



CITY OF LODI, WI

2040 Comprehensive Plan

ADOPTED APRIL 20, 2021

Acknowledgements

The City of Lodi wishes to thank the many people who contributed their time, local knowledge, expertise, and ideas to the production of the Comprehensive Plan. The Plan reflects a collective effort of the citizenry, City staff, Plan Commission members and other stakeholders to guide the future of the community and preserve the attributes that define the City and make it a special place.

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Table of Contents

1. Introduction	1-1
1.1 Wisconsin’s Smart Growth Legislation	1-2
1.2 Local Comprehensive Planning.....	1-2
1.3 State Planning Goals	1-2
1.4 Purpose of this Plan.....	1-4
1.5 Adoption Process.....	1-4
1.6 Public Involvement	1-4
1.6 Internal Consistency.....	1-4
1.7 Plan Monitoring and Amendments	1-5
2. Issues and Opportunities Element	2-1
2.1 Overview	2-2
2.2 Background Information	2-2
2.3 Population Trends	2-3
2.4 Age and Gender Distribution	2-4
2.5 Household Income	2-5
2.6 Employment and Education	2-5
3. Goals, Policies and Actions.....	3-1
3.1 Overview	3-2
3.2 Goals, Policies and Actions	3-2
<i>Housing</i>	3-3
<i>Mobility & Transportation</i>	3-6
<i>Economic Development</i>	3-10
<i>Agricultural, Natural & Cultural Resources</i>	3-14
<i>Community Facilities & Services</i>	3-17
<i>Collaboration and Partnerships</i>	3-20
<i>Land Use</i>	3-22
4. Future Land Use Plan.....	4-1
4.1 Using the Future Land Use Map.....	4-2
4.2 Amending the Future Land Use Map.....	4-3
4.3 Interpreting Boundaries	4-4
4.4 Future Land Use Categories	4-5

5. Implementation.....	5-1
5.1 Guiding Daily Decisions.....	5-2
5.2 Guiding Annual Decisions.....	5-3
5.3 Implementation Tools.....	5-3
5.4 Adoption, Amendment, Update Procedures.....	5-4
5.5 Plan Consistency.....	5-6
5.6 Severability.....	5-6
A. Appendix A – Plan Adoption & Amendments.....	A-1
B. Appendix B – Community Indicators Report.....	B-1
C. Appendix C – Action Plan.....	C-1
D. Appendix D - Maps.....	D-1

1. Introduction

City of Lodi Comprehensive Plan

Contents

1.1 Wisconsin’s Smart Growth Legislation.....	1-2
1.2 Local Comprehensive Planning.....	1-2
1.3 State Planning Goals.....	1-2
1.4 Purpose of this Plan.....	1-4
1.5 Adoption Process.....	1-4
1.6 Public Involvement.....	1-4
1.8 Internal Consistency.....	1-5

1.1 Wisconsin's Smart Growth Legislation

Wisconsin's planning legislation, first adopted more than five decades ago, was significantly changed with passage of the state's 1999-2000 biennial budget. On October 27, 1999, Governor Thompson signed 1999 Wisconsin Act 9 into law and two subsequent amendments were made for technical reasons¹. Quite often this new law is referred to as Wisconsin's smart growth legislation. This legislation has a number of important provisions as discussed below.

1.2 Local Comprehensive Planning

Local units of government are not required to adopt a comprehensive plan. However, if a local unit of government wants to regulate land use after January 1, 2010, it must have an adopted plan and must make land use decisions consistent with the plan. Section 66.1001 of the Wisconsin State Statutes requires that a comprehensive plan will, at a minimum, address the following nine elements: Issues and Opportunities; Agricultural, Natural, and Cultural Resources; Economic Development; Housing; Utilities and Community Facilities; Transportation; Land Use; Intergovernmental Cooperation; and Implementation. These comprehensive plans are to be adopted by the governing body via ordinance. As such, an adopted plan becomes much more than a reference document with no consistency requirements.

1.3 State Planning Goals

Although the legislation does not dictate local land use policy, it does include 14 planning goals, as outlined on the following page. State agencies are encouraged to design its programs, policies, infrastructure, and investments to support these local planning goals.

