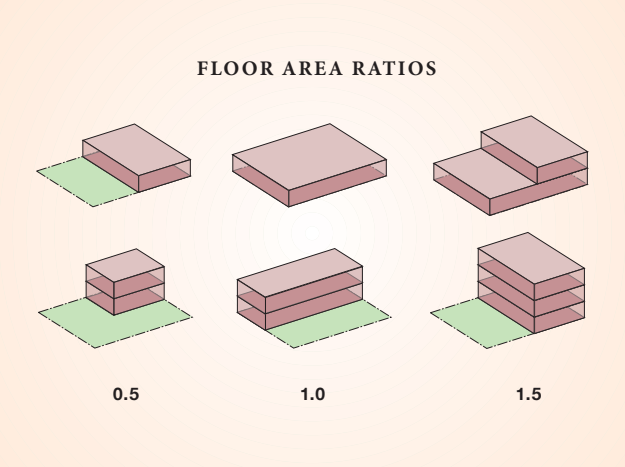
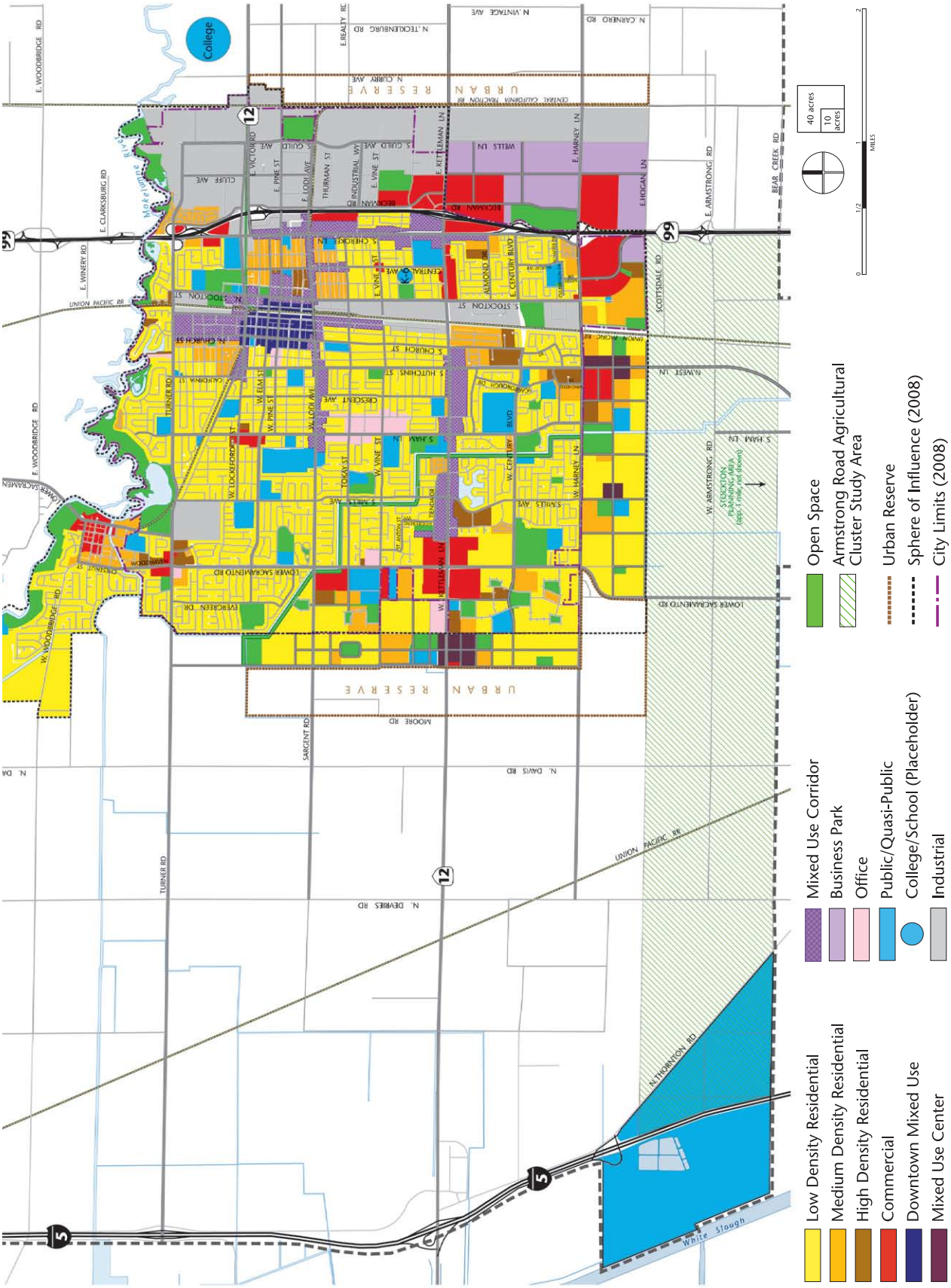


FIGURE 2-1: LAND USE DIAGRAM



Residential

In addition to densities stipulated below, the Zoning Ordinance may specify FARs for residential development in some areas, such as traditional neighborhoods around downtown, to ensure compatibility of housing size to lot size and overall neighborhood development pattern. Residential density ranges overlap across classifications in order to allow for some flexibility in housing type.

Low-Density Residential

This classification is intended for residential developments at densities of two to eight units per acre. This density is typical of old and new single-family neighborhoods with detached homes, such as Old Lodi and Sunwest. Most existing housing in Lodi falls under this category and the majority of new residential development will continue to be built within this density range.

