

LODI MUNICIPAL SERVICES REVIEW



Prepared by the City of Lodi | October 12, 2007
for San Joaquin LAFCO



DESIGN, COMMUNITY & ENVIRONMENT

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I INTRODUCTION

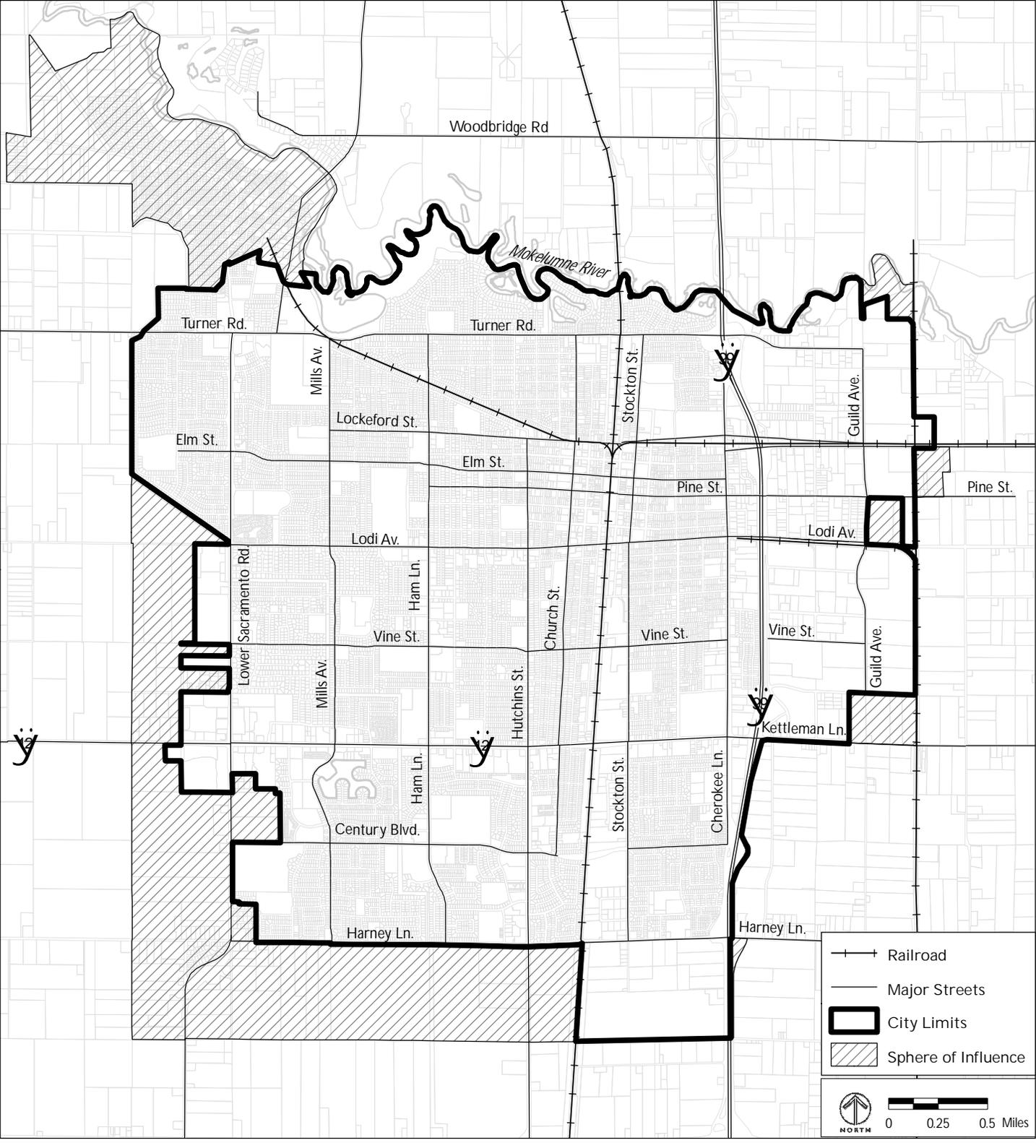
This Municipal Services Review (MSR) was prepared by the City of Lodi (the City) for the San Joaquin County Local Agency Formation Commission (LAFCo) in compliance with the 2000 Cortese-Knox-Hertzberg Act, which requires each LAFCo to prepare service reviews prior to establishing or updating spheres of influence (SOI).

According to LAFCo policies, this MSR must reflect “Sphere Horizons,” or planning boundaries, that describe logical boundaries at a time period between five- and ten- years and at the end of twenty-years. The focus of this MSR is on the provision of utilities and services for areas recently annexed by the City. The recent annexations referred to in this document are the Reynold’s Ranch, Westside and SW Gateway project areas. The ten-year planning sphere is the focus of this MSR.

Since the City of Lodi is in the process of updating the General Plan, a separate MSR will be prepared for additional lands identified for growth. The new General Plan will identify land to provide for potential growth during the next 20 years and beyond. The City’s General Plan update is expected to be adopted by Lodi City Council in 2008. Projections for the twenty-year sphere horizon included in the document will be amended upon adoption of the General Plan update. Any reference to the General Plan in this document refers to the current General Plan, and not the proposed document.

State law requires the MSR to make nine written determinations. This document has been organized by each of these topics, as follows:

- ◆ Chapter 2: Infrastructure Needs and Deficiencies
- ◆ Chapter 3: Growth and Population Projections for the Affected Area
- ◆ Chapter 4: Financing Constraints and Opportunities
- ◆ Chapter 5: Cost Avoidance Opportunities
- ◆ Chapter 6: Opportunities for Rate Restructuring
- ◆ Chapter 7: Opportunities for Shared Facilities
- ◆ Chapter 8: Government Structure Options
- ◆ Chapter 9: Evaluation of Management Efficiencies
- ◆ Chapter 10: Local Accountability and Governance



Source: City of Lodi GIS

FIGURE 1-1
LODI CITY LIMITS AND SPHERE OF INFLUENCE PRIOR TO RECENT ANNEXATIONS

A. Sphere of Influence

This section describes City limits and SOI at three points in time: as they existed prior to recent annexations, at a ten-year sphere horizon, and at a twenty year sphere horizon.

1. City Limits and SOI Prior to Recent Annexations

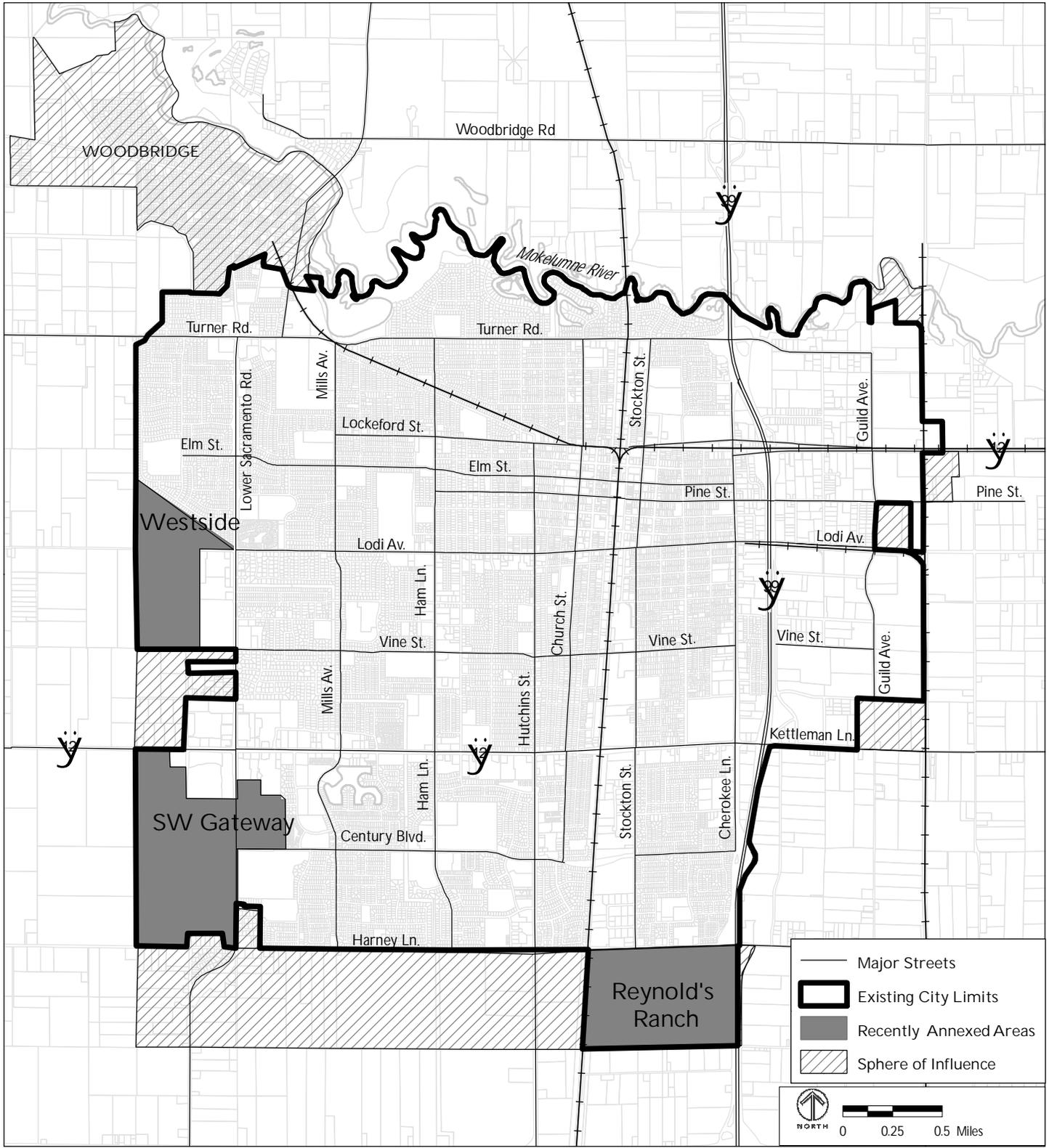
Figure 1-1 depicts the City limits as of December 6, 2006, before the annexation of the Reynold's Ranch, Westside, and SW Gateway project areas, and the SOI identified in the City's current General Plan. The SOI in the General Plan consists of approximately three square miles outside the City limits. Prior to recent annexations, City boundaries included approximately 12 square miles.

2. Ten-Year Sphere Horizon

The City limits depicted in Figure 1-2 are the result of recent annexations of three project areas, all of which were approved by July 26, 2007. The existing City limits also reflect the ten-year sphere horizon for the City, as additional annexations have not yet been implemented. However, the potential annexation of the San Joaquin Delta Community College project area is currently being explored, and would require an amendment to this MSR and the ten-year sphere horizon.

Development of the recently annexed project areas will include up to 3,174 residential units at build-out.¹ These project areas are the focus of this MSR, and are described in further detail below.

¹ This figure is based on information provided in the following documents: LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report; Willdan, August, 2006, Reynolds Ranch Project Final Environmental Impact Report, State Clearing House Number 2006012113.



Source: City of Lodi GIS

FIGURE 1-2
EXISTING CITY LIMITS AND SPHERE OF INFLUENCE (TEN YEAR SPHERE HORIZON)

◆ **Reynolds Ranch**

The Reynolds Ranch/ Blue Shield project area consists of approximately 220 acres, bounded by Harney Lane to the north, Highway 99 to the east, and the Union Pacific Railroad to the west. The project area's southern boundary runs approximately 650 feet north of Scottsdale Road. The entire property was annexed by the City of Lodi on December 8, 2006, and the City's current General Plan has been amended to reflect the resulting change in city boundaries. Proposed development of Reynolds Ranch includes 1,084 residential units on 96.6 acres, 20.1 acres for office development, and 40.5 acres for retail development. Development of the project will take place in two phases. The first phase will include the office development and 150 units and was originally expected to reach build out by 2008. The second phase will include all remaining development for the project, and is expected to be reached no later than 2030.

◆ **Westside**

The Westside and Southwest Gateway projects are within the City's SOI, and have been approved by San Joaquin LAFCo for annexation by the City of Lodi. Included in the EIR for the annexation and development of these project areas are twelve additional parcels, which have also been approved for annexation by San Joaquin LAFCo.

The Westside project area was annexed by the City on July 26, 2007. The project area consists of 151 acres located in an unincorporated area of San Joaquin County. The project area is bounded by the Woodbridge Irrigation District Canal to the north, agricultural land to the west and south, and existing development to the east of Lower Sacramento Road. The proposed project includes up to 740 residential units, a 10.6 acre school site, and approximately 20 acres of parks and park basins.

