

# LODI GENERAL PLAN UPDATE



## Draft Preferred Plan

City of Lodi  
November 2008



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# I Introduction

## PURPOSE AND PROCESS

The Lodi Preferred Plan has been prepared to provide the basis for development of the new General Plan. Decision-maker review and endorsement of the Preferred Plan will provide direction for development of detailed proposals and policies.

In May 2008, a report on Sketch Plans—which included three land use alternatives for future development and their transportation, infrastructure, and fiscal impacts—was prepared. The alternatives presented a range of options to guide future development and intensification in Lodi, addressed goals for conservation, economic development, and walkable livable neighborhoods, and analyzed relative impacts on traffic and infrastructure.

The alternatives were reviewed in a Community Open House/Planning Commission meeting on May 10, 2008, and in numerous small-group meetings held by City staff and consultants. The Preferred Plan also builds on existing conditions, opportunities and challenges assessment, and input from the community and decision-makers through workshops, meetings, and the citywide survey.

## PROJECT BACKGROUND

Lodi's current General Plan was adopted in 1991. Although many of its policies are still relevant, the city has undergone changes during this period. Since 1990, the population has grown by 23 percent—from 51,900 to 63,400. Despite the recent slowdown in housing demand, growth pressures continue to be felt from within and outside the City limits. Since the adoption of the current General Plan, new ideas have emerged. For example, the City sees its future increasingly tied to the wine industry, with the surrounding vineyards providing economic sustenance and distinctive character.

The new General Plan will establish a long-range vision for the city. Policies concerning physical growth and development management; the Armstrong Road Agricultural/Cluster Study Area; urban design; and growth of the wine industry and tourism, will all be addressed in the Plan. Eight chapters or elements will likely comprise the new General Plan: Land Use, Growth Management, Community Design and Livability, Circulation, Parks/Recreation, Conservation, Noise, and Safety. Sustainability policies will be incorporated throughout the General Plan. The Housing Element was prepared in 2004 and is being updated separately from this effort.

## WORK COMPLETED

As part of the General Plan Update process, four working papers documenting existing conditions, trends, planning issues, and implications have been prepared, as well as a report on Sketch Plans:

- Working Paper #1: Land Use, Transportation, Environment, and Infrastructure;
- Working Paper #2: Urban Design and Livability;
- Working Paper #3: Growth and Economic Development Strategy;

- Working Paper #4: Greenbelt Conservation Strategies; and
- Sketch Plan Report, which presented alternative land use scenarios for development.

## **PUBLIC INPUT**

Public participation lies at the heart of the Lodi General Plan Update. Community members and stakeholders are being asked for ideas and input through:

- Public workshops and meetings;
- Workshops with the City Council and Planning Commission;
- Stakeholder interviews and neighborhood meetings;
- Presentations to service clubs and neighborhood groups;
- Newsletters;
- A mail-in survey sent to all residential addresses in the city;
- Comments via e-mail; and
- A project website ([www.lodi.gov/community\\_development/general\\_plan](http://www.lodi.gov/community_development/general_plan)).

Reports on stakeholder meetings, the citywide survey, and community and decision-maker meetings are available on the project website. Together, the community and decision-makers will provide direction toward the next step in the process: the General Plan Update.

## **REPORT ORGANIZATION**

Following this introduction, the report presents the Preferred Plan in Chapter 2, which describes overall planning concepts, the land use diagram and classification, potential buildout in 2030. Next steps are described in Chapter 3.