Medium-Density Residential

This classification is intended for residential developments at densities ranging from eight to 20 units per acre. This density range accommodates a variety of housing types, including detached or attached (townhomes) single-family houses, and two or three-story multifamily units. This type of housing exists in the eastern neighborhoods, along Church Street, south of Kettleman Lane. Within new growth areas of the General Plan, Medium-Density Residential is planned between single-family neighborhoods and higher density housing in the Mixed-Use Centers, providing a smooth transition between districts and uses. This designation is also applied east and northwest of downtown to define areas where reinvestment of medium-density housing should be prioritized.

High-Density Residential

This classification is intended for residential development at densities of 15 to 35 units per acre. This density range includes townhomes and stacked multi-family housing, which due to their higher density concentration may provide more affordable rental and ownership

Residential classifications accommodate a range of density levels, but single-family housing will continue to be the predominate housing type.

Commercial and office classifications allow for large and small businesses.

housing opportunities as well as lifestyle options. This type of development in Lodi is generally dispersed around downtown and along Kettleman Lane. Within new growth areas of the General Plan, High-Density Residential is strategically located near parks, public facilities and Mixed-Use Centers, supporting these amenities and the development of new neighborhoods. This designation is also applied to a small area just east of downtown to define where reinvestment in high-density housing should be prioritized.

Commercial, Office, and Industrial

These non-residential designations describe a range of intensities and uses for commercial, office, and industrial uses. This range provides land area for different types and sizes of users, in a way that is compatible with surrounding development.

General Commercial

The classification provides sites for retail uses, including citywide shopping centers with off-street parking, neighborhood shopping with clusters of street-front stores, and hotels. This category includes large-parcel retail uses around Lower Sacramento Road and Kettleman Lane and highway-oriented commercial development near the exits of SR-99, as well as smaller-scale retail uses, including around the intersection of Vine Street and Central Avenue. The maximum FAR for this designation is 0.6.

Office

This classification describes administrative, financial, business, professional, and medical offices, including Lodi Memorial Hospital. Support commercial uses are also permitted, subject to limitations described in the Zoning Ordinance. The maximum FAR for this designation is 0.6.

Business Park

This classification is intended for office activities that generate high employment yield per acre. It accommodates campus-like environments for a corporate

headquarters and other office parks. This category includes the Blue Shield call center and designated sites in the southeast portion of the city for new employment opportunities. This designation may also provide for light industrial and production facilities such as Lustre-Cal. The maximum FAR for this designation is 1.0.

Industrial

The Industrial classification includes a mix of heavy manufacturing, warehousing, general service, storage, and distribution activities. This category includes the General Mills factory and existing uses along the railroad and east of SR-99. Industrial sites are available within and adjacent to the existing cluster of industrial uses in the east side of the city. The maximum FAR for this designation is 0.6.

Mixed-Use

Downtown Mixed Use

Downtown Mixed Use is intended for a variety of commercial, office, public, and medium- and high-density residential uses on infill sites in the vicinity of Lodi's downtown. This classification encompasses an expanded downtown area, across the railroad tracks and extending past Main Street. This designation seeks to enable improved connections and coherence, but does not seek to expand downtown to the Eastside neighborhood; rather, the Eastside is expected to maintain its own character.

Retail uses or eating and drinking establishments are required at the ground level (see Chapter 4: Community Design and Livability for specified sites). This category will maintain the mix, scale and character of downtown development, while providing opportunities for redevelopment of vacant, and underutilized sites. The maximum FAR for this designation is 3.0, which includes all residential and non-residential uses combined. At this intensity all parking is expected to be provided offsite; if on-site parking is provided, lower development intensities, as specified in the Zoning Ordinance, would be allowed.

Industrial activities including distribution, manufacturing, and warehousing, tend to be clustered on the east side of Lodi. The General Plan continues this trend.

Mixed-use development classifications accommodate a vertical and horizontal mix of uses downtown, along major corridors, and in new Mixed Use Centers.

Mixed Use Corridor

The Mixed-Use Corridor classification includes a variety of office and general commercial uses, as well as low-, medium-, and high-density residential along the city's major corridors: Kettleman and Cherokee lanes and Lodi Avenue. This category allows for somewhat more intensive development along these corridors to take advantage of vacant and underutilized sites and provide shopping and services to residents in highly accessible corridors. The maximum FAR for this designation is 1.2.

Mixed Use Center

This classification identifies new mixed-use neighborhood centers in the new growth areas of the General Plan. This category provides for a variety of residential, office, neighborhood commercial, and public uses. A minimum of 10% of the building area in each Mixed Use Center shall be composed of non-residential uses. Section 2.3: Development Potential identifies "Mixed Use Residential" units, which comprise medium- and high-density housing. Each of the three Mixed Use Centers identified in the Land Use Diagram are located near a park and school site, creating a true neighborhood center. The maximum FAR is 1.0 and the maximum height is 40 feet.

Public and Open Space

Public/Quasi-Public

This classification is applied to properties owned by government entities or quasi-public users. This designation includes government facilities, public and private schools, and libraries. Two placeholders are shown for a K-6 school and a potential site for a college campus on Figure 2-1. The maximum FAR for this designation is 1.0.

Parks/Open Space

This classification is intended for all parks and open spaces. This designation includes improved and unimproved parks, recreation complexes, trails, drainage basins, and cemeteries.

Urban Reserve (Phase 3)

The Plan identifies Urban Reserve areas (also referred to as Phase 3 development) to provide additional area for development, if sufficient capacity to accommodate growth in the initial phases is not available. Along the western edge of the city, the Urban Reserve designation represents future land area for residential and commercial land use. (Although specific land uses have not been delineated on the Land Use Diagram, land use mixes will be similar to the new land area designated just to the east and described later in this chapter). Along the eastern edge, the Urban Reserve designation provides additional area for industrial uses, taking advantage of railroad and highway access.