The Westside project is expected to be completed in three phases. The timing of these phases will depend upon infrastructure design and residential demand. The first phase will include infrastructure development for sewer and water connections, street improvements, and development of 250 low-

and medium- density units. The school site will be available for development by Lodi Unified School District during this phase. During the second phase, high-density townhomes and approximately 100 additional medium- and low-density units will be developed. Remaining development will be completed during the third phase.²

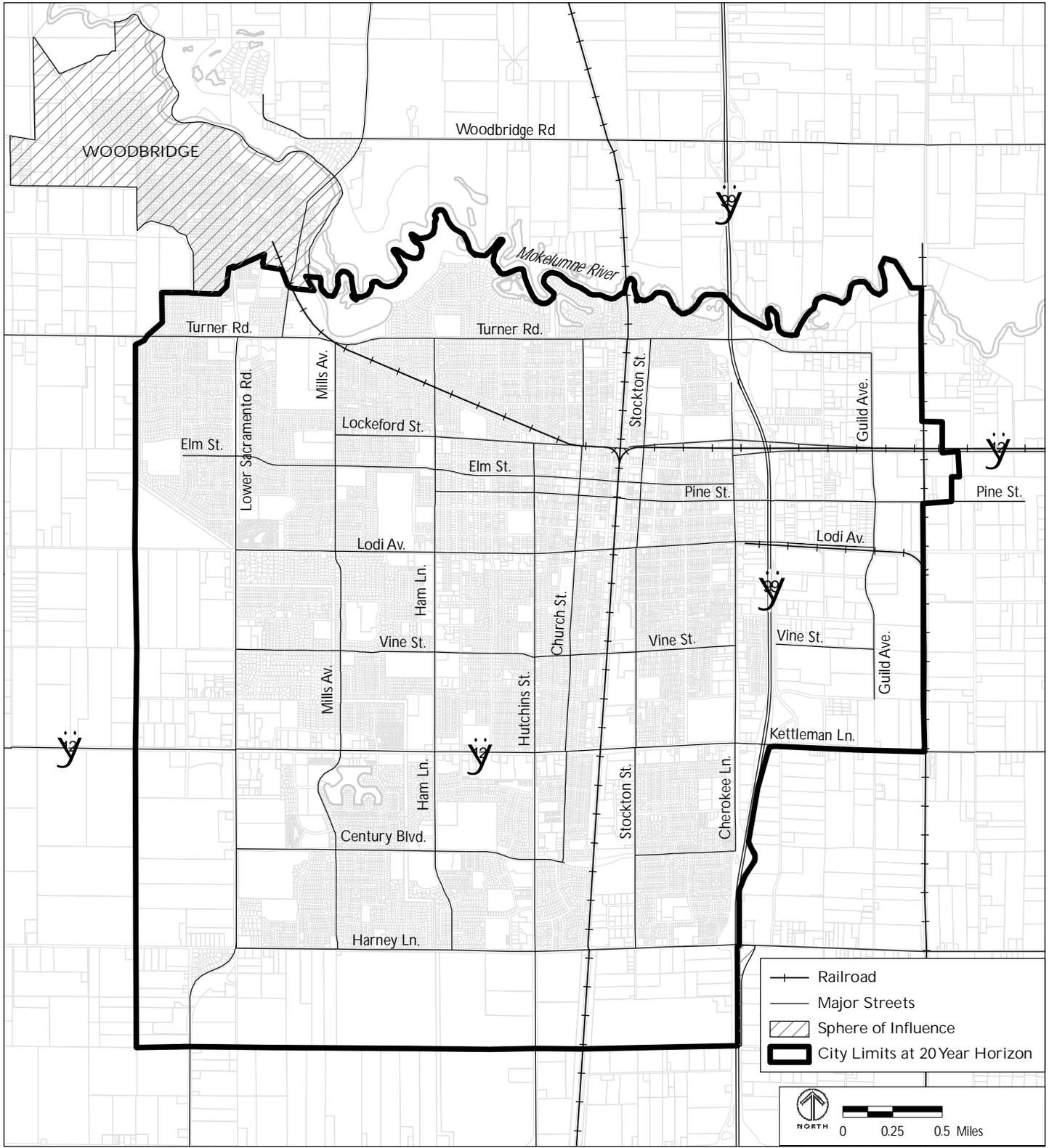
◆ **Southwest Gateway**

The Southwest Gateway (SW Gateway) project was annexed by the City on July 16, 2007. The SW Gateway project area consists of 257 acres, and planned development of up to 1,350 units, a school site, a fire station, and parks and park basins. Located south of the Westside project area, the SW Gateway project area is generally bounded by Highway 12 to the north, Van Ruiten Vineyard to the west, Harney Lane to the south, and Lower Sacramento Road to the east.

The SW Gateway project is expected to be completed in four phases. Similar to the development of the Westside project, actual timing will depend upon infrastructure design and market demand. The initial phase of development would establish and enhance critical infrastructure, develop 120 high-density townhome units, 104 medium-density units, and approximately 300 low-density residential units. This phase would also include coordination with LUSD regarding development of the school site. During the second phase, medium- and low-density lots would be constructed to complete development between Century Boulevard and Kettleman Lane, and 240 high-density apartments would be developed. The third phase would include development of medium- and low-density lots, a park/basin, and critical roadway connection. The final phase would complete remaining development of medium- and low-density lots and necessary infrastructure.³

² LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

³ LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.



Source: City of Lodi GIS

FIGURE 1-3
TWENTY YEAR SPHERE HORIZON

3. Twenty-Year Sphere Horizon

Figure 1-3 depicts the City's twenty-year sphere horizon. The changes in City limits shown in this map reflect potential annexation of parcels to the south and west of current City limits, which are currently located within the City's Sphere of Influence. If developed for residential use under the Planned Residential (PR) land use designation of the General Plan⁴, these parcels could include approximately 4,942 units and accommodate approximately 12,849 people. Additional population growth will be accommodated within City limits.

The industrial parcels on the east side, which cover a combined area of approximately 145 acres, are also expected to be annexed by the twenty-year sphere horizon. These parcels will continue to be used for industrial purposes, and therefore will not affect growth projections.

The Woodbridge Community is expected to remain with the City's SOI through the twenty-year sphere horizon, as the City has no intention to provide services to the area or annex the area. Woodbridge is a developed community for which sufficient services are already provided. The City maintains Woodbridge in its SOI in order to reserve the right to comment on land use changes that could impact the City.

B. LAFCo and the Sphere of Influence

Government Code Section 56076 defines a SOI as a "plan for the probable physical boundaries and service area of a local agency, as determined by the commission." An SOI is an area within which a city or district may expand through the process of annexation, or control through coordinated preservation of areas of economic interest and/or local importance, over an undefined period of time. In simple terms, a SOI is a planning boundary within which a city or district is expected to maintain influence over time.

The purpose of a SOI is to encourage “logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities.” SOI serves a similar function in LAFCo determinations as general plans do for cities and counties.

LAFCo emphasizes that SOI is a planning tool and the establishment of SOI, or inclusion of territory within SOI of an existing governmental entity, does not automatically mean that the area is being proposed for annexation and development.

In order to prepare or update SOI, a MSR must be conducted which addresses the nine factors previously outlined. LAFCo must conduct the MSR and adopt written determinations with respect to those nine factors either prior to, or in conjunction with, any action to establish or update SOI. Adopted LAFCo policies emphasize the use of existing plans, data and information currently available for the preparation of MSR documents rather than requiring preparation of new service documents.

C. California Environmental Quality Act

Since this MSR is an informational document used for future actions that LAFCo or the City have not approved, adopted or funded, it is considered to be exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15262 of the CEQA Guidelines. A notice of exemption pursuant to CEQA will be prepared by LAFCo.

⁴ The PR land use designation of the Lodi General Plan is further discussed in Chapter 3.

CITY OF LODI
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INTRODUCTION

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2 INFRASTRUCTURE NEEDS AND DEFICIENCIES

The purpose of this section is to evaluate infrastructure needs and deficiencies for services provided by the City of Lodi, especially as they relate to current and future users.

This section of the MSR will address the provision of public services within the existing City boundaries which include the recently annexed Reynolds Ranch project area and within the recently approved annexation areas of the Westside and SW Gateway project areas. The following services are provided by the City of Lodi, and will be evaluated in this section:

- ◆ Fire Protection and Emergency Medical Services
- ◆ Law Enforcement
- ◆ Water Supply and Treatment
- ◆ Wastewater Collection and Treatment
- ◆ Stormwater Drainage
- ◆ Electrical Utility
- ◆ Public Services (Schools, Libraries, Transportation)

A. Fire Protection and Emergency Medical Services

The Lodi Fire Department provides fire protection, basic emergency medical services, and related safety services to the City of Lodi. The department operates 24 hours a day, seven days a week. Emergency medical transportation services are provided by American Medical Response (AMR), a private company which provides transportation to the Lodi Memorial Hospital and the San Joaquin County General Hospital.¹

As shown in figure 2-1, the Lodi Fire District is bordered by the Woodbridge, Mokelumne and Liberty Fire Protection districts. Lincoln and Waterloo-

¹ LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

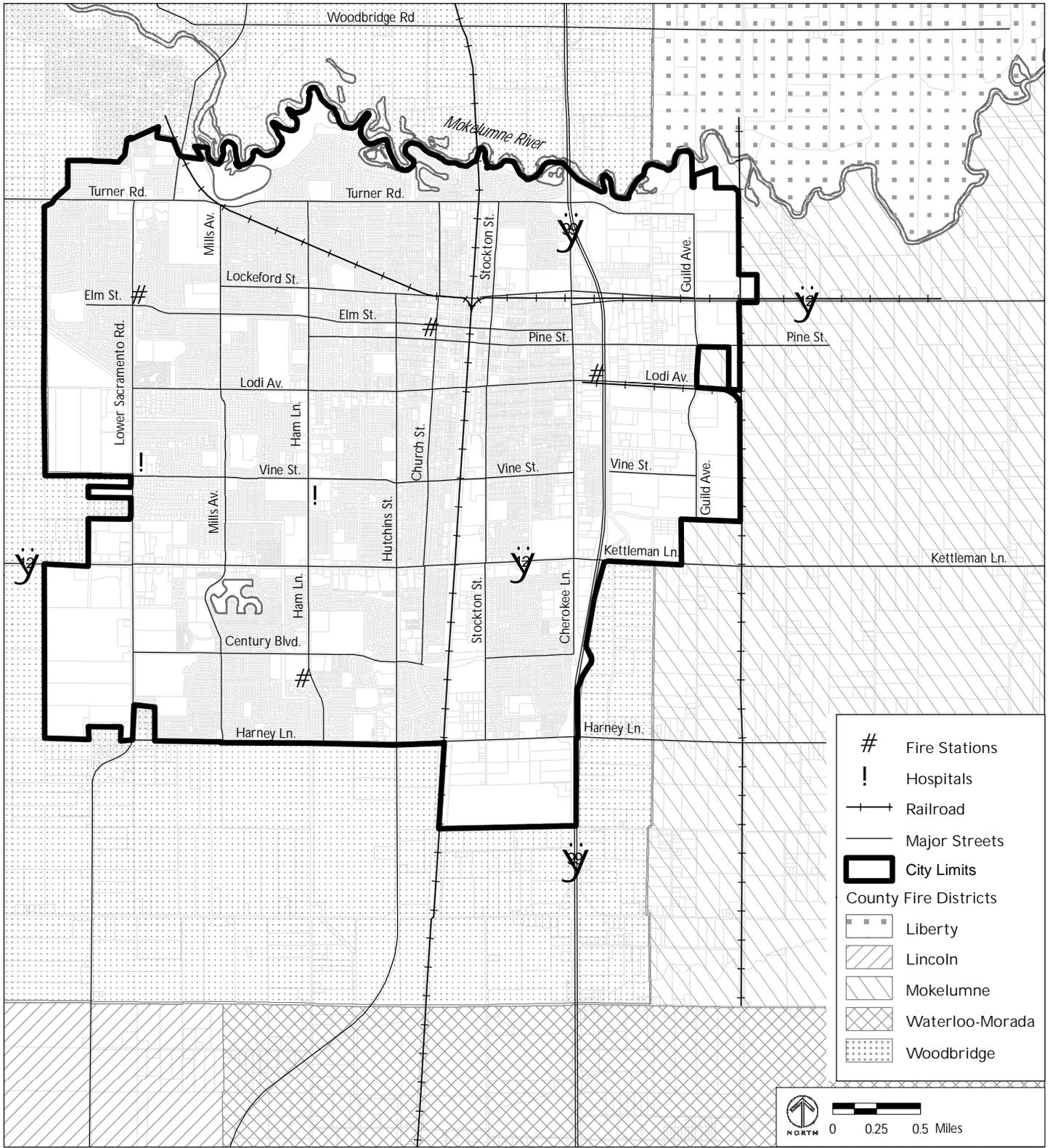
Morado Fire Protection Districts are also in proximity of the City.² The Lincoln Fire District, however, is served by the City of Stockton Fire Department under a contract agreement. The Lodi Fire Department has established mutual aid agreements with the following fire districts within San to increase cost effectiveness and efficiency in responding to emergencies in San Joaquin County:

- ◆ Manteca-Lathrope
- ◆ Woodbridge Rural Fire Protection District
- ◆ Ripon Consolidated District
- ◆ Mokelumne Fire Protection District
- ◆ Linden-Peters Rural County Fire Protection District
- ◆ Clements Rural Fire Protection District
- ◆ Escalon Consolidated Fire Protection District
- ◆ Waterloo-Morada Fire District
- ◆ Delta Fire Protection District
- ◆ Thornton Fire Protection District
- ◆ Stockton Fire Department

1. Existing Facilities and Services

Administrative offices of the Lodi Fire Department, including Fire Administration and Fire Prevention, are located at 25 East Pine Street. Fire Administration houses the Fire Chief, Fire Division Chief of Operations, Fire Marshal, Battalion Chief of Training and Department Administration Assistants. The Fire Prevention division includes the Fire Marshal, Fire Inspector and Administrative Clerk. In addition to the administrative office, the fire department operates four fire stations which are distributed throughout the City. All of the fire stations are located within City boundaries. Table 2-1

² Lodi Fire Department, April 2005, *Lodi Fire Department Strategic Plan*.



Source: City of Lodi GIS

FIGURE 2-1
COUNTY FIRE DISTRICTS, LODI FIRE STATIONS, AND HOSPITALS

shows the location, equipment, and services provided at each location. Fire station locations are also shown in Figure 2-1.

TABLE 2-1 **LODI FIRE STATIONS, EQUIPMENT**

Station	Location	Equipment
1	210 W. Elm Street	2001 American La France/LT1 Tiller 2004 Pierce Quantum Engine 2000 Ford S/D 1990 E-1 Quint (Reserve Unit)
2	705 East Lodi Avenue	1997 Hi-Tech Fire Engine 1995 GMC Haz-Mat Unit 1994 Hi-Tech Fire Engine (Reserve Unit)
3	2141 South Ham Lane	1997 Hi-Tech Fire Engine 1972 Van Pelt Fire Engine (Reserve Unit)
4	180 N. Lower Sacramento Road	2004 Pierce Quantum Fire Engine Tow Unit (Response Trailer)

Source: <http://www.lodi.gov/fire/>, accessed 7/25/07

The City’s 2007-8 budget authorizes the Lodi Fire Department to employ 64 personnel, including a fire chief, two division chiefs (operations and fire prevention), four battalion chiefs, support personnel, an inspector, and fire fighters/engineers.³ All Lodi firefighters and engineers are licensed Emergency Medical Technicians (EMTs), and can provide basic emergency services. The majority of the department’s call volume (65% in 2006) consists of medical and rescue calls.

³ City of Lodi, 2007, 2007-8 Financial Plan and Budget.

The department received a total of 4,724 calls in 2006, averaging 13 calls per day.⁴ The General Plan establishes a travel time goal of 3:00 minutes or less for emergency calls. Actual average response time in 2004 was 4:05 minutes, with drive time to the southwest and southeast corners of the City being 4:24 and 5:04 minutes respectively. An increase in response time to the southern corners of the City was noted between 2001 and 2004.⁵

The operational budget for the Lodi Fire Department is funded exclusively by the City's General Fund. For the 2007-8 City budget, 22 percent of the General Fund is designated for the Lodi Fire Department to provide an operating budget of \$9,000,340. General fund allocations are derived from property taxes, sales tax revenue and user fees.