Nine Elements of a Comprehensive Plan

- Issues and Opportunities
 - Agricultural, Natural and Cultural Resources
 - Housing
 - Transportation
 - Utilities and Community Facilities
 - Economic Development
 - Intergovernmental Cooperation
 - Land Use
 - Implementation
-

¹ Amendments were included in AB 872 in May of 2000 and 2001 Wisconsin Act 16 signed in August 2001.

Local Comprehensive Planning Goals

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitat, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land use densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic, and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

1.4 Purpose of This Plan

This Plan was prepared as an update to the City’s 2009 Comprehensive Plan. It was prepared to comply with the state requirements, as mentioned above. In the absence of this Plan, the City could not take actions with regard to zoning, subdivision regulations, or official mapping after January 1, 2010. This plan is intended to provide a long-range perspective of 20 years.

“A comprehensive plan is intended to provide a rational basis for making local land use decisions and to serve as a blueprint for communitywide effort to achieve its vision.”

1.5 Adoption Process

Prior to starting the update process, the Common Council adopted a public participation plan, consistent with state requirements (§66.1001(4)a, Wis. Stats), to document the ways City residents would be involved in the preparation, review, and approval of the plan.

The Plan Commission assisted in drafting the plan update, which addresses the many unique needs of the City. After completion of the draft, the Plan Commission adopted a resolution, as required by State Statute, recommending the updated Comprehensive Plan to the Common Council. The Common Council then held a public hearing and adopted the Plan via Ordinance, which is included as *Appendix A*. Following adoption, a copy of the adopted plan will be shared with the surrounding communities and others as required by state law.

1.6 Public Involvement

Prior to designing appropriate tools to guide City decisions about planning and development over the next 20 years, it is necessary to identify and understand the *Issues and Opportunities* currently facing the City as well as the future vision of the community. The City adopted a public participation plan to encourage public input in developing this vision. The public participation plan is included as an appendix to this Comprehensive Plan.

The purpose of the public participation plan is to outline procedures for public involvement during every stage of the planning process. Some key components of the public participation plan consist of public Plan Commission meetings, including a project kick-off meeting where issues and opportunities are discussed; distribution of the draft plan to neighboring municipalities for review; and a public hearing before the Common Council, noticed with a Class 1 notice 30 days prior to the hearing.

1.7 Internal Consistency

This plan has been prepared as a single document to guide future decision-making. Prior to adoption, each of the elements were reviewed to ensure internal consistency.

In the coming years it will be important to ensure the plan remains internally consistent as amendments are made. This is especially true when amendments are made to address particularly pressing or current development issues.

1.8 Plan Monitoring and Amendments

Monitoring of this plan is an ongoing process to ensure it is being implemented and that the background data, including support maps, are still appropriate and that the goals, policies and actions are still appropriate.

Although the state legislation requires a comprehensive review of the adopted plan every ten years, it is recommended that this review occur at least every five years. Specific procedures for amending this plan are included in the General Provisions section.

2. Issues and Opportunities Element

City of Lodi Comprehensive Plan

Contents

2.1 Overview	2-2
2.2 Background Information.....	2-2
2.3 Population Trends.....	2-2
2.4 Age and Gender Distribution.....	2-4
2.5 Household Income.....	2-4
2.6 Employment and Education.....	2-5

2.1 Overview

The City of Lodi is located in southwestern Columbia County, just southeast of the Wisconsin River. The City was first settled in the mid-1840s, and its proximity to the river became an important asset. In 1847, the government granted permission to establish a horse-powered ferry across the river, allowing Lodi to become an important stop on the shortest route between Madison and Baraboo. Lodi became a crossroads for farmers who were attracted to the area's rich prairies. The City's downtown area developed throughout the 1850s adjacent to Spring Creek. After experiencing increased population growth concurrent with the railroad, Lodi was officially incorporated as a village in 1872. In 1941, Lodi was reincorporated as a city and has since seen substantial population growth.