Armstrong Road Agricultural/Cluster Study Area

This overlay designation is intended to maintain a clear distinction between Lodi and Stockton. In coordination with relevant public agencies and property owners, the City will continue to study this designation area to determine a strategy to meet this objective. Potential strategies are identified in Table 3-1 of Chapter 3: Growth Management and Infrastructure.

Summary of Density and Intensity

Table 2-2 provides a summary of density and intensity standards in the General Plan.

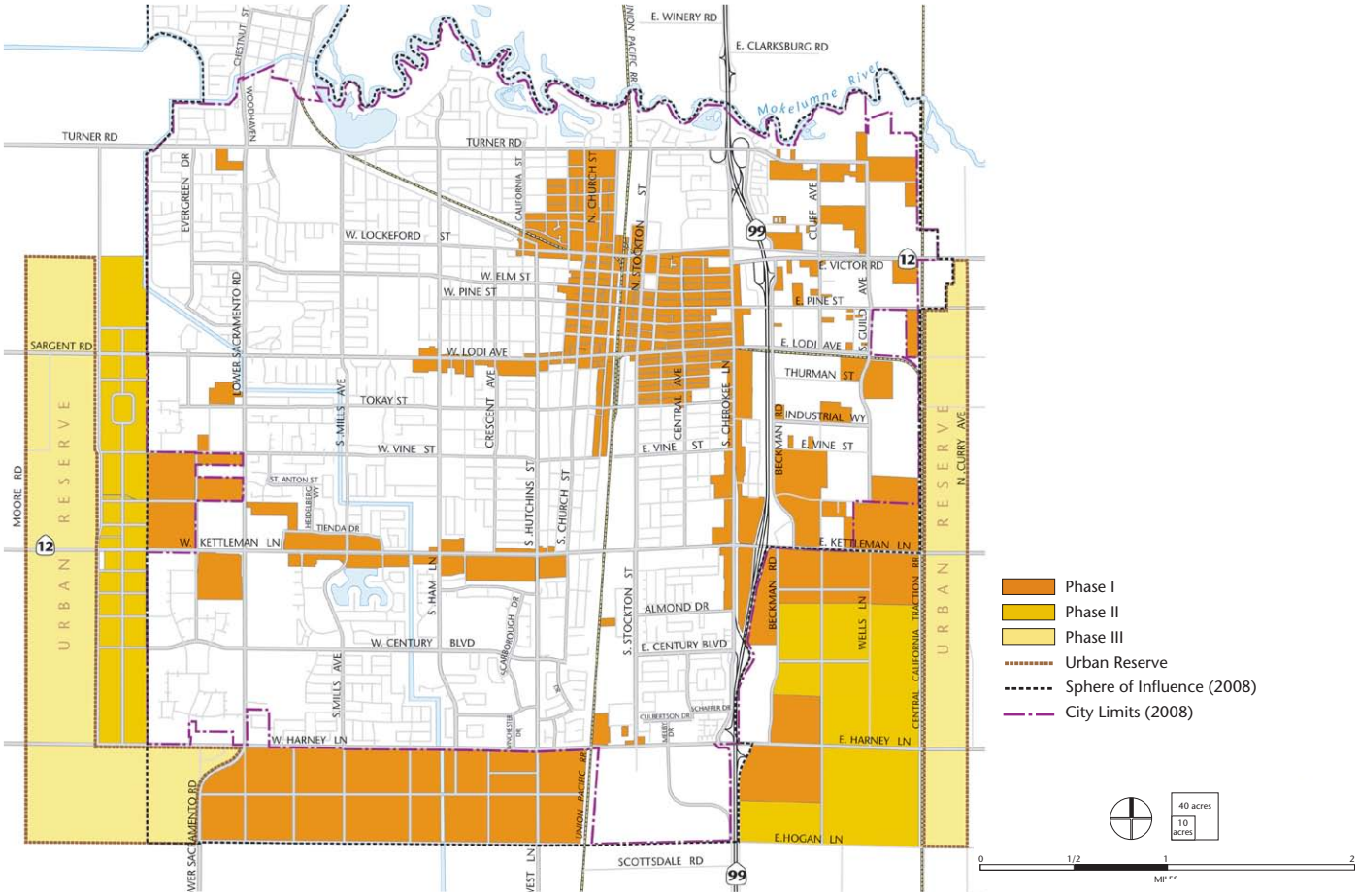
TABLE 2–2: STANDARDS FOR DENSITY AND INTENSITY OF DEVELOPMENT

LAND USE CLASSIFICATION	RESIDENTIAL DENSITY (DU/AC)	MAXIMUM FAR
Residential		
Low-Density Residential	2-8	n/a
Medium-Density Residential	8-20	n/a
High-Density	15-35	n/a
Commercial, Office, and Industrial		
General Commercial	n/a	0.6
Office	n/a	0.6
Business Park	n/a	1.0
Industrial	n/a	0.6
Mixed-Use		
Downtown Mixed Use	8-35	3.0
Mixed Use Corridor	2-35	1.2
Mixed Use Center	8-35	1.0

2.3 DEVELOPMENT POTENTIAL

Development potential is calculated based on assumptions of new commercial and residential development that could be built under the General Plan land use designation and densities/intensities. These assumptions enable calculation of projected population and employment, and allow the City to plan for growth and infrastructure accordingly. Development potential is reported by phase as shown in the graphic below. These phases are discussed in more detail in Chapter 3: Growth Management, but are summarized here:

- **Phase 1** represents a reasonable level of development given current market conditions and recent trends. This phase includes: approved and under construction development projects; infill development and redevelopment downtown, along the City's major corridors, and in the eastern industrial areas; new growth areas just south of Harney Lane and around the Kettleman and Harney lane interchanges of SR-99.
- **Phase 2** represents the next most contiguous areas that will be made available once the land area depicted in Phase 1 has been largely built out. This phase includes the areas just west of the western city limits and in the southeastern portion of the city, between SR-99 and the Central California Traction (CCT) Railroad line.
- **Phase 3** (Urban Reserve) represents the maximum land area that may needed over the course of the General Plan planning period and meets the requirements of the City's Growth Management Ordinance. This phase includes the farthest extent of the General Plan Land Use Diagram, along the western edge of the city to the elongated Moore Road and along the eastern edge to Curry Avenue.