2. Provisions for Future Growth and Systems Improvement

The Health and Safety Element of the City's 1991 General Plan includes policies to ensure that adequate fire personnel related facilities are funded and provided to meet future growth. These policies include Goal C: Policy 7, which states that as areas are developed beyond the three-minute standard response time, additional fire stations, capital equipment, and personnel or alternative fire protection measures shall be provided. Goal C: Policy 8 specifies that personnel will remain consistent with three person companies and three-minute travel times. Additional policies are intended to reduce the risk of fire by promoting installation of automatic sprinklers in new develop-

⁴ City of Lodi Fire Department Operations:
http://www.lodi.gov/fire_department/operations/operations.html, accessed July 31, 2007

⁵LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

⁹ Willdan, August, 2006, *Reynolds Ranch Project Final Environmental Impact Report*, State Clearing House Number 2006012113.

ments (Goal C: Policy 1), requiring new development to comply with minimum fire flow rates (Goal C: Policy 2), and promoting the installation of built-in fire protection equipment in all new development (Goal C: Policy 9). The cost of capital improvements and equipment will be funded by development fees on all new residential, commercial and office development as outlined in GoalC; Policy 10.

In order to meet the 3:00 minute standard response time as outlined in the General Plan, the Fire Department anticipates expanding their operations to include three additional stations. The need for additional fire service in recently annexed areas is being addressed as follows:

- ◆ Proposed development of Reynolds Ranch will include a one acre fire station. This fire station will mitigate impacts due to increased call volume on the southeast portion of the City, and improve fire service to the surrounding area.⁹
- ◆ The proposed SW Gateway project reserves a one acre site for a future fire station. The site is to be located in Basin “A” Park adjacent to the electrical substation. Until development of the fire station, the land would be utilized as park land.¹⁰

B. Law Enforcement

1. Existing Facilities and Services

Police protection services in the City of Lodi are provided by the Lodi Police Department. The Department has operated out of the Lodi Police Facility at 215 West Elm Street since the facility’s completion in February, 2004. The

¹⁰ LSA Associates, Inc., 2006, *Public Review Draft of the Lodi Annexation Environmental Impact Report*.

facility includes 51,000 square feet for police and jail services, and 8,000 square feet for future use by the San Joaquin County Superior Court.¹¹

The Lodi Police Department is divided into three districts, encompassing five geographical areas or “patrol beats,” as shown in Figure 2-2. The Sunset District covers the City west of Hutchins; the Central district is bounded by Hutchins Street, Elm Street, Vine Street and Cherokee Lane and includes; and the Heritage District covers the remaining area of the City.

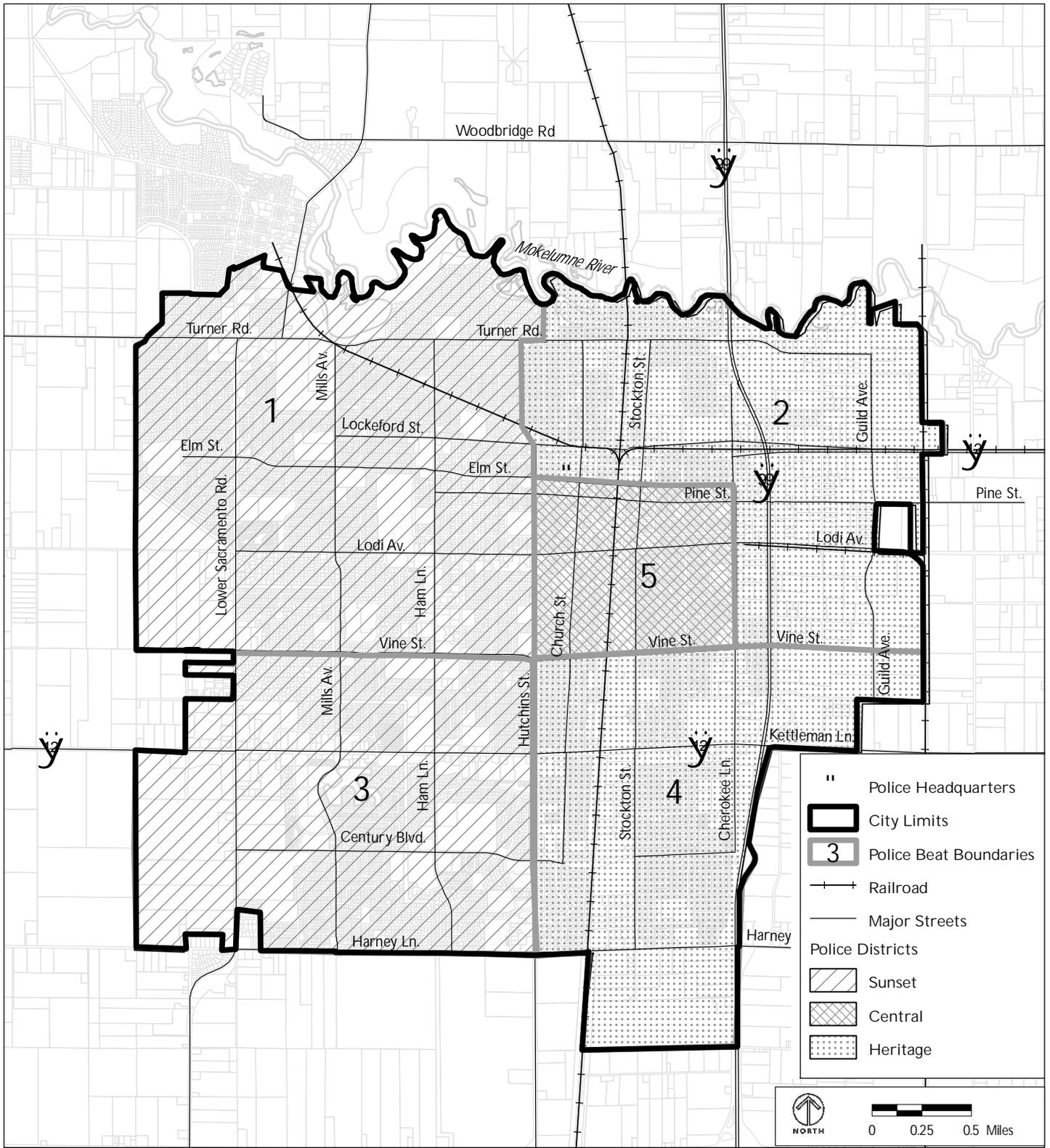
The Lodi Police Department has 120 personnel budgeted for 2007-2008, including 78 sworn officers and 42 non-sworn positions. Sworn officers include one chief, two captains, six lieutenants, nine sergeants, eight corporals and 52 police officers. Non-sworn positions include administrative personnel, dispatchers, analysts and clerks. The existing ratio of police officer per 1,000 residents is 1.23.

The Lodi Police Department defines offenses for statistical purposes using the Uniform Crime Reporting Code of California which classifies crimes as Part 1 or Part 2 based on their severity. Part 1 Crimes include homicide, rape, burglary and larceny such as car break-ins, auto accessory theft and shoplifting. Between 2005 and 2006, 3,234 Part 1 Crimes were reported.¹²

The General Plan provides policies to prevent crime and to ensure the adequate provision of police services. These policies require the City to promote installation of security equipment in new development (Goal D: Policy 1), encourage developers to incorporate crime preventing site design and structural features into new developments (Goal D: Policy 3), and provide adequate review to ensure that crime prevention is considered in new development (Goal D: Policy 4).

¹¹ City of Lodi Police Department, <http://www.lodi.gov/police/index.htm>, accessed on 7/31/07.

¹² City of Lodi, 2007, 2007-8 Financial Plan and Budget.



Source: City of Lodi GIS

FIGURE 2-2
LODI POLICE DEPARTMENT AND SERVICE DISTRICTS

General Plan policies that are specifically designed to ensure adequate provision of police services include that the City shall endeavor to maintain three-minute emergency response time by providing adequate staffing and patrol arrangements (Goal D: Policy 5), and that the City shall maintain a staff ratio of 1.3 officers to 1,000 residents (Goal D: Policy 6). Funding for these capital improvements is to be provided through development fees on all new residential, commercial, office and industrial developments (Goal D: Policy 7).

The City of Lodi funds its law enforcement exclusively through the General Fund. Thirty percent of Lodi's General Funds are allocated to the Lodi Police Department for the 2007-8 budget cycle, providing a yearly budget of \$14,692,716.

As outlined in the Lodi General Plan Health and Safety Elements, the goal for Lodi Police Department response time is an average of three-minutes for emergency calls (Priority 1) and 40-minutes for non emergency calls (Priority 2). Actual average response times are 2.57 minutes for emergency calls, and 21.42 minutes for non emergency calls.

2. Provisions for Future Growth and Systems Improvement

The development of recent annexations will result in additional demand for police service. Increased tax base provided by new development will provide an adequate source of revenue to provide additional services.¹³

All areas outside of the City boundaries are currently under the jurisdiction of the San Joaquin County Sheriff's Department. Once annexed, the City of Lodi Police Department would provide police services to the project areas.

¹³ Willdan, August, 2006, Reynolds Ranch Project Final Environmental Impact Report, State Clearing House Number 2006012113.

C. Public Services (Schools, Libraries, and Transportation)

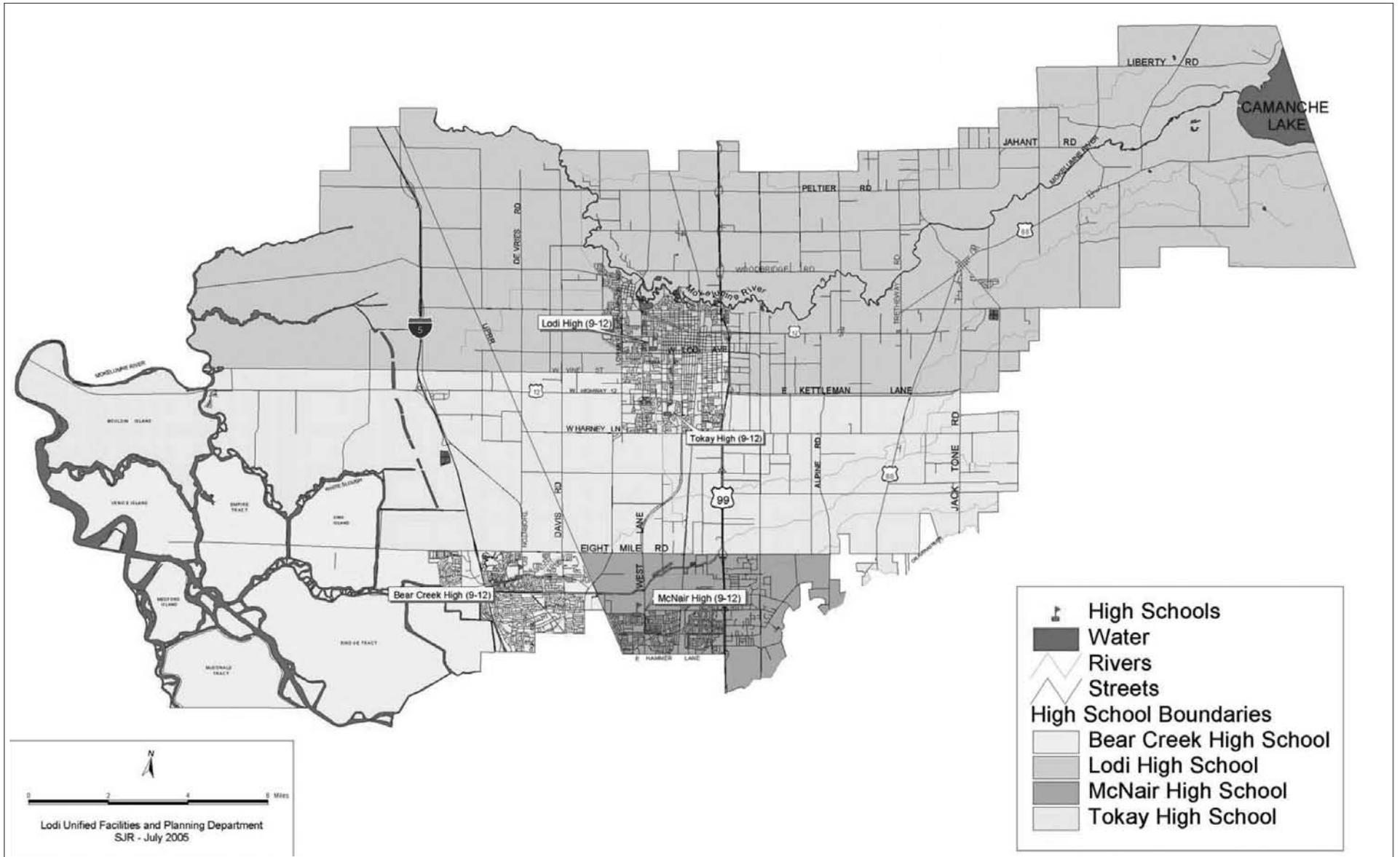
1. Schools

The Lodi Unified School District (LUSD) encompasses 350 square miles, serving the City of Lodi, North Stockton, and the unincorporated communities of Acampo, Clements, Lockeford, Victor and Woodbridge, as shown in Figure 2-3. School locations are shown in Figure 2-4. As the annexations that are the focus of this MSR are all located within LUSD's existing boundary, annexation and development of these properties will not expect to impact the district boundaries. However, increased student volume due to the Westside, SW Gateway, and Reynolds Ranch projects combined is 715 K-6 students, 190 Middle School students, and 345 High School Students. As many schools within LUSD are already operating at or past capacity, additional schools and staff will be required to provide adequate services to the City's growing population.

The General Plan includes several policies which provide for expansion of LUSD. The Land Use and Growth Management Element establishes the goals of providing adequate land for development of public and quasi-public uses, and of providing new school facilities as needed (Goal H and Goal I). Funding for construction and reconstruction of new school facilities is acquired through a residential construction fee of \$3.75/square foot, as authorized by State law (Government Code 65995-6). These school impact fees and provision of additional school sites is expected to offset the impact of these additional students. The Westside, SW Gateway, and Reynolds Ranch projects all include the provision of new schools.

2. Libraries

The City of Lodi library, located at 201 West Locust Street, provides small businesses workshops, adult literacy services, internet services, informational material, and other community services. Figure 2-4 shows the library's location relative to other public services. The library is open 64 hours a week, and is staffed by fifteen full time employees and eight part-time employees. There are no policies addressing libraries in the current General Plan.



Source: School Facilities Master Plan for the Lodi Unified School District, 2006

FIGURE 2-3

LODI UNIFIED SCHOOL DISTRICT BOUNDARIES

3. Public Transportation

The City of Lodi provides two public transportation services within the City area: Dial-A-Ride and the Grapeline bus.