Lodi is fortunate in that a number of historic structures have been left intact throughout the City's history. These historic structures are part of what gives Lodi its character. Natural resources are also important features, including Spring Creek and Lodi Marsh. The City is proud of its abundant parks and recreational opportunities and is known as the home of Susie the duck.

The City of Lodi desires to become compliant with Wisconsin's Smart Growth law and, in turn, enhance its ability to guide future development. This Comprehensive Plan will be the basis for local land-use decision making over the next 20-year period. This Plan serves to update the Comprehensive Plan adopted in 2009.

2.2 Background Information Existing Conditions and Trends Analysis

Before a community can effectively plan for its future, a good understanding of current conditions and trends is essential. The following demographic information and background data is intended to help provide a snapshot of the City of Lodi as it exists today and to begin to forecast some of the trends that may shape its physical, cultural, and economic landscapes in the future. During the course of the community involvement efforts, background information including population, household and employment characteristics, demographic trends, age distribution, educational attainment, income levels and employment characteristics was collected.

In addition, the City's Comprehensive Plans of 1993 and 2009 were reviewed to determine what has been implemented and what is still relevant to development patterns today. State and county level plans along with plans from adjacent municipalities also were considered in an effort to maintain consistency across other units of government.

The collection of data helps to understand broad trends and determine the level of development that the community can ultimately absorb in the future. The information also serves to guide development choices.

2.3 Population Trends

Between 1980 and 2019, Columbia County's population grew by 13,911 or 32%. This growth rate exceeded the state (28%) and surpassed that of many other Wisconsin counties. As shown in Table 2.1, the City of Lodi grew even faster, by 56% percent (1,101 people), during this same period.

Table 2.1 Population Trends and Projections

	City of Lodi	Town of Lodi	Village of Sauk City	Village of Prairie du Sac	Village of Poynette	Columbia County	Wisconsin
1980	1,959	1,855	2,703	2,145	1,447	43,222	4,705,642
1990	2,093	1,913	3,019	2,546	1,662	45,088	4,891,769
2000	2,882	2,791	3,109	3,231	2,266	52,468	5,363,675
2010	3,050	3,273	3,410	3,972	2,528	56,833	5,686,986
Avg. 2015 - 19	3,060	3,289	3,482	4,347	2,496	57,133	5,763,217
2020	3,335	3,690	3,715	4,545	2,790	61,410	6,005,080
2025	3,535	3,985	3,910	4,910	2,985	64,745	6,203,850
2030	3,710	4,245	4,060	5,245	3,145	67,455	6,375,910
2035	3,790	4,400	4,115	5,445	3,235	68,460	6,476,270
2040	3,805	4,485	4,115	5,570	3,270	68,450	6,491,635

Source: U.S. Census Bureau; 2015-2019 ACS Estimates; Wisconsin Dept. of Administration

However, one must consider that this number is skewed due to an increase of 789 residents between 1990 and 2000, a 38% increase, that can be contributed to the creation of a new neighborhood. Growth prior to and since 2000 has been around 5-6 percent decade increase.

As seen in Table 2.2, Wisconsin DOA projects the City of Lodi’s population will grow at a much slower rate over the next twenty years. In total, the City is only expected to gain 470 people, which is only an increase of only 14%, as opposed to the 70% of the last four decades.

Table 2.2 Population Growth Rate

	2020-2025	2025-2030	2030-2035	2035-2040	TOTAL
Additional population	200	175	80	15	470

In 2000, there were 1,199 housing units in the City and in 2010 there were 1,272 units (Table 2.3). Those figures show an increase of 73 units (6.1% increase) from 2000 to 2010. That is an average of 7.3 housing units per year over that decade. The number of units per year appears to double between 2000 to 2019. Following regional and national trends (with reducing household size), more housing units are required to sustain proportional population growth.