## 2 Preferred Plan

### OVERALL PLANNING CONCEPTS

The Preferred Plan is illustrated in Figure 2-1 (Concept Plan) and Figure 2-2 (Draft Preferred Plan). The Plan depicts ten central concepts, highlighted during the visioning phase and developed through discussions with stakeholders and community members:

1. **Compact Urban Form.** The Preferred Plan maintains and enhances Lodi’s compact urban form, promoting infill development Downtown and along key corridors, while also outlining growth possibilities directly adjacent to the existing urban edge. The City’s overall form will be squarish, reinforcing Downtown as the heart of the community, with virtually all new development located within three miles from it.
2. **Preservation of Existing Neighborhoods.** Existing development in a vast majority of the Planning Area is proposed to remain as is, in terms of land use and density. Lodi residents are proud of their existing vibrant neighborhoods. They enjoy the small-town character of the city and would like to ensure that Lodi’s high quality-of-life is enhanced as the city grows.
3. **Study Area Along Southern Boundary.** In order to preserve agriculture and maintain a clear distinction between Lodi and Stockton, the Plan acknowledges the Armstrong Road Agricultural/Cluster Study Area along the south edge of Lodi, from I-5 to just east of SR-99, and south to Stockton’s Planning Area boundary.
4. **Enhanced Mixed-Use Centers.** The Plan shows a Mixed-Use overlay Downtown and along the city’s major commercial corridors. This delineation permits continued investment in these areas and enhancement through the development of vacant and underutilized parcels. The Plan also describes new neighborhoods organized around mixed-use centers, which provide retail services and office development, as well as housing.
5. **Employment-Focused Development in the Southeast.** The area east of SR-99 toward the south is shown as a growth area for office/business park uses and some commercial use. This area has excellent regional access, and is adjacent to existing urbanized areas.
6. **Street Connectivity and Urban Design.** A theme that emerged from community dialogue in the early stages of the planning process is the desire to see greater connections, mixing of uses, and diversity of building types in new neighborhoods. The updated General Plan will include a more complete discussion and plan for improving street connectivity, particularly in terms of access to Downtown, neighborhoods, jobs, and shopping.
7. **Enhanced Bicycle and Pedestrian Connections.** Lodi already has an expansive bicycle network and good pedestrian facilities, including sidewalks, signals, landscaping and street furniture—particularly Downtown. Improvements to pedestrian and bicycle pathways in new and existing neighborhoods will be identified in the General Plan Update.
8. **Recreation Path along Irrigation Canal Right-of-Way.** The Woodbridge Irrigation District (WID) Canal runs through the city, passing through residential neighborhoods. A public recreation trail is envisioned in the Preferred Plan, creating an amenity for walking, jogging and biking.

9. **Phasing Future Development.** The Plan identifies urban reserve area along the west and east edges of the city to provide additional area for development, if needed. These urban reserve areas ensure that the city conforms to its Growth Management Ordinance and grows at a reasonable rate.
10. **Mokelumne River as the City's Northern Edge.** The Lodi community has expressed a desire to see the river remain as the City's northern edge. The southern bank of the river (within the City) is occupied by residential uses and streets do not reach the river. Therefore, connectivity across the river to knit the urban fabric would be challenging if growth were to extend northward.

## **DRAFT LAND USE CLASSIFICATION SYSTEM**

The classifications in this section will represent adopted policy, once finalized and approved. They are meant to be broad enough to provide flexibility in implementation, but clear enough to provide sufficient direction to carry out the General Plan. These definitions may be elaborated upon as the General Plan is developed.

### *Residential*

- **Low-Density Residential:** Detached single-family dwellings ranging from two to eight units per acre. An average density of 6.5 units per acre is assumed for buildout projections.
- **Medium-Density Residential:** Detached or attached (townhomes) single-family, duplexes, triplexes, and fourplexes, ranging from eight to 20 units per acre. An average density of 12 units per acre is assumed for buildout projections.
- **High-Density Residential:** Townhomes and stacked multifamily housing ranging from 15 to 35 units per acre. An average density of 22 units per acre is assumed for buildout projections.

### *Commercial, Office, and Industrial*

- **General Commercial:** Retail uses, including citywide shopping centers with off-street parking and neighborhood shopping with clusters of street-front stores; also includes hotels. An average Floor Area Ratio (FAR) of 0.3 is assumed for buildout projections.
- **Business Park/Office:** Clusters of office activities that generate high employment yield per acre and smaller-scale professional, medical, and other support services. An average FAR of 0.35 is assumed for buildout projections.
- **Industrial:** Mix of manufacturing, production, warehousing, general service, storage, and distribution activities. An average FAR of 0.3 is assumed for buildout projections.