Recently Approved Development

Existing development trends are included in the overall development potential of the General Plan. While Lodi's growth in recent years has been incremental on generally smaller parcels, the scale of the most recent major development projects—including the Southwest Gateway Project, Westside Project, and Blue Shield/Reynolds Ranch—is unprecedented in the city's history. Table 2-3 describes recently approved development projects.

Recently completed and approved projects in Lodi are expanding development at the urban edge.

TABLE 2–3: APPROVED DEVELOPMENT PROJECTS

PROJECT NAME	HOUSING UNITS	COMMERCIAL (SF)	HOTELS (ROOMS)	OFFICE (SF)	PUBLIC/ SCHOOLS (ACRES)	PARK/ BASIN (ACRES)
FCB Westside	773	-	-	-	10	25
FCB SW Gateway	1,363	-	-	-	14	27
Legacy Homes	217	-	-	-	-	-
Kirst Estates	65	-	-	-	-	-
Century Meadows One	129	-	-	-	-	-
BSC/ Reynolds Ranch	1,084	700,000	104	268,000	-	21
KB Homes Villas	80	-	-	-	-	-
Hampton & Holiday Inns	-	-	190	-	-	-
Total	**3,711**	**700,000**	**294**	**268,000**	**24**	**73**

Source: City of Lodi, 2008.

TABLE 2–4: POTENTIAL HOUSING UNITS

PHASE	HOUSING UNITS
Phase 1	4,400
Low-Density	2,000
Medium-Density	1,200
High-Density	300
Mixed Use Residential	900
Phase 2	1,900
Phase 3 (Urban Reserve)	3,800
Approved Projects	3,711
Existing (2008)	23,353
Total General Plan	**37,200**
Total does not sum exactly due to rounding.	

Source: Dyett & Bhatia, 2009; DOF, 2008.

TABLE 2–5: POTENTIAL POPULATION

PHASE	POPULATION
Phase 1	11,400
Phase 2	5,000
Phase 3 (Urban Reserve)	10,000
Approved Projects	9,700
Existing (2008)	63,400
Total General Plan	**99,500**
Total does not sum exactly due to rounding.	

Source: Dyett & Bhatia, 2009; DOF, 2008.

General Plan Development Potential

Residential

Phase 1 of the General Plan accommodates approximately 4,400 new housing units, as shown in Table 2-4. Low-density housing (primarily single-family detached units) continues to be the most prevalent housing type under the General Plan, comprising nearly half of all housing units. Medium-density housing constitutes 27% of all housing; mixed-use developments represent 20%; and high-density units represent 7%. Notably, the higher density housing represents a more efficient use of land: although the high-density and mixed-use residential units represent 27% of all units, the land area allocated for these units only compose 8% of total residential acres. By comparison, low-density housing comprises 70% of total residential acres.

An additional 5,700 units could be developed in phases 2 and 3. Phase 2 would include a similar mix of residential densities, while Phase 3 is assumed to include primarily low-density housing with some medium-density housing in appropriate areas. In sum, existing housing units, approved development projects, and net new units could result in 37,200 housing units.

Population

Phase 1 of the General Plan could add 11,400 new residents to Lodi. An additional 5,000 and 10,000 residents could be expected if Phase 2 and Phase 3 were developed, respectively. Accounting for the current population as well as new residents anticipated from recently approved projects, the General Plan could result in 99,500 residents, representing an annual growth rate of 2% (see Table 2-5). This potential meets the maximum population permissible under the City's Growth Management Ordinance.

Non-Residential

Table 2-6 summarizes net new development, by land use. Business Park and Industrial represent the largest non-residential land uses, with proposed development concentrated on the eastern portion of the city. Across all three phases, the Plan accommodates 7.3 million square feet of industrial development, 5.6 million square feet of office development, and 4.2 million square feet of commercial development (primarily General Commercial with some Neighborhood Commercial in Mixed-Use Centers). In addition, approximately 350 hotel rooms are included on the General Commercial square footage area. Areas identified for mixed-use development on the Land Use Diagram are broken down and reflected in the General Commercial, Neighborhood Commercial and Business Park designations in the table below.

Parks and drainage basins total 210 acres, resulting in a combined ratio of eight acres of open space per 1,000 new residents. This ratio is consistent with the standard set in the 1991 General Plan and the 1994 Parks Master Plan. Acreage for Public/Schools totals to 67 acres, allowing for five schools serving Kindergarten through eighth grade and other public facilities. (A generalized location for an additional Kindergarten through sixth grade school site is shown near Central Avenue and East Poplar Street, but is not reflected in the table.)