Table 2.3 Housing Units

	City of Lodi	Columbia County	Wisconsin
2000	1,199	22,685	2,321,144
2010	1,272	26,137	2,624,358
Avg. 2015-2019	1,432	26,751	2,694,527
% Change 2000 to 2010	6.1%	15.2%	13.1%
% Change 2010 to 2019	12.6%	2.3%	2.7%

Source: 2000 Census, 2015-2019 ACS Estimates

2.4 Age and Gender Distribution

According to the 2000 Census, the median age of the residents of the City of Lodi was 36.5 years, and a slightly higher percentage of the population was female. In the year 2000, the City population aged 55 or older was 668 persons, or 23 percent of the total population (Table 2.4). For the same period, 21.6 percent of the State of Wisconsin was over 55. The 2000 population under age 14 was 638 persons, or 22.2 percent.

Table 2.4 Age Profile

	2000		Avg. 2015-2019	
	Number	Percent	Number	Percent
Under 10	440	15.3%	326	10.7%
10-19 years	375	13.0%	536	17.5%
20-34 years	547	19.0%	518	16.9%
35-54 years	852	29.6%	947	31.0%
55-64 years	224	7.8%	396	13.0%
65-74 years	168	5.8%	168	5.5%
75-84 years	157	5.4%	110	3.6%
85 & Over	119	4.1%	56	1.8%
17 & Under	767	26.6%	735	24.1%
65 & Over	444	15.4%	334	11.0%
Totals	2,882	100%	3,060	100%

Source: 2000 Census, 2015-2019 ACS Estimates

2.5 Household Income Levels

In 2000, the City of Lodi's per capita, median family and household income levels were higher than the County and State's income levels. More recent data from the 2015-2019 ACS estimates suggests that income levels have increased in all geographies since then (Table 2.5), and remains above County and State's income levels. Income has a significant impact on the affordability of housing within the community.

Table 2.5 Income

		2000	Avg. 2015-2019
City of Lodi	Per Capita	\$23,546	n.a.
	Median Family	\$57,763	\$86,458
	Median Household	\$51,357	\$72,117
	Individuals Below Poverty	2.7%	5.8%
Columbia Co.	Per Capita	\$21,014	\$34,984
	Median Family	\$52,540	\$83,177
	Median Household	\$45,064	\$68,005
	Individuals Below Poverty	5.2%	7.1%
Wisconsin	Per Capita	\$21,271	\$33,375
	Median Family	\$52,911	\$78,679
	Median Household	\$43,791	\$61,747
	Individuals Below Poverty	8.7%	10.4%

The ACS data also suggests the number of persons below the poverty level has increased in all geographies from 2000 to present with Lodi at 5.8%; however, the City’s poverty level remains lower than the County and the State as whole.

2.6 Employment & Education Levels

Educational attainment can provide valuable insight into the existing labor force, including availability of skilled and professional workers and demand for training opportunities. Table 2.6 is a summary of educational attainment relative to Columbia County and the State. In the year 2000, approximately 90% of City of Lodi residents 25 years or older had at least a high school diploma, which is higher than Columbia County (86%) and the State as a whole (85%). Looking at higher education, 15% of residents obtained a bachelor's degree, which is higher than the County (12%) and the State (15%). More recent data from the American Community Survey (2015-2019) suggests that City residents have continued to outpace the County and State in having more than a high school diploma.

Table 2.6 Educational Attainment

		2000	Avg. 2015-2019
City of Lodi	HS Grad	36.9%	22.0%
	Some College	21.4%	20.3%
	Associate Degree	11.1%	17.5%
	Bachelor's Degree	14.8%	19.7%
	Graduate/Prof. Degree	5.9%	19.1%
	High School Grad or Higher	90.0%	98.5%
Columbia Co.	HS Grad	39.7%	33.7%
	Some College	21.7%	22.5%
	Associate Degree	8.0%	13.2%
	Bachelor's Degree	11.5%	16.3%
	Graduate/Prof. Degree	5.3%	7.0%
	High School Grad or Higher	86.2%	92.7%
Wisconsin	HS Grad	34.6%	30.5%
	Some College	20.6%	20.0%
	Associate Degree	7.5%	10.9%
	Bachelor's Degree	15.3%	20.7%
	Graduate/Prof. Degree	7.2%	10.7%
	High School Grad or Higher	85.1%	92.8%