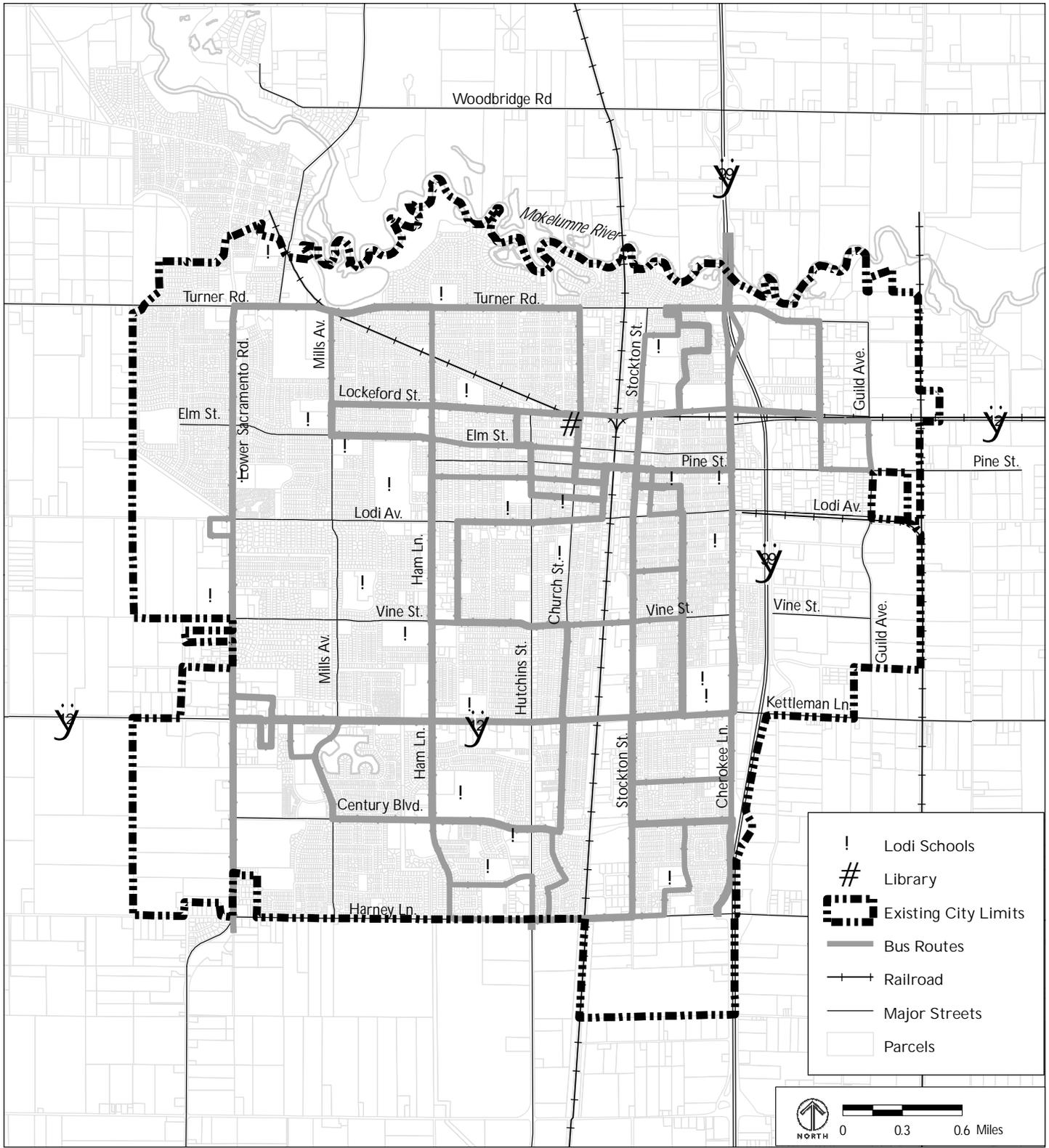
The City's Dial-A-Ride service provides service within the City limits. Service is also provided to Woodbridge and Acampo for an additional charge of \$1.00. Service is provided Monday through Friday from 6:15am to 9:00pm, on Saturday from 7:45am to 6:00pm, and on Sunday from 7:45am to 4:00pm.

The Grapeline Fixed-Route bus service operates on weekdays from 6:15am to 6:54pm and weekends from 7:45am to 3:00pm with 45-minute headways in the morning and 50-minute headways in the afternoon. The loop route begins and ends at the Lodi Station, as shown in Figure 2-4. In addition, three express routes are offered twice each day. In addition, express routes 1, 2, and 6 offer 3:00am and 3:00pm routes each weekday during peak hour. Tickets and passes for the Grapeline bus can be purchased from the Lodi Station, the Finance Department, LOEL Center, and HSS Senior Center.

Other transit service providers in the San Joaquin region include the San Joaquin Regional Transit District, the Altamont Commuter Express, South County Transit/Link, Calaveras Transit and Amtrak.¹⁴ The San Joaquin bus routes 23 and 24 offer service between Stockton and Lodi. Hopper routes 93 and 97 link Lodi to San Joaquin County.

Development of recent annexations will introduce additional area to be served by local transit operators. Existing Grapeline routes cannot provide fixed route bus service to the annexation areas without significantly impacting existing level of surface. New or modified routes will be necessary to meet this future demand. Two transit stops have been proposed for the Westside and five have been proposed for SW Gateway.

¹⁴ Grape Line, <http://www.lodi.gov/transit/introductions.html>, accessed on August 6, 2007



Source: City of Lodi GIS

FIGURE 2-4
PUBLIC SERVICES: BUS ROUTES, SCHOOLS AND LIBRARY

The Circulation Element of the General Plan includes policies for the provision of 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.” Goal C: Policy 1, 2 and 3 state that the City shall provide Dial-A-Ride services to local, transit dependent residents, provide information on transit services available for regional trips, and shall consider expanding service to include when sufficient demand exists and the cost is economically feasible.

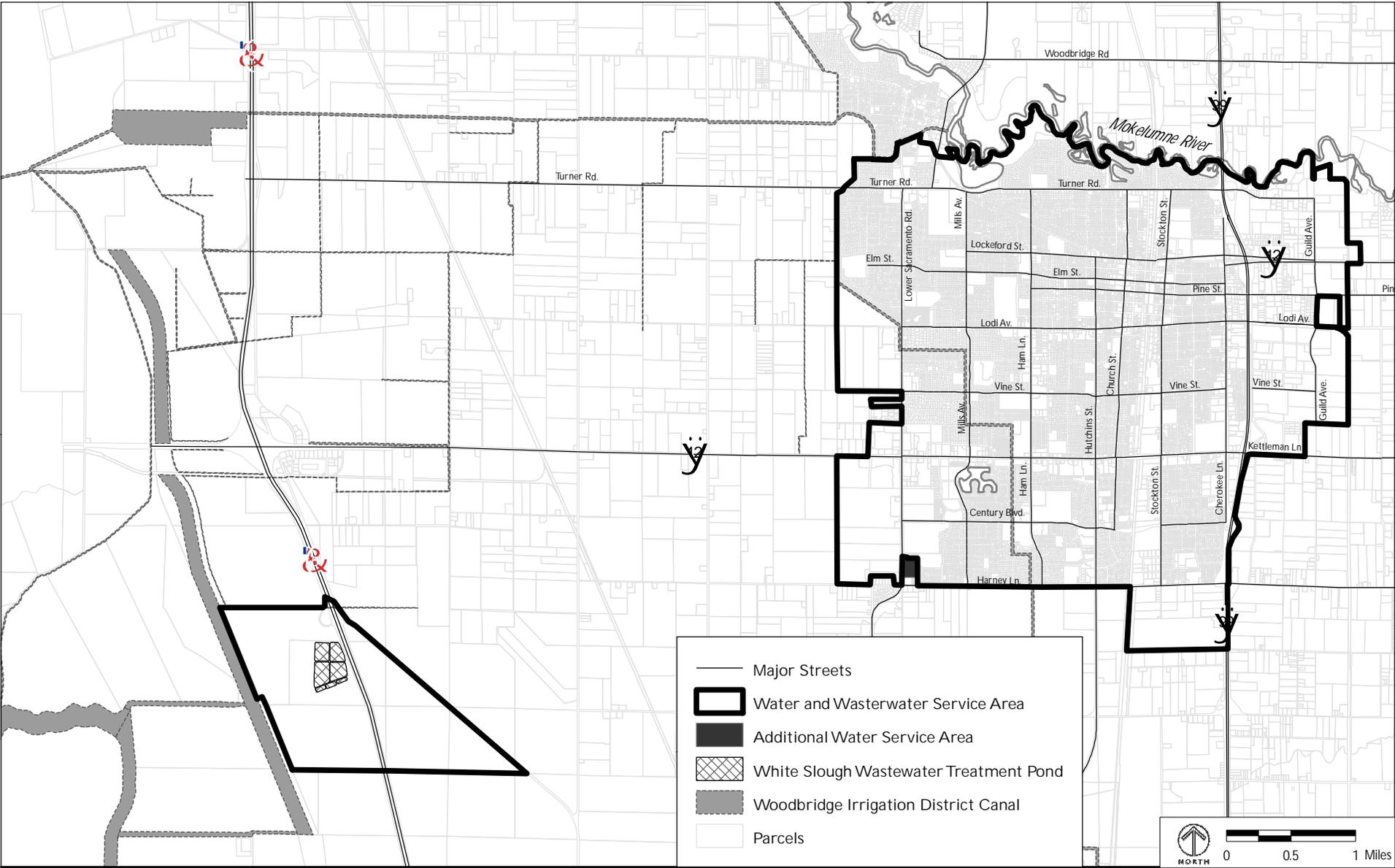
D. Water Supply, Conservation and Treatment

City of Lodi Water Utility provides water service to all of its 62,467 residents. The service area is approximately twelve square miles, encompassing the City of Lodi and several connecting areas.¹⁵ Figure 2-5 depicts the service area for water and wastewater. The wastewater service area is defined by the City limits. The water service area is also defined by the City limits, excepting the inclusion of an area of county land located to the north of Harney Lane and east of Lower Sacramento Road (as specified in Figure 2-5).

This section summarizes findings from City documents regarding the City’s ability to provide adequate water service to the City including recent annexations. These documents include the *2005 Urban Water Management Plan (UWMP)*, the *Reynolds Ranch EIR*, and the *Lodi Annexation EIR* which focuses on the Westside and SW Gateway project areas.

The City of Lodi adopted an UWMP in 2005 according to the Urban Water Management Planning Act (AB 797). The UWMP is intended to ensure efficient use of available water, evaluate the existing water system and supply reliability, and provide water shortage contingency plans. According to the

¹⁵ RMC, March 2006, *City of Lodi 2005 Urban Water Management Plan*.



Source: City of Lodi GIS

FIGURE 2-5
Water, Wastewater and Storm Drainage Systems

UWMP, the Lodi Water Utility will be able to provide sufficient water supply to accommodate projected population growth through 2030.

1. Existing Supply and Demand

This section discusses The City of Lodi's three water sources: groundwater from the San Joaquin basin, surface water from the Mokelumne River, and recycled water from the City's Water Pollution Control Facility.

a. Groundwater

Groundwater from the San Joaquin basin has supplied all of the City of Lodi's water to the present date. The 26 wells currently operated by the City influence groundwater flow in the San Joaquin basin, as well as groundwater levels. Between the year 1927 and 2004, groundwater levels in City of Lodi decreased an average of 0.39 feet/year, primarily due to increased pumping. Declining groundwater levels indicate that less groundwater supply will be available in the future. Safe yield for the aquifer has been estimated as 15,000 Acre Feet per Year (AFY), compared to the 17,011 AF pumped in 2004. This estimate is based on acreage, and therefore will increase as the City boundaries expand.¹⁶

b. Surface Water

Lodi is voluntarily taking measures to reduce their contribution to regional groundwater overdrafting. In 2003, the City contracted with the Woodbridge Irrigation District (WID) to provide 6,000 AFY of untreated surface water from the Mokelumne River for forty years. Under this agreement, the City can bank up to 18,000 acre feet (three years supply) of water.¹⁷ The City's current schedule anticipates construction of the infrastructure needed to utilize Mokelumne River water to begin in 2010-2011. The actual construction timeline will depend upon funding sources.¹⁸

¹⁶ RMC, March 2006, City of Lodi 2005 Urban Water Management Plan.

¹⁷ City of Lodi Annual Water Quality Report for 2006, April 2007, http://www.lodi.gov/public_works/pdf/water_report06.pdf, accessed on August 6/07.

¹⁸ Swimley, Charles, Water Services Manager, City of Lodi. Written Com-

c. Recycled Water

The City currently uses recycled water from The White Slough Water Pollution Control Facility (WSWPCF) for irrigation purposes on a limited basis, and is in the process of developing a Recycled Water Master Plan (RWMP) to increase recycled water use. WSWPCF and Recycled water are discussed in greater detail in section E.

2. Existing transmission and distribution system

The following list describes the major components of the City of Lodi's water transmission and distribution system. (As the City's sole source of water is groundwater, it does not currently operate any facilities for surface water diversion or treatment).

- ◆ Pump Stations and Wells. The City currently operates 26 wells with a combined capacity of 50.7 million gallons per day. Municipal wells generally pump water from 100-500 feet below the surface, and are all equipped to provide emergency chlorination. In addition, several wells are equipped with granular activated carbon for removal of dibromocholopropane (DBCP).¹⁹

- ◆ Water Mains and Pipelines. The piping system for water distribution includes approximately 225 miles of piping, with distribution mains ranging from 2- to 14-inches. The City is currently updating 2- to 3- inch distribution mains.

- ◆ Water Storage. The City has 1.1 million gallons of water storage capacity, provided by a 100,000 gallon elevated storage tank located on North Main Street and a one million gallon storage facility and pumping station located on Highway 99 and Thurman Road.

munication with Isby Swick, DC&E. October 11, 2007.

¹⁹LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

3. Water Quality

In 2006, the quality of the City's groundwater supply complied with or exceeded all State and federal drinking water requirements. An assessment of Lodi's drinking water sources conducted in February 2003 considered Lodi's water quality most vulnerable to the following:

- ◆ Gas stations (historic and current)
- ◆ Chemical/petroleum processing and storage
- ◆ Metal plating/finishing/fabricating
- ◆ Plastic/synthetic producers
- ◆ Dry cleaners
- ◆ Known contaminant plumes
- ◆ Sewer collection systems
- ◆ Fleet/truck/bus terminals
- ◆ Machine shops
- ◆ Utility stations and maintenance areas
- ◆ Agricultural drainage
- ◆ Photo processing/printing

The City has incorporated management measures to help maintain high groundwater quality, including: cleanup work that is underway and planned to expand in 2007/8 for PCE (Tetrachloroethylene) and TCE (Trichloroethylene), as these chemicals have been detected in wells in north and central Lodi; weekly monitoring for bacterial water quality; periodic chlorination to prevent bacterial contamination; and well monitoring for the gasoline additive MTBE (Methyl-Tert-Butyl-Ether).²⁰

4. Demand Management and Conservation Measures

In compliance with the Urban Water Management Act, the City's 2005 UWMP identifies a series of Demand Management Measures, also known as Best Management Practices (BMPs). These measures, which are designed to

²⁰ RMC, March 2006, *City of Lodi 2005 Urban Water Management Plan*.

maximize efficient water use and minimize wastewater, are summarized in Table 2-2.