2.4 ECONOMIC DEVELOPMENT

Lodi's economic base has historically been concentrated on agriculture and manufacturing. Agriculture is a natural result of the city's location in one of the most fertile areas in the world. Manufacturing businesses have been attracted by the city's relatively inexpensive electricity, coupled with excellent access to transportation routes and facilities as well as a location that is central to the markets of the western United States. Today, tourism is a growing sector of the basic economy as well: visitors are attracted primarily by Lodi's premium wine industry. Finally, local-serving activities—primarily retail trade, services of all types, and local government (including education)—complement the basic activities and comprise the major part of the Lodi economy.

While most economic development activity occurs in the private sector, the City can work to: ensure City policies do not impede the needs of businesses to move or expand; facilitate and act as a catalyst for development in strategic market segments, especially those that may spur other activities or provide fiscal benefits; coordinate and provide for infrastructure improvements; and generate revenue to support community development objectives.

TABLE 2–6: POTENTIAL NET NEW NON-RESIDENTIAL DEVELOPMENT

LAND USE	PHASE 1	PHASE 2	PHASE 3	TOTAL
Business Park (sf)	1,099,000	3,474,000	0	**4,572,000**
Office (sf)	580,000	65,000	380,000	**1,025,000**
General Commercial (sf)	3,127,000	246,000	559,000	**3,932,000**
Neighborhood Commercial (sf)	134,000	65,000	47,000	**245,000**
Industrial (sf)	3,089,000	2,012,000	2,220,000	**7,322,000**
Parks and Open Spaces (acre)	75	55	80	**210**
Public/Quasi-Public (acre)	23	14	30	**67**
Total does not sum exactly due to rounding.				

Source: Dyett & Bhatia, 2009.

Retail and tourism represent two major opportunities for economic development.

Economic Sustainability and Growth Opportunities

The General Plan seeks to provide balanced land uses that generate adequate revenue to pay for the cost of services provided. A combination of office, retail, and visitors services and attractions, provide a range of jobs for local workers and revenue streams for the City government. The new growth areas provide land for potential large employment opportunities, akin to the Blue Shield call center or for industrial users. Highway-adjacent commercial designations may attract commercial users who favor highway accessibility. Smaller businesses and specialty stores are accommodated along the city's existing corridors, downtown, and in the new Mixed-Use Centers.

As a long-term planning document, the General Plan may span several local and economic cycles of growth and retrenchment. The Plan does not attempt to respond to the current economy; rather it seeks to provide a framework for logical growth and a balance of land uses. In particular, the multi-faceted land use approach will allow the city to be flexible and resilient as market conditions change.

Retail

According to the State Board of Equalization, the number of retail outlets in Lodi has increased during the past decade, particularly from the addition of restaurants, auto dealers and suppliers, home furnishing stores, and other specialty stores. When the number of retail outlets in Lodi increase, so do the value of taxable sales, suggesting that the existing and evolving retail offerings continue to appeal to Lodi residents and/or visitors.

Lodi will face retail competition not only from the existing developments within the city, but also from shopping centers in north Stockton and expanding retail development in Elk Grove and other communities along SR-99. These new centers will be substantially supported by the residents of those communities, but will also look to the greater region, including Lodi, for added customers. Lodi's ability to compete and attract regional retailing, including apparel and specialty

stores, will depend on not only on the amount of market support available from existing and new households, but also on the locations of available sites and the speed/ease of the approval process.

Tourism

Wine-Related

With the emergence of Lodi as a premium wine grape region, the city has the potential to attract increased visitor activity, which could in turn help to strengthen the local economy. Visitors support the hotel/motel sector along with dining establishments and, potentially, specialty stores that provide an attractive recreational shopping experience that is one element of a weekend getaway. The Lodi region is increasingly attractive to Central Valley residents who desire a wine-oriented getaway but are put off by the traffic congestion on routes that would take them to the Napa Valley, as well as others from the Bay Area. The meeting and concert facilities at Hutchins Street Square are another draw.

Background studies for the General Plan postulate that if Lodi could attract one-eighth of the visitor spending that the Napa Valley does, spending would amount to about $115 million per year.[2] To support the increased hotel needs, the General Plan accommodates 350 new hotel rooms, bringing the total number of rooms in the city to approximately 975 (including approved/under construction hotels).

However, tourism related to agricultural activity, including wine grapes and wine tasting, is highly seasonal: peak seasons are in the fall, during the crush and, to a lesser degree, during the spring when the weather is nice and the grapes are beginning to show on the vines. In addition, visitor activity exhibits a cycle of intense activity on the weekends and significantly less activity on weekdays. These extremes of peak and off-peak visitation by season and by weekday and weekend create formidable challenges for visitor accommodations and for restaurants that cater to the visitor market.

[2] Napa County Conference and Visitors Bureau and Purdue Tourism and Hospitality Research Center, Napa County Economic Impact Study, An Executive Report, March 2006 and City of Lodi General Plan Update, Working Paper #3: Growth & Economic Development Strategy, July 2007.

Other Attractions

Maintaining an attractive downtown, and strengthening the retail base of downtown, and presenting a welcoming atmosphere are also keys to fostering tourism. Lodi must not only attract visitors, it must entice them to stay overnight and to spend money within the City for tourism to be an effective economic and fiscal tool. Programming at Hutchins Street Square could contribute to this effort, but the level of activity/number of performances would have to increase for the facility itself to become a more powerful destination for out-of-towners. In addition, the Grape Bowl, Softball Complex, the proposed DeBenedetti Park, and the City's other sports complexes are prime facilities for athletic tournaments. Such events could attract new visitors and families to Lodi, who would be staying in hotels, eating in restaurants, and enjoying Lodi's visitor facilities.