3. Goals, Policies and Actions

City of Lodi Comprehensive Plan

Contents

3.1 Overview	3-2
3.2 Goals, Policies & Actions	3-2
3.3 Housing	3-3
3.4 Mobility & Transportation.....	3-6
3.5 Economic Development	3-10
3.6 Agricultural, Natural & Cultural Resources	3-14
3.7 Utilities & Community Facilities	3-17
3.8 Collaboration & Partnerships.....	3-23
3.9 Land Use.....	3-25

3.1 Overview

All of the information contained in this plan can be divided into two types. The first set of information is based on what has occurred in the past and on current conditions. The second type of information is designed to look forward, using the historical context and current conditions as a starting point. This entire chapter is forward looking. It includes goals, policies and actions to implement the City's hopes and aspirations for the future. It identifies what the community should look and feel like in 20 years.

The intent of this chapter is to guide decisions and decision-makers in the coming years. It will help to guide the development occurring in the private sector. It will guide capital expenditures made by the Common Council and staff. It will help give direction to a wide range of non-governmental organizations providing services within the community. It will guide the formation (or revision) of land development regulations.

The whole effort of looking toward the future started with a vision statement from which the goals, policies and actions were written to achieve that vision.

3.2 Goals, Policies & Actions

Each element of the Comprehensive Plan contains goals, policies and actions established during the planning process based on the information contained in the Community Indicators Report (Appendix A) and feedback from the public and from city staff and the Plan Commission. This section defines goals, policies and actions as follows:

Goals

A goal is a general statement about a desired future outcome. Goals provide the big idea and direction but do not indicate how they will be achieved.

Policies

Policies are rules of conduct to be used to achieve the goals of the plan. They are intended to be used regularly to guide City decisions.

Actions

Actions are specific activities that someone within city government should actively pursue, sometimes in coordination with non-governmental agencies. All actions are repeated in a quick reference spreadsheet in the Implementation section of this plan.

3.3 Housing

Issues:

- Affordable housing.
- Housing diversity.
- Housing density/aesthetics.
- Age of housing stock.
- Housing for special populations.

Vision Statement

Development is sympathetic to, and respectful of, the topography, the environment and changing societal demographics. New residential development should preserve natural settings, resources, and environmental corridors. Housing should be available to meet the needs of different economic groups and the desires and requirements of residents across the life span.

Goal 1:

Housing and neighborhoods throughout the City provide a range of affordable, accessible, safe and desirable housing options for existing and future residents.

Policies:

1. Promote cooperation among public and private agencies to address affordable housing issues affecting City residents.
2. Review and approve housing development proposals based on consistency with the Land Use Chapter of this plan, including the Future Land Use Map.
3. Review all development plans to provide for the needs of varying household types.
4. Encourage and promote the development of independent adult/senior housing within the City as appropriate.
5. Higher density residential should typically be placed along collector and arterial roads, and as transitions between single-family and commercial developments.

What is “Affordable Housing”?

For the purposes of this plan, affordable housing is broadly defined as any housing designed, constructed, and/or managed with the goal of being affordable to households earning less than the “Low Income” threshold as defined by the Department of Housing and Urban Development (HUD) for the Columbia County Metro Area. In 2018 that figure was \$62,650 for a family of four. Affordable housing may or may not be supported by public funding in some way and it may or may not be reserved for certain income levels. For reference, \$62,650 allows a monthly housing budget of about \$1,600, including rent/mortgage, utilities, insurance and taxes.

6. Continue to assess housing needs and issues within the community, including a need for affordable housing.
7. Assess demographic trends to assist in addressing the housing needs of all residents, including special populations.
8. Encourage accessory dwelling units as a part of new neighborhood development, during initial construction and site design.
9. Encourage the maintenance and repair of existing housing units to promote the utilization of existing structures and to safeguard the health, safety, and welfare of City residents.