### *Mixed-Use*

- **Downtown Mixed Use:** Variety of commercial and office uses, and medium- and high-density residential development and mixed-use development on infill sites. An average FAR of 1.0 is assumed for buildout projections.
- **Mixed Use Corridor:** Variety of low-, medium-, and high-density residential, office and general commercial uses, along the city's major corridors. An average FAR of 0.45 is assumed for buildout projections.

- **Mixed Use Center:** New mixed-use neighborhood centers; variety of medium- and high-density residential, office and neighborhood commercial uses. An average FAR of 0.5 is assumed for buildout projections.

#### *Public and Open Space*

- **Public/Quasi-Public:** Government facilities, public and private schools, and libraries.
- **Parks/Open Space:** Parks, recreation complexes, trails, and drainage basins.

### **CITYWIDE GENERAL PLAN LAND USE FRAMEWORK**

Integrating the Preferred Plan concepts and planning areas with existing development in the city results in a compact and coherent land use framework, as shown in Figure 2-3. This draft land use framework will inform the land use diagram in the General Plan Update. The framework highlights a mixed-use Downtown, major commercial and mixed-use corridors, and office and industrial development east of SR-99. Residential development continues to comprise the majority of the city, with a range of densities. Most residential development continues to be low-density single-family attached and detached homes, although 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 to ensure a high level of accessibility to public services.

### **BUILDOUT**

Full development potential is referred to as “buildout.” It is calculated based on the assumptions of new housing and new commercial and residential development that could be built under the Preferred Plan. The buildout gives a theoretical indication of potential population and employment trends and allows the City to plan for growth accordingly.

#### **Residential**

Based on average buildout densities (described in the classification section above), the Preferred Plan accommodates approximately 6,400 housing units, as shown in Table 2-1. Low-density or single-family detached units would be the most prevalent housing type with 44 percent of the total. Units that are part of mixed-use developments constitute 25 percent of housing development, in the Preferred Plan; medium-density units represent 22 percent; and high-density units represent nine percent.

The Urban Reserve area along the western side of the city accommodates an additional 3,900 housing units, allowing up to 10,300 new units by 2030. In sum, existing housing units, approved development projects, and the Preferred Plan would result in more than 37,000 housing units by 2030 (see Chart 2-1).

**Table 2-1: Preferred Plan Housing Units, by Density and Type**

<i>Residential Density/Type</i>	<i>Number of Housing Units<sup>1</sup></i>	<i>Percent Share</i>
Low-Density	2,800	44%
Medium-Density	1,400	22%
High-Density	600	9%
Mixed-Use	1,600	25%
Subtotal Preferred Plan	6,400	100%
<i>Urban Reserve</i>	<i>3,900</i>	
<b>Total Preferred Plan</b>	<b>10,300</b>	

<sup>1</sup>. Number of housing units is rounded to the nearest hundred.

Source: City of Lodi, 2008, California Department of Finance 2008, Dyett & Bhatia, 2008.

### Population

The Preferred Plan would add 16,600 new residents to Lodi by 2030. Accounting for the current population as well as new residents anticipated from recently approved projects, the population at buildout could result in nearly 90,000 residents, representing an annual growth rate of 1.5 percent (see Table 2-2). Since the City's Growth Management Ordinance allows for annual growth up to two percent, the Preferred Plan proposes an urban reserve area that delineates appropriate areas for further growth, up to the two percent threshold. If the market could bear this growth rate, the population could increase to nearly 100,000 at buildout in 2030 (Total, with Urban Reserve).