Office/Industrial

Continued vitality of the wine grape industry, availability of affordable power, and access to transportation will support Lodi's efforts in attracting business. The General Plan designates new office and industrial parcels for development east of SR-99. The City should focus its economic development efforts in the office and industrial sectors on companies that have some functional relationship to Lodi's existing economy with (e.g. plastics companies, food processing) or on companies that require a central California location but do not find Stockton or Sacramento appealing. Blue Shield's decision to remain in Lodi, moving to a larger facility, reinforces the importance of a reliable power supply and a steady labor force.

Attracting a regional headquarters of a large company could have the dual benefit of creating jobs while also enabling hotel development and occupancy. Larger businesses require regular visits from associated suppliers, clients, and company personnel located in other cities. The promise of business trip-related activity would help a hotel/motel justify a new location in an area where tourism is a highly seasonal activity.

Regional Industries and Employment

Recent Trends

According to the California Employment Development Department (EDD), in San Joaquin County, the number of jobs increased by 32% during the 15-year period between 1992 and 2007 (see Table 2-7). Sectors that accounted for the greatest shares of total employment in 2007 were trade, transportation and utilities (17%) and government (14%).

The sectors that gained the greatest numbers of jobs countywide during the 15-year period were construction (+9,000 jobs), professional and business services (+8,300 jobs), education and health services (+8,100 jobs), retail trade (+7,900 jobs), and transportation/ warehousing/ utilities (+6,600 jobs). Leisure and hospitality (which includes arts/entertainment/recreation, accommodations, and food services/drinking places) and government also gained substantial numbers of employees (+5,700).

Farming activities saw the greatest decrease in jobs, declining by 19% (-12,200 jobs). The only nonfarm industrial sector that lost employment during this period was manufacturing (-600 jobs, or about 3% of the total in 1992). This loss was shared by durable goods (which includes plastics, a significant contributor to Lodi's economy; -100 jobs, or 1%) and nondurable goods (which includes food processing, another significant contributor to Lodi's economy; -500 jobs, or about 4%).

Projections

The San Joaquin Council of Government (SJCOG) projects that the County will have nearly 289,500 jobs by 2030. This would represent a 31% increase over 2007 employment.

TABLE 2–7: HISTORICAL EMPLOYMENT IN SAN JOAQUIN COUNTY

JOBS, BY TYPE	1992	2007	% OF TOTAL IN 2007	% CHANGE, 1992-2007
Total Farm	15,100	12,200	6%	-19%
Total Non-Farm	152,000	209,200	94%	38%
Trade, Transportation and Utilities	31,900	50,300	17%	58%
Government	35,300	40,900	14%	16%
Retail Trade	19,000	26,900	9%	42%
Educational and Health Services	18,000	26,100	9%	45%
Manufacturing	21,900	21,300	7%	-3%
Professional and Business Services	10,200	18,500	6%	81%
Leisure and Hospitality	12,000	17,700	6%	48%
Construction	6,500	15,500	5%	138%
Transportation, Warehousing and Utilities	6,900	13,500	5%	96%
Nondurable Goods	11,200	10,700	4%	-4%
Durable Goods	10,700	10,600	4%	-1%
Financial Activities	8,700	9,800	3%	13%
Wholesale Trade	6,000	9,900	3%	65%
Other Services	5,100	6,400	2%	25%
Information	2,300	2,500	1%	9%
Natural Resources and Mining	100	200	<1%	100%
Total	**167,100**	**221,400**	**100%**	**32%**

Source: EDD, 1992 and 2007.

Local Industries and Employment

Recent Trends

Industries

County Business Patterns, published by the U.S. Department of Commerce, provides an extensive list of private businesses in Lodi as shown in Table 2-8. This list shows that the greatest number of businesses in Lodi are in the retail sector; followed by the construction businesses; accommodation and food services; and health care and social assistance establishments.

Lodi's largest employers and industries are in the tourism, plastics, and manufacturing industries, as shown in the text box on the following page.

Employment

SJCOG estimated that there were 23,438 jobs in Lodi in 2005. Inflating this 2005 value and using SJCOG's projections for 2010, there were approximately 24,655 in 2008. In terms of employed residents, the city has seen a slight decrease in employment and corresponding increase in unemployment between 2007 and 2008. In 2008, EDD reported 32,000 persons in the labor force and an unemployment rate of 7.8%, a slight increase over the 6.0% rate in 2007. The job market in Lodi is somewhat better than in the County as a whole, which reported a 10.4% unemployment rate in 2008.

Income and Affordability

According to EDD, average individual annual wage levels in San Joaquin County were $40,184 in the first quarter of 2008. Within Lodi and at the household level, the American Community Survey (ACS) three-year estimates for the 2005 to 2007 period, report median income at $48,074 annually.

The ACS also provides an indicator for housing affordability, reporting the percent of income spent on housing. Fifty-eight percent of renter households and 38% of owner households spent more than 30% of their household income on rent and ownership costs, respectively. This threshold is generally considered to be above the cost burden, suggesting that incomes are not sufficient to meet housing costs, particularly for renters. The Plan provides for a greater range of housing types and sufficient land for employment in order to improve both housing affordability and job opportunities.

Lodi's largest employers are in the wine/food, plastics, and manufacturing sectors.

TABLE 2–8: NUMBER OF PRIVATE SECTOR EMPLOYERS IN LODI, BY INDUSTRY

INDUSTRY	NUMBER OF ESTABLISHMENTS	PERCENT OF ESTABLISHMENTS
Retail Trade	205	12%
Construction	175	10%
Accommodation and Food Services	156	9%
Health Care and Social Assistance	134	8%
Other Services (except Public Administration)	128	8%
Manufacturing	110	6%
Real Estate & Rental & Leasing	103	6%
Wholesale Trade	101	6%
Finance and Insurance	94	6%
Professional, Scientific & Technical Services	92	5%
Educational Services	74	4%
Information	68	4%
Mining	64	4%
Arts, Entertainment & Recreation	57	3%
Admin, Support, Waste Mgt, Remediation Services	52	3%
Transportation and Warehousing	43	3%
Management of Companies and Enterprises	28	2%
Forestry, Fishing, Hunting, and Agriculture	8	<1%
Unclassified Establishments	7	<1%
Total	**1,699**	**100%**

Data for zip codes 95240, 95241, and 95242.