Actions:

1. Review and approve housing development proposals based on consistency with the Land Use Chapter of this Plan, including the Future Land Use Map and associated policies.
2. Address housing affordability through the following strategies:
 - a. Utilize “Affordable Housing” TID extension in expiring districts to capture additional funds that support housing initiatives. 75% of additional funds must be utilized to address affordable housing challenges and may be used for programs such as owner-occupied rehabilitation, new home construction, or the creation of revolving loan funds, among other possibilities. 100% of increment generated through the extension must be utilized to better the community’s housing stock.
 - b. Review and consider amendments to the zoning ordinance to enable development of housing formats that limit cost and increase diversity of housing stock, including smaller lots, smaller homes, attached units and “cottage court” clusters of detached homes. Identify locations for these housing forms in new and existing neighborhoods to provide a range of options for current and prospective residents.
 - c. Proactively seek out and partner with non-profit and public partners, such as the Southern Housing Region program, that specialize in creation and preservation of affordable housing stock and providing housing assistance to income-qualified households, and create a list of resources that can be utilized by residents in need of assistance.
 - d. Encourage both State and Federal housing tax credit projects that result in new or rehabilitated income-qualified units. Proactively seek out and recruit developers that are fluent and successful in State and Federal application processes administered by the Wisconsin Housing and Economic Development Authority (WHEDA).
 - e. Work with local mortgage lenders and the Wisconsin Housing and Economic Development Authority (WHEDA) to ensure all income-qualified residents have access to and knowledge of State subsidized and insured mortgage and loan programs.

Goal 2:

Encourage housing to be sensitive to the integrity of existing and future neighborhoods.

Policies:

10. Encourage new residential development and redevelopment to provide an aesthetic facade that blends into the surrounding environment.
11. As new neighborhoods are created and existing neighborhoods change over time, encourage a healthy mix of housing units including single-family, duplex, townhomes, apartments and other formats. New housing should be compatible with the existing surrounding neighborhoods.
12. Encourage new housing starts in areas that are already served by public services including sanitary sewer and water.

Goal 3:

Maintain the historical character of Lodi's architecture and neighborhoods.

Policies:

13. Share information on, and encourage the use of, Columbia County's Southern Housing Region Program (loan program) by City residents to assist eligible households with housing rehabilitation projects.
14. Continue efforts toward the preservation of identified historic homes and neighborhoods.
15. Encourage maintenance of identified historical housing structures to preserve the City's heritage.
16. Continue to enforce regulations to safeguard the health, safety, and welfare of housing occupants, and to protect community character.

Actions:

4. Reach out to other historical organizations (state, county and local) to ensure that rehabilitation, remodeling, and new additions to historic buildings and housing structures protect the integrity of the buildings/structures.

3.4 Mobility & Transportation

Issues

- Bikeability and walkability in the City.
- Maintenance and repair of existing roadways.
- Traffic concerns, especially along major corridors into and through the City.
- Enhancing & improving connectivity to the region.
- Maintaining good truck & rail transportation network.

Vision Statement

Provide a safe and efficient transportation network that enables mobility for all residents of any age, ability, race, ethnicity and income, and links City residents to jobs, services and other regional amenities.

Goal 1:

Provide a multi-modal transportation system that serves all residents in every neighborhood.

Policies:

1. Repair and maintain, to the greatest extent possible, existing transportation infrastructure. Evaluation of existing infrastructure should consider financial feasibility, Comprehensive Plan goals and objectives, County and State transportation plans and other utility needs.
2. Continually move toward the implementation of a Complete Streets network that is safe, convenient and attractive for everyone regardless of age, ability or mode of transportation.
3. Promote complementary and compatible public and private transportation services, including the County's Aging and Disability Resource Center (ADRC) as a resource for special needs transportation and accessibility services.
4. Ensure subdivision and development applications provide adequate streets for safe and efficient traffic movement and includes the necessary bicycle/pedestrian infrastructure (e.g., sidewalks, bike lanes, trails).

What are "Complete Streets"?

Complete Streets are streets that provide safe, convenient, and comfortable routes for all users, regardless of age, ability, or mode of transportation. A network of complete streets makes the transportation network safer and more efficient for everyone, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. A "Complete Street" right-sizes infrastructure based on functional classification and traffic volumes and may include the following features: sidewalks, multiuse paths, bicycle lanes, automobile lanes, street trees, public transportation facilities and traffic calming devices.