In accordance with California Assembly Bill 2572, the City is installing water meters on un-metered properties in its service area. As of 2006, 400 residential meters had been added to the 1,100 existing commercial and industrial meters.

5. Future Supply and Demand, and Improvements to System

Water demand projections through 2030 were presented in the City of Lodi's 2005 UWMP. The projected demand shown in Table 2-3 is based on the actual water usage in 2004, a constant 1.5 percent increase in the City's demand, and the assumption that the installation of water meters on currently un-metered and new residential service connections will reduce demand by 15 percent. Based on these projections, between 2005 and 2030, the average annual water demand will increase from 19,800 AFY to 23,800 AFY, or by 20 percent.

Constraints to the City's groundwater supply include pumping capacity of active wells and the potential reduction in groundwater supply due to overdrafting caused by the cumulative impacts of all pumping in the area. While the City can easily address pumping capacity by adding new wells, groundwater overdrafting is best addressed at a regional level. As part of regional efforts coordinated by the Northeastern San Joaquin County Groundwater Banking Authority (GBA) to strengthen regional water supply reliability,²¹ the City plans to reduce its contribution to groundwater overdrafting by decreasing its pumping to the estimated safe yield of 15,000 AFY.

The City's contract with WID for 6,000 AFY of Mokelumne River water will enable the City to reduce groundwater pumping. As discussed above, the City intends to begin construction of necessary infrastructure to utilize this

²¹ Northeastern San Joaquin County Groundwater Banking Authority, <http://www.gbawater.org>, accessed on August 5, 2007.

water source in 2010-2011, depending on funding sources. Additional surface water supplies from WID could likely be contracted in the future.

The City's recycled water supply is projected to increase in relation to its population increase. As discussed in Chapter 2: Section 1-C, existing infrastructure only allows the WSWPCF to distribute recycled water to agricultural land that surrounds the facility. A Recycled Water Master Plan (RWMP) is currently being developed by the City that will outline expanded distribution of this water supply.

The combined water supply projections developed in the *UWMP* assumes that groundwater is pumped at safe yield, that the City's contract with WID is maintained at 6,000 AFY, and that all recycled water is utilized. As shown in Table 2-3, total water supply is projected to exceed demand through 2029, assuming that City growth continues at or below 1.5% per year.

Provision of water to recently annexed areas will require additional infrastructure. Approved development of SW Gateway includes a one million gallon storage tank, which is to be located on the same site as City Well No. 28 and the proposed electrical substation, and an additional well (City Well No. 27) to be located near the intersection of Century Boulevard and Heavenly Way in DeBenedetti Park. The proposed Infrastructure Master Plan for Reynolds Ranch includes a water pipeline system that would connect to the existing City water system and Well #23, and two additional wells.

TABLE 2-2 **DEMAND MANAGEMENT MEASURES**

Description	City Program	UWMP Act Compliance
Water survey programs for residential customers	None at this time	B/C Ratio= 0.9
Residential Plumbing Retrofit	Rebates offered at the time of purchase for water saving devices	Yes
System water audits, leak detection and repair	Goal to replace 1% of pipeline system annually	Yes
Metering with commodity rates for all new connections and retrofit existing connections	Meter implementation currently under development; majority of commercial, industrial, and landscape connections metered	In Process
Large landscape conservation programs and incentives	None at this time; Water conservation ordinance applies to large landscapes	B/C Ratio= 5.6
High efficiency-washing machine rebate programs	None at this time	B/C Ratio= 0.7
Public information programs	Conservation information included in bills, newsletters, brochures, demonstration gardens, and special events	Yes
School education programs	K-6 classroom presentations (currently suspended)	Yes
Conservation programs for commercial, industrial and institutional accounts	Water surveys not offered; ULFT replacement program available	B/D Ratio= 2.2
Wholesale agency programs	NA	NA
Conservation pricing	Meter implementation program will enable future conservation pricing	In Process
Water conservation coordinator	Position currently vacant; part-time employees fulfill similar duties	Yes
Water Waste Prohibitions	Restrictions and penalties in place and enforced for wasted water; emergency conservation measures in place	Yes
Residential ultra-low flush toilet replacement program	Rebates offered at the time of purchase for ULFTs	Yes

Source: RMC, March 2006, *City of Lodi 2005 Urban Water Management Plan*.

* For DMM's that are not currently being implemented, Benefit-to-cost (B/C) ratios are provided. B/C ratios of less than one are not considered to be financially beneficial, and are not recommended for implementation

TABLE 2-3 **PROJECTED WATER SUPPLY AND DEMAND (NORMAL YEAR)**

	2010	2015	2020	2025	2030
Supply					
Groundwater, AFY	15,000	15,000	15,000	15,000	15,000
Surface Water, AFY	6,000	6,000	6,000	6,000	6,000
Recycled Water, AFY	7,700	8,300	8,940	9,630	10,380
Total Supply, AFY	28,700	29,300	29,940	30,630	31,380
Demand, AFY					
	20,400	20,900	21,600	22,300	23,800

Source: RMC, March 2006, City of Lodi 2005 Urban Water Management Plan.

E. Wastewater Collection and Treatment

The City of Lodi Department of Public Works provides wastewater collection and treatment for the incorporated area of the City of Lodi. The City's *Wastewater Master Plan* was prepared in 2001, and is the primary source for the information included in this section. This Master Plan outlines a long term strategy for meeting future discharge and capacity requirements in order to meet community needs for a planning horizon that extends to 2020. Population projections used for wastewater facility planning were based on a 1.5 percent growth rate, which is the City's assumed annual growth rate.²²

²² West Yost and Associates, January 15, 2001, City of Lodi Wastewater Master Plan.

1. Wastewater Collection and Treatment

The wastewater collection system for residential and commercial users consists of gravity sewers up to 48-inches in diameter, pumping stations, and force mains. Once collected, wastewater is discharged to trunk sewers and interceptors and then conveyed to the White Slough Water Pollution Control Facility (WSWPCF) where it receives primary, secondary and tertiary treatment. WSWPCF is located on a 1,040 acre site southwest of the City and has adequate capacity to treat all wastewater flows to Title 22 standards. The location of the WSWPCF is shown in Figure 2-5.

Industrial process water is collected and conveyed separately to WSWPCF, where it is stored in 45 acres of ponds to be later used for irrigation. Ninety-five percent of industrial flow is from the Pacific Coast Cannery. The Industrial wastewater is combined with non-disinfected secondary effluent and digested biosolids for use as irrigation for animal feed crops on fields surrounding the facility.

The treatment process for residential and commercial wastewater includes the following: influent flow measurement, influent screening, grinding, grit removal, primary clarification, aeration/sludge activation, secondary clarification, waste activated solids (WAS) thickening, anaerobic digestion of solids, UV disinfection, granular filtration, effluent flow measurement, and effluent disposal or reuse.

2. Wastewater Treatment Plant Permitting and Capacity

The original facility was built in 1966 with a capacity of 3.5 mgd. Since then, the facility has undergone two expansions- in 1976 it was expanded to a capacity of 5.8 mgd, and in 1992 to its current capacity of 8.5 mgd. However, the plant's RWQCB permitted capacity remains at 7.0 mgd. As mentioned earlier, the service area generates an estimated 6.4 million gallons per day (mgd) of dry weather flow. Treatment is provided by WSWPCF, which is operated

by the City (described above). The plant is currently functioning at 75 percent of design capacity, and 91 percent of RWQCB permitted capacity.

3. Wastewater Disposal and Reuse

An annual average of 2,500 AF of tertiary treated effluent from WSWPCF is recycled during summer months. Recycled water and industrial process water are used to irrigate the 1,000 acres of City land adjacent to the facility. Most of this land (650 acres) is leased to local farmers who cultivate crops that are not for human consumption. Other uses of domestic process water from WSWPCF include steam production for a 49-megawatt natural gas-powered generator, and replenishment of mosquito fish-rearing ponds. The City of Lodi has provided a “will serve” letter to the Northern California Power Agency (NCPA) to allot one mgd of treated water for use at a potential power plant.

Anaerobic digestion is used by WSWPCF to convert wastewater solids into biosolids, which are used by the City as a nutrient source and soil conditioner for City-owned land. Treated effluent that is not otherwise used is discharged into Dredger Cut, a manmade channel which connects to White Slough and to Bishop Cut. Dredger Cut, like other San Joaquin Delta channels, is normally dominated by tidal flows. WSWPCF is currently in compliance with RWQCB for protection of the Delta.²³

4. Wastewater quality

Effluent discharge from WSWPCF must comply with discharge requirements for municipal effluent (adopted by the City of Lodi in January, 2000). The requirements include secondary treatment and disinfection limits, biotoxicity requirements, dissolved oxygen limits, and nitrogen loading limits.

²³ West Yost and Associates, January 15, 2001, *City of Lodi Wastewater Master Plan*.

WSWPCF is currently in compliance with RWQCB for protection of the Delta.²⁴

5. Future Wastewater Demand and System Improvements

In accordance with the General Plan's Land Use and Growth Management Element, the City shall develop new facilities for water, wastewater and drainage as needed for development, and shall fund necessary systemwide improvements by assessing development fees on new development (Goal J: Policy 1 and 2).

The *Wastewater Management Plan* projects that new development will produce an average of 97 gallons per capita per day (gpcd). The difference between this and the current City average of 116 gpcd is due to low flow toilets and showers that are required for development. Projected peak flows are shown in Table 2-4.

Improvements to the WSWPCF are currently underway. Improvements include increasing available dry weather treatment capacity of the facility to 8.5 mgd, and improving the City's municipal wastewater treatment facilities to meet future NPDES permit limits and long-term land management needs.

Current improvement plans are guided by the Phase 3 Improvements Project 2007 which calls for installation of new influent screens (2), screening washers, influent pumps (2), and new diffusers in Aeration Basins 1 and 2 and the construction of two new aeration basins and a secondary clarifier. Flow modifications are also planned for aeration basins.²⁵ These improvements will increase the treatment capacity of WSWPCF to treat up to 8.5 mgd of average dry weather flows, and are scheduled to be completed by March 2009. The

²⁴ West Yost and Associates, January 15, 2001, *City of Lodi Wastewater Master Plan*.

²⁵ West Yost and Associates, September 2006, *City of Lodi Water Pollution Control Facility Existing Conditions Report: Chapter 2 Facilities Description*.

City’s most recent permit, issued in September, 2007, allows for an effluent limit of 8.5 upon completion of the WSWPCF Phase 3 Improvements.²⁶

TABLE 2-4 **PROJECTED WASTEWATER FLOW**

	2001 (mgd)	2020 (mgd)
Average	7.5	8.5
Peak Month	8.5	9.6
Peak Day	9.7	11.0
Peak Hour	14.4	16.3
Peak Day, dry weather	8.9	10.0
Peak Hour, dry weather	12.7	14.5

Source: C West Yost and Associates, January 15, 2001, *City of Lodi Wastewater Master Plan*

Upon annexation of the Reynolds Ranch, Westside, and SW Gateway project areas, the City will provide wastewater services. Specific infrastructure needs related to these sites are listed below:

- ◆ Permanent service to the Reynolds Ranch project area will require the development of a trunk system through the site which will tie into the existing pump station locate at the corner of Mills Avenue and Harney Lane. The pump station and existing pipelines will need to be upgraded in order to provide adequate capacity for the project area.

²⁶ Swimley, Charles, Water Services Manager, City of Lodi. Written Communication with Isby Swick, DC&E. October 11, 2007.

²⁹ LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

- ◆ The existing 21-inch sewer main that crosses Kettleman Lane at Westgate Drive will be extended to the existing 48-inch trunk line located south of Kettleman Lane to provide service to the Westside project area.
- ◆ The existing 48-inch sewer trunk line and 30-inch industrial waste line that extend through the SW Gateway site are being relocated to provide adequate service to the SW Gateway project.²⁹ Parcels located to the west of Lower Sacramento Road would be served by existing 48-inch trunk line and new wastewater facilities to be constructed in Harney Lane.
- ◆ Proposed sewer infrastructure for parcels located east of Lower Sacramento Road will connect to the 21- to 42-inch existing main situated beneath Lower Sacramento Road.

F. Stormwater Drainage

Lodi's stormwater drainage system is managed by the City's Public Works Department. The gravity-based stormwater system consists of trunk lines, retention basins, pump stations, and surface infrastructure such as gutters, alleys, and storm ditches. Most of the basins are used as parks and recreational facilities during non-runoff periods. Stormwater is disposed by pumping into the Woodbridge Irrigation District (WID) Canal, Lodi Lake, and the Mokelumne River.

1. Existing Stormwater Drainage System

The City's storm drain infrastructure includes catch basins, manholes, 18 storm outlets, 227.9 acres of detention basins, 14 electrically powered pumping stations, and 110 miles of stormwater collection and conveyance piping. As of 2002-3, the City had 2,750 catch basins and 1,600 manholes. On average, these numbers increase by 33 and 28 each year, respectively.

A significant portion of the City's stormwater runoff is released into the WID Canal, including all stormwater from Reynolds Ranch, Westside, and SW Gateway project areas. In accordance with the Storm Drainage Discharge Agreement between the City and WID, the City can discharge a maximum of

160 cubic feet per second (cfs) in the winter and 40 cfs in the summer into the WID canal. Maximum discharge rate per site is 60 cfs in the winter and 20 cfs in the summer. However, maximum discharge rates can be increased with twelve hour notice if approved by WID. The City's most recent agreement was approved by City Council on Oct 20, 1993 and extends for 40 years. This agreement includes the City's right to modify existing Beckman and Shady Acres pump stations and to construct additional discharge points.

Excess stormwater is temporarily stored in retention basins, from where it is gradually released into the Mokelumne River, WID Canal and Lodi Lake to reduce potential flooding impacts. Many of the City's detention basins function as sports facilities during dry conditions. Table 2-5 further describes existing and planned retention basins in Lodi.

Stormwater quality concerns include suspended solids and high nitrate levels (most likely from lawn fertilizers). Algal blooms below City outlets following pumping evidence this problem.