County Business Patterns includes most private employers; it excludes data on self-employed individuals, employees of private households, railroad employees, agricultural production employees, and most government employees

Source: County Business Patterns, 2006.

LODI'S LARGEST EMPLOYERS AND INDUSTRIES

WINE, FOOD, TOURISM, AND AGRI-BUSINESS	PLASTICS	MANUFACTURING AND GENERAL SERVICES
• Cottage Bakery • General Mills, Inc. • Miller Packing Company • Pacific Coast Producers • Wine and Roses Inn & Spa	• CertainTeed Corporation • Dart Container Company • Epic Plastics • Quashnick Tool Corporation • Schaefer Systems International • Scientific Specialties Inc.	• Blue Shield of California • Holz Rubber Co. • Kubota Tractors • LMI/All Country Glass • Lodi Iron Works • Lustre-Cal Nameplate Corporation • Valley Industries

Source: City of Lodi, 2006.

Projections

The total additional employment accommodated in the General Plan by new commercial, office, industrial, and mixed-use land designations could allow for 11,600 new jobs in Lodi, as shown in Table 2-9. Phase 2 and 3 could add 8,600 and 3,200 jobs, respectively, resulting in over 23,000 jobs between all three phases. Additional jobs would be created by new schools, public facilities, and construction needs. Recently approved or completed development projects (such as the Blue Shield call center and retail sector jobs as part of the Reynolds Ranch development) are expected to produce an additional 2,900 jobs. In sum, Lodi could expect up to 51,000 jobs under the General Plan.

The General Plan projects a more balanced jobs/employed residents ratio compared with the city's past ratio, as shown in Chart 2-2. In 2008, Lodi had a jobs/employed residents ratio of 0.8, meaning that the city did not have quite enough jobs for all the working people who lived there, even if the match between job skills required and job skills offered had been perfect. The General Plan designates land area for substantial employment growth, should market opportunities exist, resulting in an improved ratio of 0.9 through Phase 1 and a potentially balanced jobs/employed residents ratio of 1.0 under full General Plan development. This latter ratio suggests that the city would have about as many jobs as employed residents.[3]

TABLE 2–9: POTENTIAL EMPLOYMENT

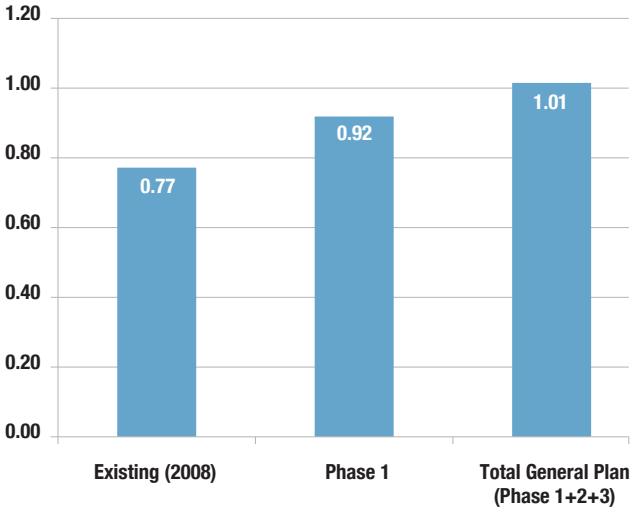
	NUMBER OF JOBS
Phase 1	11,600
Phase 2	8,600
Phase 3	3,200
Approved/Completed Projects	2,900
Existing (2008)[1]	24,700
Total	**51,000**

[1] 2008 value estimated from 2005 and 2010 projections.

Total does not sum exactly due to rounding.

Source: Dyett & Bhatia, 2009; SJCOG, 2004.

CHART 2–2: JOBS/EMPLOYED RESIDENTS RATIO



[3] The projected jobs/employed residents ratio uses the same proportion of employed residents in the total population from 2000 (51%) to estimate the potential workforce in 2008 and in the future.

2.5 POLICIES

For policies relating to phasing and growth management, see Chapter 3: Growth Management and Infrastructure. For policies relating to urban design and community character, see Chapter 4: Community Design and Livability.

GUIDING POLICIES

LU-G1 Create a balanced and sustainable land use pattern that provides for a diversity of uses and satisfies existing and future needs.

LU-G2 Encourage development of downtown as a mixed-use activity center with a range of commercial, residential, and civic uses.

LU-G3 Promote revitalization of key commercial spines of the community with focused, mixed-use development.

LU-G4 Foster development of walkable new neighborhoods, with a mix of uses and diversity of housing types.

LU-G5 Maintain land use patterns that maximize residents' access to parks, open space, and neighborhood shopping centers.

LU-G6 Ensure the continued economic sustainability of the community and fiscal health of the City government.

LU-G7 Strengthen the City's economic base and provide employment opportunities for residents to achieve a more balanced jobs/housing ratio.

IMPLEMENTING POLICIES

Use Classifications and Land Use Program

LU-P1 Update the City's Zoning Ordinance and Subdivision Regulations contained in the Municipal Code for consistency with the General Plan, including the General Plan Diagram.

Zoning changes that will need to be made include:

- Establishment of new base districts, consistent with the land use classifications in the General Plan, such as for mixed-use centers, corridors and downtown; and
- New development regulations that reflect policy direction contained throughout the General Plan (e.g. parking standards).