**Table 2-2: Summary of Projected Population at Buildout**

<i>Population Type</i>	<i>Number</i>	<i>Annual Growth Rate</i>
Preferred Plan <sup>1,2</sup>	16,600	
Recently Approved Projects	9,865	
Existing (2008)	63,362	
Subtotal Preferred Plan	89,827	1.5%
<i>Urban Reserve</i>	<i>10,100</i>	
<b>Total Preferred Plan</b>	<b>99,927</b>	<b>2.0%</b>

<sup>1</sup>. Preferred Plan population rounded to the nearest hundred.

<sup>2</sup>. Population assumed average household size of 2.75.

Source: City of Lodi, 2008, California Department of Finance 2008, Dyett & Bhatia, 2008.

### Non-Residential

Table 2-3 summarizes net new development, by land use. Business Park/Office represents the largest non-residential land use, with proposed development concentrated on the southeast portion of the city. Areas identified for mixed-use development on the Preferred Plan map are broken down and reflected in the General Commercial, Neighborhood Commercial and Office designations in the table below. Parks and detention basins total 142 acres under the Preferred Plan, 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 41 acres, allowing for two to three schools serving Kindergarten through eighth grade and other public facilities (exact school needs will be determined in conjunction with the Lodi Unified School District, as Plan details are worked out).

**Table 2-3: Preferred Plan Buildout, by Non-Residential Land Use**

<i>Land Use</i>	<i>Buildout<sup>1</sup></i>
General Commercial (SF)	3,465,000
Neighborhood Commercial (SF)	264,000
Business Park/Office (SF)	8,866,000
Industrial (SF)	2,152,000
Park/Detention Basin (Acres)	142
Public/Schools (Acres)	41

<sup>1</sup>. Buildout square footages are rounded to the nearest thousand.

Source: Dyett & Bhatia, 2008.

## Employment

The total additional employment accommodated in the Preferred Plan by new commercial, office, and industrial land designations would allow for 41,300 new jobs in Lodi, as shown in Table 2-4. Development within the Urban Reserve would create another 6,100 jobs. Additional jobs would be created by new schools, public facilities, and construction needs. Recently approved or “pipeline” 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 3,040 jobs. In sum, Lodi could expect nearly 78,000 jobs by 2030 (see Chart 2-1).

**Table 2-4: Preferred Plan Jobs, by Sector**

<i>Sector</i>	<i>Number of Jobs<sup>1</sup></i>
Commercial	10,700
Office	27,300
Industrial	3,300
Subtotal Preferred Plan	41,300
<i>Urban Reserve</i>	<i>6,100</i>
Total Preferred Plan	47,400

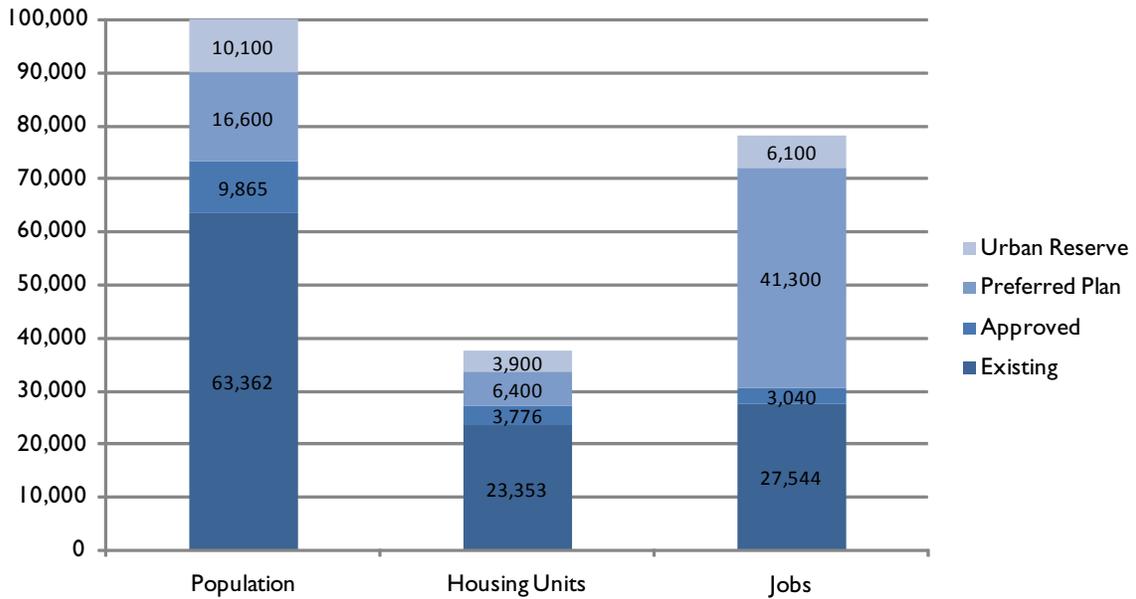
<sup>1</sup>. Number of jobs rounded to the nearest hundred.