The City's stormwater pumps and detention basins are adequate for existing runoff volume. However, localized flooding has occurred at the 1700 block of Lockeford Street and residential streets southwest of Peterson Park. Improvements have been made to improve flooding problems at Lockeford Street, but flooding in the area southwest of Peterson park due to undersized pipes has not yet been addressed. System-wide modeling has not been completed to confirm and predict operation of the system as it expands.

2. Future Stormwater Drainage Demands and System Improvements

In accordance with the General Plan's Land Use and Growth Management Element, the City shall develop new facilities for water, wastewater and drainage as needed for development, and shall fund necessary system-wide improvements by assessing development fees on new development (Goal J: Policy 1 and 2).

TABLE 2-5 **EXISTING AND PLANNED RETENTION BASINS**

Existing Basin	Tributary Area (acres)	Site Land Area (acres)	Detention Ca- pacity (acre feet)
A-1, Kofu	491	12	41.5
A-2, Beckman	564	16.2	60.0
B-1, Vinewood	964	16.0	41.5
B-2, Glaves	450	13.2	31.1
D, Salas	790	21.0	94.0
E, Peterson	340	20.9	61.0
C, Pixley*	1,091	27.3	128.7
H (Discharge to River)	428		
Planned Basins	Tributary Area (acres)	Site Land Area (acres)	Detention Ca- pacity (acre feet)
F (at Kettleman)		30.0	68.5
	369		
F (near Tokay)		30.0	68.5
G, DeBenedetti	866	46.3	202.0
I (Undeveloped)	320	25	
Total (Existing and Planned)	6,673	227.9	728.3

Source: City of Lodi Stormwater Management Program, 2003, Table 5-3.

Proposed development of recent and approved project areas will necessitate expansion and improvements to the existing Stormwater system. These improvements include:

- ◆ Proposed development of the Westside and SW Gateway project areas could include underground conveyances to on-site detention basins which would connect to the City's existing system. The basins would drain to a central pump station which would deliver water to the Century Boulevard outfall line.
- ◆ Construction of a new 49 acre multi-purpose community park and storm drainage detention basin facility just east of the SW Gateway project area, as approved by the City. The facility, known as De Benedetti Park, includes a detention basin (G Basin) that will serve an 878 acre watershed east of Lower Sacramento Road.

G. Electrical Utility

Electrical services are provided to residential, commercial and industrial customers in the City of Lodi by the Lodi Electric Utility. The utility is owned and operated by the City, and is budgeted for 47 staff for 2007-8.³⁰ Lodi Electric Utility is a member of the Northern California Power Agency (NCPA), a Joint Action Agency which enables the Utility to purchase and supply electricity at cost. Twelve NCPA members own shares of the NCPA's electric generation facilities, including a 49 Megawatt steam-injected gas turbine plant (Combustion Turbine project, No. 2) located near Lodi and five quick-response Combustion Turbine units located in the cities of Alameda, Roseville, and Lodi.³¹

In 2004, Lodi used 445 gigawatt-hours (GWH) of electricity. On average, between 6,800 and 7,000 kW-hours of electricity are consumed per household per year.³²

³⁰ City of Lodi, 2007, 2007-8 Budget Financial Plan and Budget

³¹LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

³² LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

1. Energy Conservation

The Lodi Electric Utility is subject to State and local jurisdiction's utilities regulations. The recent energy crisis in California led the Lodi Electric Utility to implement the following measures to promote energy conservation:

- ◆ Residential Energy Efficient Appliance Rebate Program
- ◆ Residential Air Duct Testing
- ◆ Energy Audit Program
- ◆ Lodi Solar Rooftops Pilot Project (which provides rebates for the installation of photovoltaic/solar panels on residential properties within the City of Lodi)

Title 24 of the California Electrical Code provides energy conservation standards for residential and commercial construction. The City enforces these standards through the local building permit process.

2. Future Demand and Infrastructure Improvements

The Utility projects that electrical demand will grow at an annual rate of two to 2.5 percent per year from 2007 to 2011.³³ As areas are annexed to the City, the electrical service provider will shift from PG&E to the Lodi Electric Utility. Infrastructure needs related to the recent annexations are discussed below.

Provision of electrical service to the Reynolds Ranch project area will require the expansion of existing primary distribution lines and establishment of service connections, and would be funded by the developer. Power provided to the project area would be derived from the Henning or Industrial Substations.

³³ LSA Associates, Inc., 2006, Public Review Draft of the Lodi Annexation Environmental Impact Report.

A new electrical substation that will service the western part of the City has been planned for a parcel just north of the SW Gateway site (APN 058-030-10). The service area would include the Westside and SW Gateway project areas. The substation would link to an existing 60 kilovolt (kV) overhead circuit paralleling Lower Sacramento Road, with 12 kV distribution lines placed underground.

H. Determination

As the City of Lodi continues to grow, there will be a need to expand services. The following is a summary of the major City actions that may be required to ensure adequate provision of services for the five year sphere horizon.

1. Fire Protection

Providing adequate service to the southern area of the City is currently a challenge faced by the Lodi Fire Department. The new fire stations planned for the SW Gateway and Reynolds ranch project areas will improve response times and level of service to the southern areas of the City, and enable the department to provide service to the project areas.

Adequate fire service for the recently annexed areas will be met by the development of new fire stations and increased staffing. Development fees and the expanded tax base which results from new development will provide funding for additional fire stations, equipment and personnel. The City will implement policies under Goal C of the General Plan Health and Safety Element which calls for the City to prevent the loss of lives, injury, and property damage due to urban fires by providing adequate staffing, station locations, and equipment and to requiring development fees to fund capital improvements.

2. Law Enforcement

The City will implement policies under Goal D of the General Plan Health and Safety Element which calls for the City to prevent crime and promote personal security of residents by providing adequate staffing and requiring development fees to fund capital improvements.

The department is currently exceeding response time goals set by the General Plan. To continue to meet these goals, the City of Lodi Police Department's jurisdiction has expanded to include recently annexed areas. As these areas are developed, additional staff and equipment will be necessary to address increased call volume. The additional officers and equipment necessary to provide adequate service to the expanded jurisdiction will be funded by assessing development fees on all new development.

3. Public Services

a. Schools

Proposed development of recent annexations will require the construction of new schools within the Lodi Unified School District (LUSD). As all annexations areas are within existing LUSD boundaries, district boundaries will not change. The General Plan's Land Use and Growth Management Element includes policies that provide land and funding for new school facilities. According to these policies, the Westside, SW Gateway, and Reynolds Ranch projects all include the provision of new schools. School impact fees and the provision of additional school sites are expected to offset the impact of these additional students.

b. Library

There is currently only one library in the City of Lodi. Although the General Plan does not provide policies for the provision of library service, increased demand as the result of population growth may require the City to consider additional facilities in the future.

c. Transportation

The service area for public transportation provided by the Grapeline bus will need to expand to encompass recently annexed areas. Additional bus routes may be required, depending upon demand. The planned phased addition of transit stops to compensate for increased demand will ensure adequate service provision to recently annexed areas. Proposed development of the project areas discussed in this MSR includes provisions for new bus stops. Regional transportation service providers will continue to provide service to the City, including annexed areas.

4. Water Supply, Conservation and Treatment

The City's *UWMP* includes provisions for future growth through 2030. According to the *UWMP*, The Lodi Water Utility service area will be able to provide for new development including that of Reynolds Ranch and the Westside and SW Gateway project areas.

The City will meet projected demand by utilizing surface water from the Mokelumne River and increasing use of recycled water. The City's contract with WID (WID is to provide 6,000 AFY of untreated surface water to the City) and the development of a Recycled Water Master Plan will enable the City to access these sources. As part of this plan, the City will reduce groundwater pumping to the estimated safe yield of 15,000 AFY.

5. Wastewater Collection and Treatment

Improvements to the existing system will support planned growth through the planning horizon that lasts until 2020. The City will need to utilize the *Wastewater Management Plan* update process to identify needed improvements to support additional growth allowed by the General Plan.

Development of the recent annexations will require significant infrastructure for wastewater collection and treatment. Proposed infrastructure development will connect to existing systems. These improvements will be funded by development fees, according to the General Plan.

The WSWPCF has a capacity to treat 8.5 mgd, which is adequate capacity to meet projected waste water treatment needs through 2020. However, the facility's RWCQB permitted capacity is only 7.0 mgd. Permitted capacity will need to be increased to provide for expected growth.

6. Stormwater Drainage

Development of the Reynolds ranch, Westside and SW Gateway project areas will necessitate improvements to the existing Stormwater system, including the construction of underground conveyances that connect to on-site detention basins. The project areas will all release stormwater into the WID canal. The City's existing contract with WID will provide for this service.

In accordance with the General Plan's Land Use and Growth Management Element, the City shall develop new facilities for water, wastewater and drainage as needed for development, and shall fund necessary system-wide improvements by assessing development fees on new development (Goal J: Policy 1 and 2).

7. Electric Utilities

Increased energy demand generated by the development of the recent annexations is consistent with projected future energy demands, as both respond to regional growth forecasts and the City's General Plan. New infrastructure development will connect to the existing system. The development of a new substation will provide service to the Westside and SW Gateway project areas.

The Lodi Electric Utility has sufficient capacity to meet increased demand, assuming that applicant pays for cost of infrastructure development and any PG&E exit fees.³⁴

³⁴ Willdan, August, 2006, Reynolds Ranch Project Final Environmental Impact Report, State Clearing House Number 2006012113.

CITY OF LODI
MUNICIPAL SERVICES REVIEW
INFRASTRUCTURE NEEDS AND DEFICIENCIES

3 GROWTH AND POPULATION PROJECTIONS

This chapter identifies future growth projections for the City of Lodi and its SOI that need to be taken into consideration when planning for the provision of services. A detailed discussion on existing and future municipal services to meet the future demand identified in this chapter is included in Chapter 2 this MSR.

As discussed in Chapter 2, the City has plans and policies in place to ensure that if demand increases, as allowed by the General Plan, adequate public services will be provided, while existing levels of service are maintained.

A. *Population and Demographics*

Lodi is the fourth largest city in San Joaquin County, with a population of 63,395.¹ Between 1990 and 2000, the City of Lodi's population increased by 10.3 percent to 57,935, as shown in Table 3-1. Demographic shifts experienced during this same time period include an increase in percentage of children and 35- 54 year olds, and an increase in family size and non-family households, and a 76 percent increase in residents of Hispanic/Latino origin.²

Neighboring cities in San Joaquin experienced more dramatic population growth between 1990 and 2000, with the cities of Stockton and Tracy increasing 15.3 and 65.5% percent, respectively. Between 2000 and 2006, the population of San Joaquin County increased by 19.4 percent, while the State of California increased by 7.6 percent.

Lodi's population is projected to increase by 13.4% percent between 2005 and 2015 to a population of 69,055. By 2030, Lodi's population is projected to

¹ California Department of Finance, E-1 City/County Population Estimates, 2007, <http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/E-1text.asp>, accessed on 8/16/07.

² Jones and Stokes Associated, Inc, June 12, 1991, *City of Lodi General Plan Policy Document: Housing Element*.

reach 81,717. San Joaquin Council of Governments (SJCOG) projects that other cities in the county will continue to grow at a faster rate than Lodi.³

The City of Lodi adopted a Growth Management Ordinance (GMO) in 1991 (Ordinance 1521, 1991). The intent of the GMO is to regulate growth in order that General Plan policies can be achieved, to ensure the adequate provision of public services and facilities, and to promote increased housing options for all segments of the population. The GMO limits the number of approved residential units to reflect a two percent yearly population growth.⁴ This does not apply to senior housing, commercial and industrial projects, on-site replacement housing, or projects of four units or less.

The General Plan Update will include the growth projections for the next 20 years.

TABLE 3-1 **POPULATION AND HOUSEHOLD TRENDS IN LODI**

	1990	2000	2006
Population	51,874	57,935	62,828
Housing Units	19,676	21,442	23,000
Average Household Size	2.63 (3.43% vacant)	2.70 (3.4% vacant)	2.7 (3.21% vacant)
Single Family Units	12,999	14,468	16,273
Multi Family Units	6,178	6,475	6,262
Mobile Homes	499	499	465

Source: California Department of Finance Population Estimates, <http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E5/E5-91-00/documents/E-5.xls>, accessed on 8/7/07

³ Kai-yan Lee, April 2004, *SJCOG Population Projections*, <http://www.sjco.org/docs/pdf/RFC%20Projections.pdf>, accessed on 8/22/07.

⁴ Colton/Bridges Associates, October 20, 2004, *City of Lodi 2003-2009 Housing Element*.

B. Recent Annexations

Proposed development of the Reynold's Ranch, Westside and SW Gateway project sites includes residential, commercial, and industrial development.

Development of the Reynold's Ranch project site will induce population and housing growth, as it entails the conversion of existing agricultural land to urban uses. However, the initial phase of the project will emphasize retail and office development which will not substantially increase population. No displacement of housing will result from this development. The development of Reynolds Ranch project site would result in up to 1,084 units at build-out.

The land use designation for the Westside and SW Gateway project sites (including the twelve additional parcels discussed in Chapter 1) under the General Plan is Planned Residential (PR). The PR land use designation allows for single family detached and attached homes, secondary residential units, multi-family residential units, parks, open space, public and quasi-public uses, and other compatible uses. According to the General Plan, residential development in PR designated areas will maintain a mix of residential densities, with a goal of 65 percent low-density, 10 percent medium-density, and 25 percent high-density. The development of these project sites is projected to result in 2,090 units at built-out.

C. Determination

The City of Lodi's General Plan, including the Growth Management Plan for Residential Development discussed above, provides a framework for future growth within the City and its SOI. The project sites could develop up to 3,174 residential units, with an average of 2.6 people per household (as assumed by the PR land use designation). At build-out, the population accommodated by these project sites could be up to 8,252. As the City's population is projected to increase by 18,889 between 2006 and 2030, these project sites will help the City accommodate new development.

CITY OF LODI
MUNICIPAL SERVICES REVIEW
GROWTH AND POPULATION PROJECTIONS

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4 FINANCING CONSTRAINTS AND OPPORTUNITIES

This section of the MSR evaluates the funding mechanisms available for the provision of expanded services in the City of Lodi to meet future needs for fire, police, public services, water, wastewater and stormwater infrastructure, and electrical utilities. These fees and taxes ensure adequate service levels to meet needs of existing and projected population.

A. *Impact Fees*

The City of Lodi has negotiated Development Agreements for the last three major development projects, and will use the same process for future projects upon the developer's consent. These agreements are relevant to all projects in which landowners agree to contribute to costs of facilities and services, and the City agrees to provide service as required. The landowner's contribution to these facilities and services is assessed by the City through Development Impact Mitigation Fees (Development Fees), which ensure that new development pays its fair share of capital improvement costs for public facilities and utilities needed to support additional growth. Development Fees are collected on a per acre basis, using Residential Acre Equivalents (RAE). Figure 4-1 shows current Development Fees assessed by the City.