LU-P2 Require sites designated for mixed-use development—downtown, corridors, and in new neighborhood centers—to be developed with a variety of residential and non-residential uses, in accordance with the General Plan designation.

LU-P3 Do not allow development at less than the minimum density prescribed by each residential land use category, without rebalancing the overall plan to comply with the "no net loss provisions of state housing law."

LU-P4 Maintain the highest development intensities downtown, and in mixed-use corridors and centers, with adequate transition to Low-Density Residential neighborhoods.

Land Use Pattern

LU-P5 Maintain a centralized economic development and land information system to continually monitor land use availability, ensuring sufficient land for appropriate use designations, development intensities and locations.

LU-P6 Locate new medium- and high-density development adjacent to parks or other open space, in order to maximize residents' access to recreational uses; or adjacent to mixed-use centers or neighborhood commercial developments, to maximize access to services.

LU-P7 Encourage new neighborhood commercial facilities and supermarkets in locations that maximize accessibility to all residential areas.

LU-P8 Permit child-care centers in all districts except Industrial.

- Regulations would also need to be in accordance with criteria for family day care homes established in Chapter 3.4 and Chapter 3.6, Division 2 of the California Health and Safety Code.

Economic Development

LU-P9 Focus new business park growth in the southeast portion of the city and new industrial growth along the two railroad lines, as shown in the Land Use Diagram.

LU-P10 Allow employee-serving amenities and services such as restaurants, cafés, dry cleaners, and other complementary uses in Business Park areas.

LU-P11 Promote clustering of industrial uses into areas that have common needs and are compatible in order to maximize their efficiency. Work closely with industry contacts to identify specific needs to be addressed through development standards.

LU-P12 Prioritize economic development activities on potential growth industries that are appropriate for Lodi, including retail and tourism, as well as office/industrial users in need of large parcels.

LU-P13 Continue to publish a handbook and/or fact sheets of permitting procedures and fees for new and existing businesses.

LU-P14 Partner with business and community groups to proactively pursue companies and industries and to implement economic development programs.

LU-P15 Continue efforts to locate a hotel in conjunction with or in proximity to Hutchins Street Square.

Downtown

LU-P16 Promote downtown as the center of tourism, business, social, and civic life by directing high intensity office uses, government, and entertainment uses to locate downtown.

LU-P17 Establish land use regulations and development standards in the Zoning Code to reinforce Downtown's assets and traditional development pattern. These should include:

- Extending the Downtown Mixed Use classification to parcels along Main Street on the Eastside to improve connectivity, while retaining the respective identities of downtown and the Eastside.
- Establishing maximum set-backs or build-to lines for development in areas designated Downtown Mixed Use.
- Requiring retail, eating and drinking establishments, or other similar active uses—except for sites designated Public—at the ground level. Alleyway corners shall be "wrapped" with retail uses as well.

LU-P18 Encourage medium- and high-density residential development in downtown by permitting residential uses at upper levels; and east and northwest of downtown, as depicted on the Land Use Diagram, by identifying vacant and underutilized sites that are appropriate for redevelopment.

LU-P19 Maintain parking regulations for downtown that are lower than elsewhere in the city, reflecting its position as a pedestrian- and transit-friendly center.

LU-P20 Expand the Downtown Parking District to include the Downtown Mixed Use area in order to consolidate parking areas. Require all development within these boundaries to either meet the established off-street parking requirements or contribute an appropriate share to the Downtown Parking District.

Mixed Use Corridors

LU-P21 Allow an appropriate range of single uses or mixed-use development, with use requirements/mixes as follows:

- Kettleman Lane. Allow any mix of uses as permitted within the Mixed Use Corridor classification. Ensure that residential uses are sited at upper levels or, if at ground level, then not directly facing the highly trafficked Kettleman Lane.
- Cherokee Lane. Require that any new development/redevelopment of sites with Mixed Use designation south of Tokay Street to devote at least one-quarter of the built-up area to commercial or business park uses, while allowing the full spectrum of single or mixed-uses permitted within the designation.
- Lodi and Central avenues. Require any development or redevelopment of sites to have active uses—retail, restaurants, cafés, and personal service establishments—fronting the streets at the ground level. A range of compatible uses, such as residential or office, may be located at upper levels and in portions not fronting the streets.

Existing Neighborhoods

LU-P22 Promote infill development that maintains the scale and character of established neighborhoods.

LU-P23 Establish bulk and Floor Area Ratio standards for older residential neighborhoods surrounding Downtown to preserve their character.

New Neighborhoods

LU-P24 Guide new residential development into compact neighborhoods with a defined Mixed-Use Center, including public open space, a school or other community facilities, and neighborhood commercial development.

LU-P25 Require a centrally located Mixed-Use Center within each new residential neighborhood: one west of Lower Sacramento Road and two south of Harney Lane, as shown on the Land Use Diagram. Centers should serve as a focal point for the surrounding neighborhood, be pedestrian-oriented and encourage a mix of uses to serve local needs.

LU-P26 Require a master or specific plan in areas with a Mixed-Use Center and adjacent complementary uses, as a condition of subdivision approval. Uses should include neighborhood commercial, civic and institutional uses, parks, plazas, and open space—consistent with Land Use Diagram (unless any of these uses are found infeasible and/or alternative locations are available to carry out mixed-use policies). Streets should adhere to the pattern depicted on the Land Use Diagram.

LU-P27 Provide for a full range of housing types within new neighborhoods, including minimum requirements for small-lot single family homes, townhouses, duplexes, triplexes, and multi-family housing.