Source: City of Lodi, 2008, California Department of Finance 2008, Dyett & Bhatia, 2008.

In 2000, Lodi had a jobs/employed residents ratio of 0.89, 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 Preferred Plan provides opportunity

for substantial employment growth should opportunities exist, resulting in a jobs/employed residents' ratio of 1.4 in 2030, both with and without the Urban Reserve.<sup>1</sup>

**Chart 2-1: Population, Housing Units, and Employment at Buildout**



Source: City of Lodi, California Department of Finance, Dyett & Bhatia, 2008; California Employment Development Department, 2006.

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<sup>1</sup> The jobs/employed residents ratio for 2030 uses the same proportion of employed residents in the total population from 2000 (57 percent) to estimate the potential workforce.

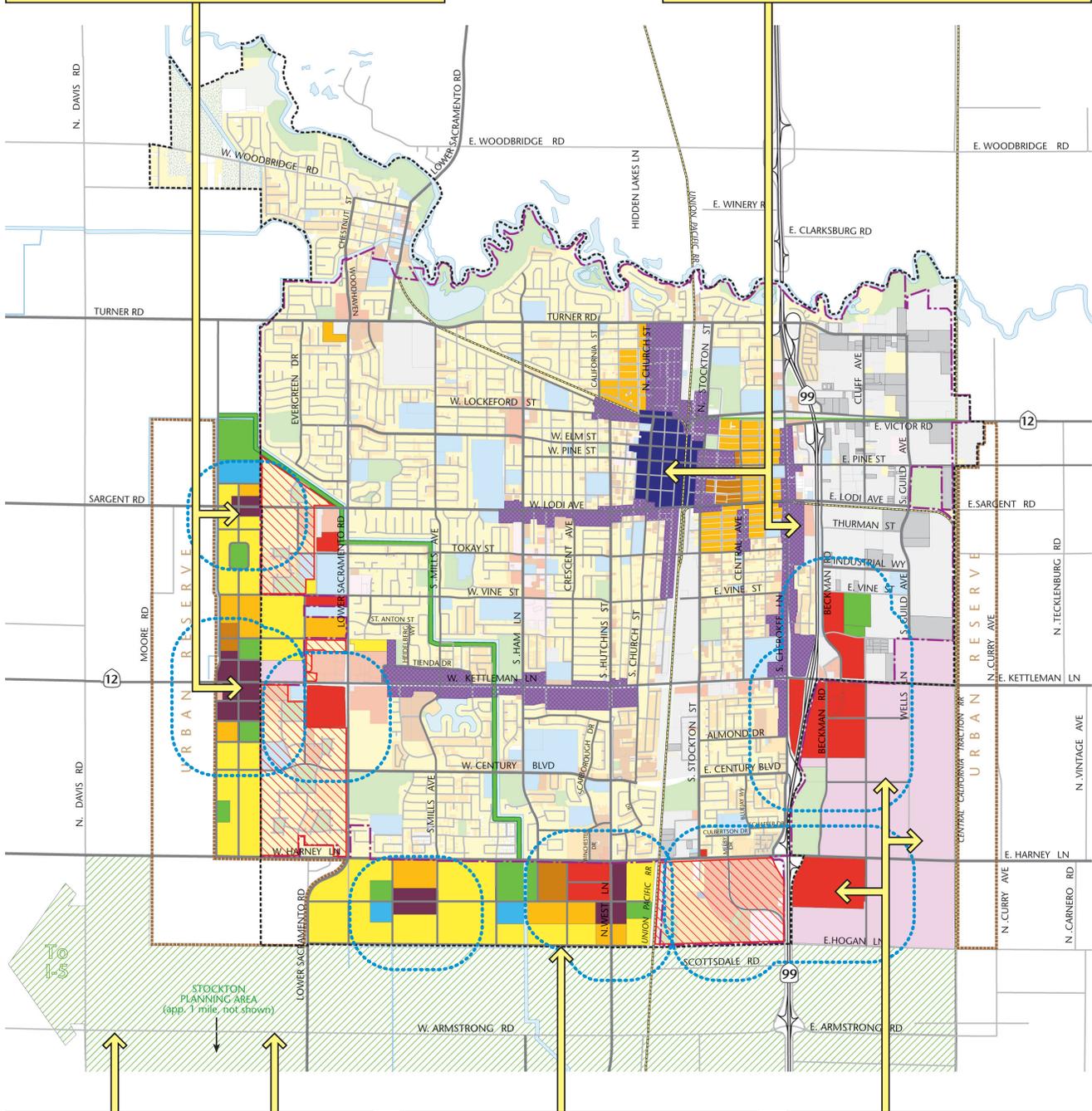
### **3 Next Steps**

The Planning Commission and the City Council will review and endorse the Preferred Plan. The Plan will then be used as the basis for crafting detailed General Plan policies. An Environmental Impact Report on the Plan will also be prepared. The Draft General Plan and the Draft EIR will be subject to community review and public hearings by the Planning Commission and the City Council prior to adoption.

Figure 2-1  
**Concept Plan**

New neighborhood centers are located near major corridors, creating connections to Downtown and existing neighborhoods. These mixed-use centers will contain housing, parks, schools, shops, and other public services.

The city's thriving Downtown will be enhanced through redevelopment of vacant and underutilized sites and complemented by the intensification of mixed-use corridors along some of the city's major streets.