General Plan policies require the City to collect development fees for water, wastewater, drainage, and school development fees for all new residential, commercial, office, and industrial development sufficient to fund required system-wide improvements (Land Use and Growth Management Element, Goal J: Policy 2 and Goal I: Policy 7). Development fees are also collected from all new development for capital improvements and equipment for fire and police protection (Health and Safety Element, Goal C: Policy 10 and Goal D: Policy 7).¹

¹ Jones and Stokes Associated, Inc, June 12, 1991, *City of Lodi General Plan Policy Document*.



City of Lodi
Public Works Department

**Fee and Service
Charge Schedule**

Development Impact Mitigation Fees

RAE = Residential Acre Equivalent

Land Use Category	Total Fee per Acre	Water		Storm Drainage		Streets		Police	
		RAE	Fee/Acre	RAE	Fee/Acre	RAE	Fee/Acre	RAE	Fee/Acre
Residential									
Low Density	\$75,725	1.00	\$4,920	1.00	\$17,995	1.00	\$13,998	1.00	\$1,934
Medium Density	\$112,235	1.96	\$9,643	1.00	\$17,995	1.96	\$27,436	1.77	\$3,423
High Density	\$193,119	3.49	\$17,171	1.00	\$17,995	3.05	\$42,694	4.72	\$9,128
Planned Low Density	\$75,725	1.00	\$4,920	1.00	\$17,995	1.00	\$13,998	1.00	\$1,934
Planned Med. Density	\$112,235	1.96	\$9,643	1.00	\$17,995	1.96	\$27,436	1.77	\$3,423
Planned High Density	\$193,119	3.49	\$17,171	1.00	\$17,995	3.05	\$42,694	4.72	\$9,128
Commercial									
Retail	\$84,900	0.64	\$3,149	1.33	\$23,933	2.08	\$29,116	4.12	\$7,968
Office	\$111,328	0.64	\$3,149	1.33	\$23,933	3.27	\$45,773	3.72	\$7,194
Industrial									
Light	\$66,249	0.26	\$1,279	1.33	\$23,933	2.00	\$27,996	0.30	\$580
Heavy	\$60,744	0.26	\$1,279	1.33	\$23,933	1.27	\$17,777	0.19	\$367
		Fire		Parks & Recreation		General City			
		RAE	Fee/Acre	RAE	Fee/Acre	RAE	Fee/Acre		
Residential									
Low Density		1.00	\$1,890	1.00	\$27,175	1.00	\$7,813		
Medium Density		1.96	\$3,704	1.43	\$38,860	1.43	\$11,173		
High Density		4.32	\$8,165	2.80	\$76,090	2.80	\$21,876		
Planned Low Density		1.00	\$1,890	1.00	\$27,175	1.00	\$7,813		
Planned Med. Density		1.96	\$3,704	1.43	\$38,860	1.43	\$11,173		
Planned High Density		4.32	\$8,165	2.80	\$76,090	2.80	\$21,876		
Commercial									
Retail		2.69	\$5,084	0.32	\$8,696	0.89	\$6,954		
Office		2.46	\$4,649	0.54	\$14,675	1.53	\$11,954		
Industrial									
Light		0.64	\$1,210	0.23	\$6,250	0.64	\$5,000		
Heavy		0.61	\$1,153	0.33	\$8,968	0.93	\$7,266		

See Notes 4, 5, 6 & 7.

Reference: LMC Chapter 15.64 & Resolution 2001-242 & 2004-238

Notes

1. This schedule is a summary only; refer to the reference cited for details of applicability and interpretations.
2. LMC = Lodi Municipal Code; PWD = Public Works Department
3. Fees must be paid or guaranteed before work is scheduled or applicable Map/Permit issued.
4. Special area assessments or charges required by reimbursement agreements are not included in this summary.
5. Impact fees shall be adjusted accordingly on projects for which the proposed land use does not match the land use definitions in LMC Chapter 15.64 or for projects that have paid previous impact mitigation fees.
6. For mixed use projects, the appropriate land use category shall be used for the area of each use. For example, an office building located in a shopping center will be charged Commercial-Office rates.
7. For Wastewater Capacity Impact Fee, refer to schedule on page 3 of 6.
8. Fees noted shall be adjusted annually based on the change in the Consumer Price Index (Western Region, Urban, unadjusted) for the prior calendar year. Said fee adjustments will be automatically effective July 1 of each year.

Source: City of Lodi Department of Public Works, July 1, 2007, Fee and Service Charge Schedule.

FIGURE 4-1

New developments that are consistent with the Circulation Element of the General Plan are required to pay their fair share of traffic impact fees and/or charges. In addition, developments that generates more traffic than assumed by the Circulation Element are required to prepare traffic studies and fund to any additional capital improvements identified by the study (Circulation Element Goal A; Policy 5).

The City also requires that new developments pay school impact fees, or fulfill other commitments or obligations to the LUSD as authorized by AB2969, resolution of the LUSD Board of Education (Land Use and Growth Management Element).

B. Property Tax

Previous to the passing of Proposition 13 in 1978, property taxes were the main source of local government revenue and were subject to adjustment based on local government needs. Proposition 13 reduced property taxes by approximately 50 percent and gave the State of California the power to allocate funds gained from taxes.

Proposition 98, which passed in 1988, mandated that a minimum funding level be maintained by the State of California, which led to the Educational Revenue Augmentation Fund (ERAF) property tax shift. ERAF transferred revenues from city, county and special districts to schools. Between 1993 and 2005, ERAF resulted in the transfer of \$17.5 million from the City of Lodi to local schools.

The City of Lodi has a tax sharing agreement with San Joaquin County. This agreement addresses the adjustment of the allocation of property tax revenue between the City and County when a jurisdictional change occurs, such as annexation of unincorporated property into the City limits. The Agreement was most recently updated in May, 2005. The agreement specifies property tax sharing for additional land annexed into the City, with allocations being

determined by detachment of fire districts. The City receives 20% of property taxes for annexations that involve detachment from fire district. Property tax for annexations that do not require detachment from fire districts are shared as follows:

- ◆ If the fire district was established before June 15, 1996, the City receives 20-percent and the County receives 80-percent.
- ◆ If the fire district was established between June 15, 1996 and June 15, 2003, the City receives 15-percent and the County receives 85-percent.
- ◆ If the fire district was established after June 15, 2003, the City receives 10-percent and the County receives 90-percent.²

The City of Lodi currently collects the following taxes:

- ◆ Property Tax
- ◆ Sales & Use Tax
- ◆ Public Safety- Prop 172
- ◆ Transient Occupancy Tax
- ◆ Real Property Transfer Tax
- ◆ Business License Tax
- ◆ In-Lieu Sales Tax
- ◆ Waste Removal Franchise
- ◆ Industrial Waste Franchise
- ◆ In-Lieu Franchise (Electric, Sewer, Water, Refuse)

In 2006, these taxes contributed over \$22.05 million dollars to the City's total revenue,³ and are projected to provide for 70-percent of the General Fund for the 2007-8 fiscal year.⁴

² City of Lodi Council Communication, May 4, 2005, Agenda Item E-18: "Adopt a resolution approving Agreement for Property Tax Allocation..."

³ City of Lodi Department of Finance, Revenue Summary, <http://www.lodi.gov/finance/pdf/revsum.pdf>, accessed on 8/17/07.

⁴ City of Lodi, 2007, 2007-8 Financial Plan and Budget.

C. Connection and Usage Fees

In addition to impact fees and property taxes, Lodi receives funds for the ongoing provision of water, wastewater, and electricity service through connection fees and usage fees. The Lodi Department of Finance reviews these fees on an annual basis to ensure that they reflect the appropriate levels necessary to provide adequate levels of water, wastewater, and electricity service. These fees are also discussed in Chapter 6, Rate Restructuring, of this MSR.

D. Mello-Roos Community Facilities Districts

The Mello-Roos Community Facilities Acts of 1982 was created in response to Proposition 13, which limited local agencies ability to fund needed improvements and services with property tax increases based on assessed property value. This act provides an alternative financing method by allowing local government agencies to establish Mello-Roos Community Facilities Districts (CFDs) to finance needed improvements and services. CFDs are typically created in undeveloped areas and can finance streets, sewer systems, basic utility infrastructure, police and fire protection, schools, parks, libraries and other communities.⁵

Mello-Roos CFDs have been created within the Reynold's Ranch, Westside and SW Gateway project areas. These comprehensive CFDs will be used as a revenue source to offset the cost of ongoing maintenance for public facilities, including those for police, fire, parks/recreation, and public works.

⁵ California Tax Data, www.mello-roos.com/pdf/mrpdf.pdf, accessed on 10/9/07.

E. Opportunities

The following are opportunities to increase financial support for municipal services through various taxes were identified in *Financial Challenges in Providing Local Services*, May 2006 and conversations with City staff⁶.

- ◆ The City of Lodi's Transient Occupancy Tax (TOT) is nearly four percent lower than the state average of 10 percent. Increasing the TOT by three percent would generate an estimated \$176,000 in additional annual revenue. This tax would be paid by hotel and motel customers, and thus would not be directly felt by Lodi residents.
- ◆ Utility User Taxes (UUTs) are imposed by cities on consumption of utilities, and are commonly used to fund municipal services. Cities that collect UUTs receive an average of 15 percent of their general funds from the collected revenue
- ◆ Additional sales tax revenue is anticipated with recently approved retail development, including that within the Reynold's Ranch project area.

F. Determination

The City of Lodi receives funds for the provision of public utilities and services through impact fees, property taxes, and connection and usage fees. These fees apply to all land that is annexed into the City. The City's Department of Finance reviews these fee structures on an annual basis to ensure that they provide adequate financing to cover the provision of city services.

The City has adequate fee structures and planning processes to ensure that the fee structures remain sufficient to cover costs of required services. The Gen-

⁶ Pirnejad, Peter, Planning Manager, City of Lodi. Personal communication with Isby Swick, DC&E. September 6, 2007.

eral Plan includes policies that require new development to pay its fair share capital improvement costs for water, wastewater, electricity, schools, fire protection, and police protection facilities and services. The cost of providing on-going services for annexed land is offset by the increased tax base provided by new development.

CITY OF LODI
MUNICIPAL SERVICES REVIEW
FINANCING CONSTRAINTS AND OPPORTUNITIES

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5 COST AVOIDANCE OPPORTUNITIES

This chapter addresses methods that can be applied to minimize the cost of service provision for fire protection, law enforcement, public services, water, sewer and stormwater drainage, and electrical utilities, while still maintaining an adequate level of service.

A. Background

The City of Lodi provides fire and police protection, public services (transportation, libraries and schools), water, wastewater, stormwater drainage, and electricity service within the City. The City also provides limited services to areas outside the City boundaries. As property is annexed into the City, the City will extend their service areas to include annexed areas. The transfer of service from existing provider to the City of Lodi may be phased in order to reduce costs. This may increase overall cost to properties in the SOI, as residents and businesses in the SOI would be receiving access to additional services not currently provided. Service providers in the SOI are listed in Table 5-1.

Implementation of the City's General Plan and Growth Management Ordinance will ensure that no new development will be approved without demonstrating the at the required infrastructure to provide adequate levels of service is planned or in place. The cost of expanding infrastructure and services will be minimized as new development is able to connect to existing systems.

Additional cost avoidance opportunities are being pursued by the Lodi Electric Utility and the Lodi Fire Department, as follows:

- ◆ The Lodi Electric Utility is pursuing the potential to sell underutilized assets in order to increase its reserves. The City of Lodi 2007-8 Budget expects that nine acres of underutilized land will be sold during the 2007-8 fiscal year. The potential sale of the City of Lodi's interest in the Rose-

ville Combined Turbine Projects would reduce the Utility's operation and maintenance costs.¹

- The City is currently studying the potential for consolidation and contraction with the five surrounding fire districts. The Lodi Fire Department Strategic Plan, 2005 identifies consolidation of fire districts as having the potential to reduce overhead costs, increase efficiency and spread cost of protection over a larger population area. The City has also had staff to staff discussions with the Woodbridge Fire District regarding possible contracting. This concept would involve Woodbridge Fire District contracting for fire services with the City. This concept has not been accepted at this time, but may be further pursued in the future.²

B. Determination

As annexation occurs, duplication of costs will be avoided by ensuring that any services that will be provided by the City will be removed from County responsibility. As discussed above, the City's General Plan and Growth Management Ordinance ensure that new development plans and provides for the infrastructure and services necessary to provide for increased populations. Measures to reduce the cost of service provision and provide adequate services include selling underutilized assets and consolidating service districts. Connecting new infrastructure to existing systems will also contribute to the reduction in overall costs.

¹ City of Lodi, 2007, 2007-8 Financial Plan and Budget.

² Hatch, Randy, Community Development Director, City of Lodi. Email correspondence with Isby Swick, DC&E. August, 24, 2007.

CITY OF LODI
MUNICIPAL SERVICES REVIEW
 COST AVOIDANCE OPPORTUNITIES

TABLE 5-1 **SUMMARY OF SERVICE PROVIDERS FOR THE SOI**

Service Provided	Before Annexation	After Annexation
General Government	San Joaquin County	City of Lodi
Fire Protection	Woodbridge, Mokelumne, and Liberty Fire Protection Districts	Lodi Fire Department
Law Enforcement	San Joaquin County Sheriff's Department	Lodi Police Department
Schools	Lodi Unified School District (LUSD)	LUSD
Libraries		City of Lodi
Transportation	San Joaquin Regional Transit District (SJRTD)	City of Lodi, SJRTD
Water	Woodbridge Irrigation District	City of Lodi
Electrical Utilities	PG&E	Lodi Electric Utility

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MUNICIPAL SERVICES REVIEW
COST AVOIDANCE OPPORTUNITIES

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6 RATE RESTRUCTURING

The purpose of this chapter is to determine the potential for minimizing the rates charged to customers for public services, while maintaining the same or better level of service. As discussed in Chapter 2, the City of Lodi funds its fire and police departments exclusively through the General Fund as opposed to a fee charged for usage of the service. Thus, these services are not included in the discussion below.

A. Water and Wastewater

Annexed properties are provided by the City with water and wastewater services. As discussed in Chapter 4 of this MSR, development fees fund the capital improvements needed to connect new developments to the City's water and wastewater infrastructure. Service charges are collected by the City to pay for ongoing services. Fixed rates are established for single-family and multi-family residential units, based on the number of bedrooms per unit. Flat rates for commercial and industrial customers are based on meter size.