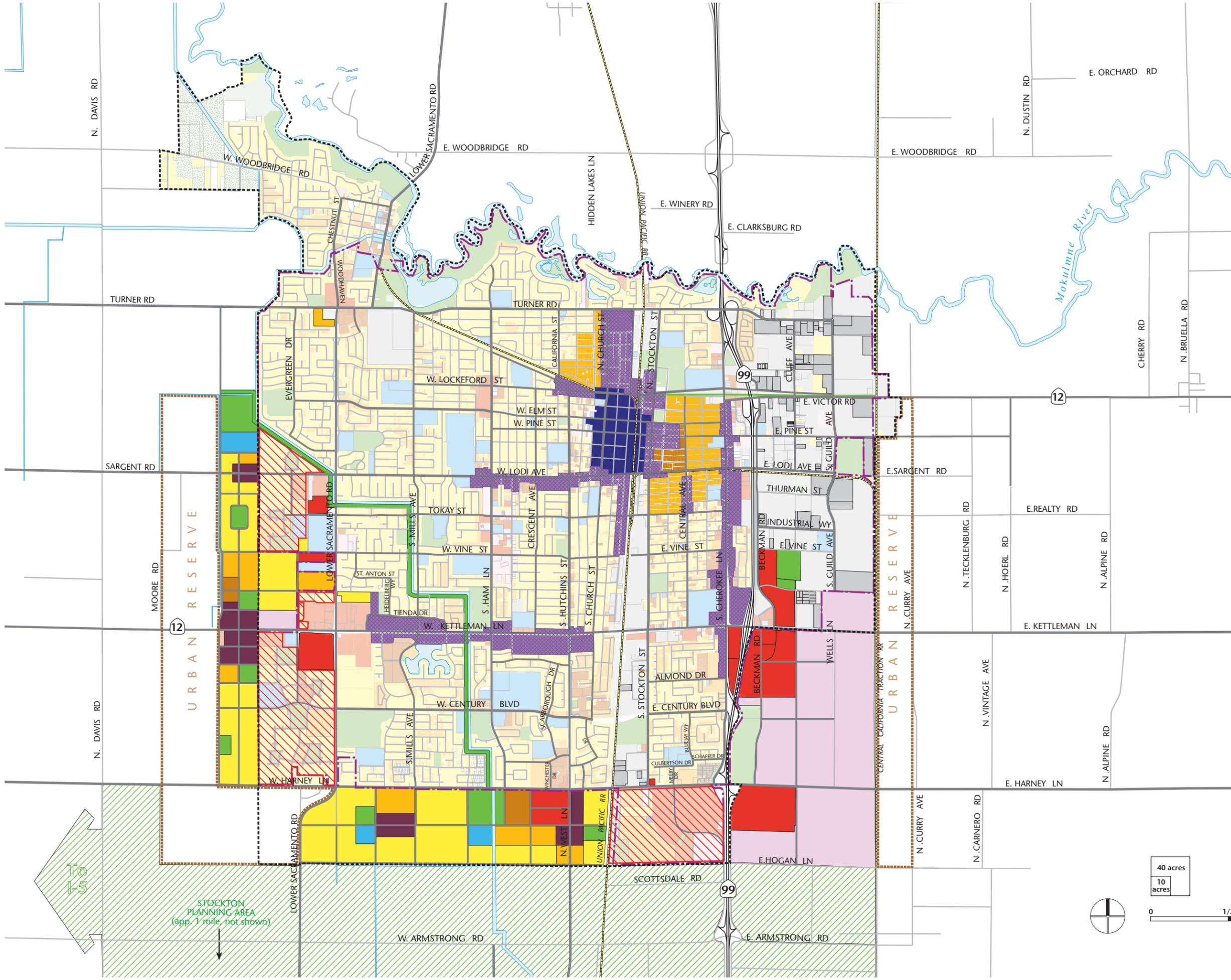


The Armstrong Road Agricultural/Cluster Study Area delineates the boundary between urban development in Lodi and the border of Stockton, just to the south.

Residents will enjoy easy access to neighborhood and commercial centers, shown here as 1/4-mile radius walking distances.

Business park, office, and commercial development capitalize on convenient highway and thoroughfare access.

Figure 2-2  
Draft Preferred Plan



- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Downtown Mixed Use
- Mixed Use Corridor
- Mixed Use Center
- Business Park/Office
- Public/Quasi-Public
- Industrial
- Open Space
- Armstrong Road Agricultural/Cluster Study Area
- Approved Projects
- Urban Reserve

- Sphere of Influence (2008)
- City Limits (2008)

**Existing Land Use**

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Office
- Public/Civic/Institutional
- Industrial
- Open Space/Recreation
- Parking
- Utilities
- Agriculture
- Vacant

To I-5  
STOCKTON PLANNING AREA (app. 1 mile, not shown)