The City is installing water meters on un-metered properties in its service area. In accordance with California Assembly Bill 2572, the City must install water meters on all customer connections by 2025. Installation of meters will enable the City to charge water customers based on actual use, which is expected to result in a 15 percent reduction in water demand.¹

B. Electricity

The following discussion of rate restructuring for the Lodi Electric Utility is based on information provided in the Lodi 2007-8 Budget Report.

The Lodi Electric Utility is exploring several cost avoidance opportunities. The Utility will adopt an automatic Energy Cost Adjustment (ECA), which

¹ RMC, March 2006, *City of Lodi 2005 Urban Water Management Plan*.

will account for cost of energy above the base amount incorporated into the rates. This is similar to mechanisms used by other utilities. The adoption of the ECA is projected to eliminate need for base rate increases in the near future.

Lodi City Council recently adopted a new policy pertaining to the Electric Utilities that will reduce pressure to increase consumer rates and reduce the Utility's contribution to the General Fund. The new policy changes the fees for payment of in-lieu of taxes from 12 percent of gross income to a baseline, with an increased index for new customers.²

C. Determination

The City reviews the fees it charges for water and wastewater on an annual basis to ensure that adequate services are provided in a cost effective manner. The City's Finance Department is responsible for reviewing, analyzing and evaluating financial policies and procedures. The installation of water meters and implementation and exploration of an Energy Cost Adjustment evidence the City's commitment to minimizing rates charged to customers for utilities and public services.

² City of Lodi, 2007, 2007-8 Financial Plan and Budget.

7 OPPORTUNITIES FOR SHARED FACILITIES

Currently, the City of Lodi provides the appropriate level of fire protection, police, public services (schools, libraries, and transportation), water, sewer, stormwater, and energy in a cost effective manner within the City limits. In a few cases, the City provides services to areas outside the City limits. The Lodi Unified School District provides service to Lodi, North Stockton, and the unincorporated communities of Acampo, Clements, Lockeford, Victor and Woodbridge.

The focus of this section is to identify opportunities for reducing overall costs and improving services by sharing facilities and resources. The following outlines existing and potential opportunities for the City of Lodi to share facilities and resources.

A. Background

The City has already identified opportunities for reducing overall costs and/or meeting General Plan goals through sharing facilities with other agencies and establishing multi-use facilities.

1. Police Department Headquarters

The recently completed Police Facility located at 215 West Elm Street includes 51,000 square feet for police and jail services, and 8,000 square feet for future use by the San Joaquin County Superior Court.¹ The Lodi Police Department has occupied the facility since construction was completed in February, 2004. The San Joaquin County Superior Court is expected to occupy the facility by January, 2008.

2. Water Supply and Distribution

The City's contract with the Woodbridge Irrigation District (WID) to provide surface water to supplement groundwater supply will enable the City to

¹ City of Lodi Police Department, <http://www.lodi.gov/police/index.htm>, accessed on 7/31/07

meet future water demand using local sources. The forty year contract, which was initiated in 2003, is for 6,000 acre-feet per year (AFY) of untreated surface water from the Mokelumne River. Under this agreement, the City can bank up to 18,000 acre-feet (or a three year supply) of water. As discussed in Chapter 2, the City is currently exploring options for utilizing this water supply.

3. Wastewater Treatment

The City of Lodi has agreed to provide wastewater treatment services to Flag City, a county service area located 4-miles west of the City at the intersection of Highway 12 and Interstate 5. Flag City currently has a secondary treatment facility that is in need of major upgrades. Under this agreement, service will be provided to area within the existing Flag City service district. Service provided to areas outside the existing Flag City service district will be subject to negotiations. Additional service to new development within the existing Flag City service district is subject to the review and comment by the City. Flag City must comply with a Discharge Permit issued by the City, and is not to exceed 0.19 million gallons per day (mgd) annual average wastewater volume. Wastewater volume may be increased to 0.21 mgd if a tax sharing agreement is negotiated with the City. Flag City will be responsible for the infrastructure costs to establish a connection to the wastewater treatment facility, and will pay capacity and administration charges to the City.²

4. Stormdrain System

The City has an agreement with the Woodbridge Irrigation District (WID) to release stormwater into the WID canal. This forty year agreement, referred to as the Storm Drainage Discharge Agreement, allows the City to discharge a maximum of 160 cubic feet per second (cfs) in the summer and 40 cfs in the winter into the WID canal. The agreement also grants the City the right to modify existing Beckman and Shady Acres pump stations and to construct additional discharge points.

² Memorandum of Understanding, County Service Area No. 31- “Flag City” Domestic Waste Connection (A-07-234), March 27, 2007

5. Combined Stormwater Basins and Parks

The City has six parks that provide recreational opportunities for the community in addition to serving as stormwater detention basins. Three additional parks/basins are planned for the City. Table 7-1 describes these existing and planned parks/basins in further detail.

TABLE 7-1 **SHARED DETENTION BASIN AND PARK FACILITIES**

Existing Park/Basin	Description/ Park Amenities
A-1, Kofu	Baseball fields, tennis and basketball courts, skate XX, picnic area, restrooms
A-2, Beckman	Baseball and soccer fields, dog area, play area, picnic area, restrooms
B-1, Vinewood	Baseball and soccer fields, dog area, restrooms
B-2, Glaves	Baseball and soccer fields, play area, picnic area, restroom
D, Salas	Baseball and soccer fields, play area, picnic area, restroom
E, Peterson	Baseball and soccer fields, inline hockey, tennis and basketball courts, play area, picnic area, restroom
Planned Basins	Description
C, Pixley*	Approved Community Park
F (at Kettleman)	
F (near Tokay)	
G, DeBenedetti	Approved Community Park

Source: City of Lodi Stormwater Management Program, 2003, Table 5-3; http://www.lodi.gov/parks_rec/PDF/FacilityLocations.pdf, accessed 8/16/07.

B. Determination

The City of Lodi has existing and planned shared facilities, both within the City (e.g. detention basins/parks) and through relationships with other service providers, including San Joaquin County. Multiple planning processes are in place to identify future opportunities for shared facilities that will improve levels of service in a cost effective manner, and contribute to meeting General Plan goals. These planning processes include the City's annual budgeting process; and planning processes for utilities (e.g. water services, wastewater services, electric utility) and for fire and law enforcement services.

8 GOVERNMENT STRUCTURE OPTIONS

This section considers the benefits and constraints of the Lodi government structure in regards to the provision of public services.

A. Background

The City has implemented successful mergers and continues to explore opportunities to work with other service providers. The Lodi Unified School District (LUSD) is an example of a successful merger. The district was created by the merging of 18 elementary districts and the Union High School District in 1996, using the old Lodi Union High School District boundaries that had been established in 1922. LUSD now employs over 3,000 people and has successfully obtained over \$100,000,000 in state bond funds for construction and renovation of school facilities over the last twelve years.¹ As the district boundaries include all area within the City's SOI, annexation of parcels by the City will not significantly impact LUSD.

As discussed in Chapter 5, the City has offered to provide contract services for the Woodbridge Fire District and employ all fire fighters currently employed by Woodbridge Fire District. Acceptance of this offer would enhance the level of service provided to areas currently in the Woodbridge Fire District. Although this offer has not been accepted at this time, it demonstrates the City's efforts to work with other districts to provide cost efficient, high level service within the City and its SOI.

The benefits of redistricting annexed land into new water districts vary depending upon the parcel. As multiple water districts within a city can lead to governance issues, it is typically advantageous for all annexed land to be within one district. Parcels that were formerly agricultural land can benefit from redistricting by improved recognition of urban water needs; and the district can benefit from increased financial support.

¹ Lodi Unified School District, http://www.lodiUSD.net/index.php?option=com_search&Itemid=5&searchword=district+map&submit=Search&searchphrase=all&ordering=newest, accessed 8/28/07.

The City of Lodi is run by an elected City Council that answers to the public through the ballot process. The structure of Lodi's government is discussed in further detail in Chapter 10. As the City annexes the properties discussed in this document, it will assume responsibility for providing a wide range of services to the annexed areas. In some cases, annexation will result in the availability of services that were not previously available.

B. Determination

Since the City of Lodi is an incorporated city, the City Council will make final decisions concerning fee structures and provision of services. As discussed in previous chapters, the City of Lodi reviews its fee structures on a regular basis. The City's General Plan also has numerous goals, objectives, policies and actions to ensure that adequate services are provided in a cost effective manner to accommodate new growth.

The City has demonstrated the ability to work with other service providers and districts to ensure that adequate services are provided in a cost effective manner. Efforts to ensure effective government structure for the provision of schools, fire protection, and water supply demonstrate the City's foresight to plan for future service needs as City boundaries expand due to annexations and population increases. Assuming the City continues to evaluate existing government structure and seek opportunities for improvement, no significant barriers are expected in regards to government structure during the five year sphere horizon.

9 EVALUATION OF MANAGEMENT EFFICIENCIES

Efficiently managed entities consistently implement plans to improve service quality while containing costs.¹ The purpose of this section is to evaluate the City of Lodi's functions, operations, and practices as they pertain to the ability of the City to provide quality services to meet current and future demand.

A. Background

The City of Lodi undertakes long-range planning programs to better plan and budget for needed improvements to services and facilities. For example, the City is currently updating the General Plan, which will provide a baseline for other planning documents.

The Land Use and Growth Element and Health and Safety Element of the City's 1991 General Plan include implementation programs which outline schedules for service review, as summarized in Table 9-1. The time frame for service reviews ranges from annual to every ten years.

The City's annual budgeting process is used to balance expenditures for provision of needed services with anticipated revenue. During this process, the City analyzes the need for City staffing, equipment and facilities for the following year, and department heads are encouraged to continually explore methods to minimize the cost for services while maintaining a high level of service. The annual budget is used as a planning tool by the City.

B. Determination

The update processes for the General Plan and the annual City Budget and regular service reviews will ensure that the City of Lodi continues to provide adequate levels of service in a cost-effective manner within its service area. The long-term planning processes for the City of Lodi are contributed to by city departments and community input. The City will continue to use these

¹ San Joaquin LAFCo, July 2007, *Policies and Procedures*

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MUNICIPAL SERVICES REVIEW
 EVALUATION OF MANAGEMENT EFFICIENCIES

processes to ensure management effectiveness, and to meet goals established by the General Plan.

TABLE 9-1 SCHEDULE FOR SERVICE REVIEW (IMPLEMENTATION PROGRAM)

Task	Responsibility	Time Frame
5-year capital improvement programs that identifies and sets priorities for water, wastewater, and drainage improvements	City Council Public Works Department	Annual
Water Master Plan Update	City Council Public Works Department	Every 5-10 years
Wastewater Management Plan Update	City Council Public Works Department	Every 5-10 years
Drainage Master Plan Update	City Council Public Works Department	Every 5-10 years
Review fee ordinance for funding needed for water, wastewater drainage, and other improvements	City Council Public Works Department	Every 5 years
Review of fee ordinance to provide funding for capital improvements and equipment for fire and police protection	City Council Fire Department Police Department Public Works Department	Periodic

Source: City of Lodi General Plan, Land Use and Growth Management Element and Health and Safety Element, 1991.

10 LOCAL ACCOUNTABILITY AND GOVERNANCE

This section assess the level of accountability provided by the City of Lodi to those it serves, focusing on the public accessibility and level of public participation offered in regards to the operation of the City.

A. Background

The City of Lodi was incorporated on December 6, 1906. The City of Lodi is a General Law city that operates under the City Council/City Manager form of municipal government with 458 employees budgeted for 2007-8. This general law format allows for citizens to elect a governing body that will set policy, pass ordinances and resolutions, and approve fiscal spending.

The City of Lodi has five elected officials. The City Council consists of the Mayor, Mayor Pro Tempore, and three council members and is the City's governing body having primary responsibility for enacting legislation and policies. The City also has an elected City Treasurer. The Mayor is elected by fellow council members on an annual basis, and City Council Members are elected for four year terms. However, there are no term limits for the Mayor or City Council Members. Regular City Council meetings are held on the first and third Wednesday of every month at 7:00 pm at the Carnegie Forum, located at 305 W. Pine Street. Council meetings are broadcast live on SJTV Channel 26 and rebroadcast the following Friday at 3:00 pm. In addition to council meetings, informational sessions ("Shirtsleeve sessions") are held most Tuesdays at 7:00 am, also at Carnegie Forum.

The City Council appoints a seven member Planning Commission, of which each member serves a four-year term. Established by state law, the primary function of the Planning Commission is to ensure that proposed developments meet the City's environmental and technical standards. The Commission is responsible for holding public hearings that elicit public comment on development plans. The Commission meets the second and fourth Wednesday of every month at 7:00pm, also at the Carnegie Forum.

The City of Lodi has additional boards, commissions and committees that advise the City Council. Registered voters of San Joaquin County are invited by the City to apply for positions on boards, commissions and committees as they become available.

The official City Council meeting agenda is posted at least 72 hours before regular meetings and at least 24 hours before special meetings, according to Government Codes SS54954.2 and 54956. The official City of Lodi posting location is at the Lodi Carnegie Forum, located at 305 W. Pine Street, where it is available to the public 24 hours a day. Additional posting locations include Lodi City Hall and the City Clerk's Office, both located at 221 W. Pine Street, and at the Lodi Public Library, located at 201 W. Locust Street. Agendas are also posted on the City's website.

City Council Guidelines allow for public comment during City Council meetings for both agenda and non-agenda items. However, public comment time for non-agenda items is limited to five minutes (Council Guideline #1). The public may contact the City Council via written correspondence, including e-mail, or verbal correspondence (voice mail). Written correspondence sent to the any member of the City Council by a member of the public is forwarded to the Mayor, each Council Member, the City Manager, City Attorney, and any affected Department Heads (Council Guideline #2).

City Hall, the primary location for City administrative function, is located at 221 West Pine Street and is open from 8:00am to 5:00, Monday through Friday. The City provides its residents with information on City policy and upcoming opportunities for public involvement on its website an on SJTV Channel 26. In addition, residents are notified as required by law for public hearings.

The City prepares annual reports according to State and Federal regulations on General Plan implementation process, water quality, growth (for the Department of Finance), and Community Development Block Grant (CDBG)

implementation. These reports are available to the public for review and comment.

B. Determination

The residents of Lodi are offered a range of opportunities to oversee the activities of elected, appointed and paid representatives responsible for the provision of public services to the community through elections, publicized meetings and hearings, as well as through the reports completed in compliance with State and Federal reporting requirements. The City's website provides up-to-date public access to meeting agendas, service departments, documents for public review, and other resources.

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LOCAL ACCOUNTABILITY AND GOVERNANCE

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