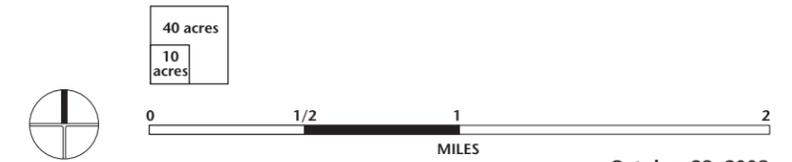
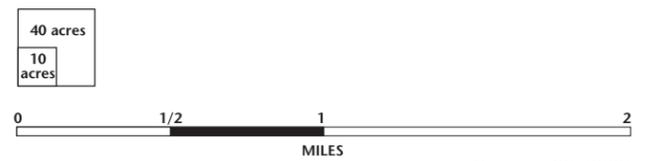
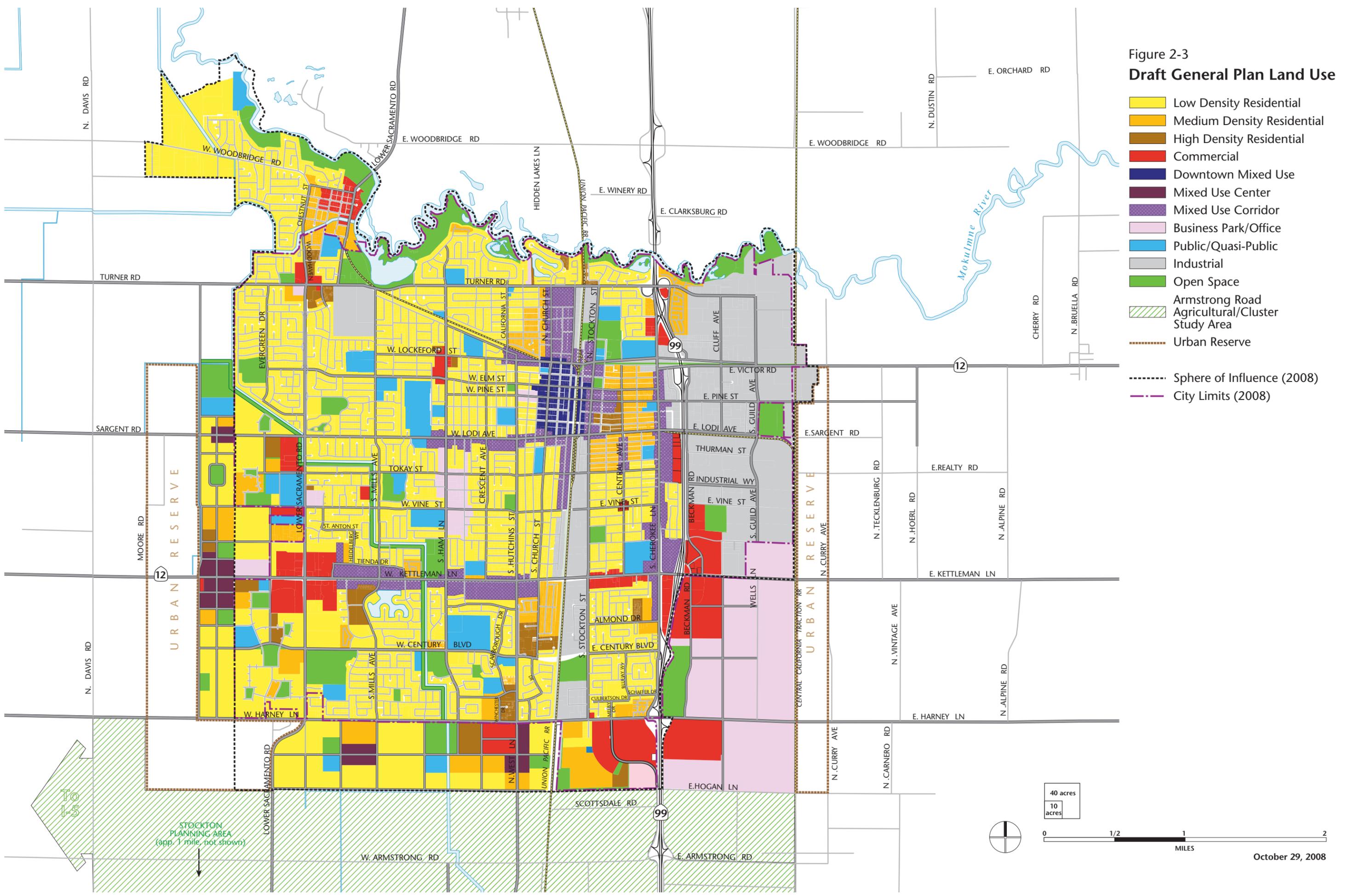


Figure 2-3  
**Draft General Plan Land Use**





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