5. Maintain a well-designed bicycle/pedestrian trail and sidewalk system that links recreational areas, neighborhoods, schools and regional trail systems.
6. Consider special assessment districts for any new development projects that place a burden on or require the upgrading of adjacent city streets that will experience increased traffic.
7. Seek compliance with the requirements of the Americans with Disabilities Act (ADA) whenever an existing facility (sidewalks, trails, etc.) is reconstructed.
8. Plan for (using Lodi's Official Map) and develop new portions of the transportation system to be compatible with existing and future land use patterns, maintaining safety and operational efficiency.
9. The City will provide adequate downtown public parking to support and promote business growth, while maintaining a compact urban downtown environment.
10. Collaborate with Lodi School District on safe transportation for students, including walking, biking, and bussing, both in the neighborhoods and near each school site.

Actions:

1. Biennially evaluate City roads using the Pavement Surface Evaluation and Rating (PASER) program.
2. Annually review and update the Official Map, or as needed.
3. On a biennial-basis, evaluate the downtown parking network to maintain a healthy supply of parking. If the evaluation suggests an under-supply of parking, consider parking strategies improvements such as short-term parking, compact car spaces, better signage to under-utilized parking lots, increase employee parking education, and expanding/building new parking lots.
4. Work with Lodi School District to provide bicycle education in grade schools and middle schools every year.
5. Prepare a conceptual neighborhood plan in areas slated for growth prior to development in order to ensure good street connectivity and adequate bicycle accommodations.
6. Implement the 2016 Main Street Corridor Plan by bringing recommendations for consideration during budgeting and capital improvement planning processes.

Goal 2:

Work cooperatively with other agencies to develop a local and regional transportation network that provides safe options for traveling to, from and through the City.

Policies:

11. Whenever possible, new City transportation infrastructure construction and maintenance should occur in accordance with local, State and County transportation plan schedules.
12. Connect trails and sidewalks located in the City with regional (County/State) trails, where possible, and as opportunities arise.
13. Work with the Town of Lodi, Town of West Point and Columbia County to promote the addition of bicycle accommodations to Town/County roads, including exploring funding opportunities through the Department of Transportation [e.g., Transportation Alternative Program (TAP)].
14. Work with State agencies to ensure the safety of the railroad network, while preserving the existing rail crossings that are vital to the community.
15. Work with State and County agencies to integrate transportation plans that will benefit City residents and develop efficient transportation infrastructure throughout the region.
16. Encourage the use of the State's Rideshare program.
17. Encourage development of snowmobile and ATV trails with connections to other communities.

Actions:

7. Consider steps on an annual basis to complete connections in the regional bikeway network. Work with neighboring jurisdictions, WisDOT, Wisconsin DNR and other key stakeholders to plan, study and fund expansion of the regional network.
8. Work with Wisconsin Department of Transportation to utilize abandoned rail corridors as multi-use trails as they become available.

Goal 3:

Ensure that the transportation system is designed, built and maintained to conserve existing natural resources.

Policies:

18. Encourage development of a transportation system that minimizes environmental impacts. Consider the use of “green street” principles in new and reconstructed streets to mitigate the stormwater runoff impact of the street.
19. Leverage new technology to improve safety and reduce the environmental impact of the City’s transportation system.

Actions:

9. Review the City’s off-street parking requirements periodically (at least every two years) to assess their effectiveness in making efficient use of land for vehicle parking.
10. Evaluate the potential for funding and installing plug-in outlets for electric vehicles in City parking lots.

What are “Green Streets”?

A green street is a stormwater management approach that incorporates vegetation (perennials, shrubs, trees), soil, and engineered systems (e.g., permeable pavements) to slow, filter, and cleanse stormwater runoff from impervious surfaces (e.g., streets, sidewalks). Green streets are designed to capture rainwater at its source, where rain falls. Whereas, a traditional street is designed to direct stormwater runoff from impervious surfaces into storm sewer systems (gutters, drains, pipes) that discharge directly into surface waters, rivers, and streams. (epa.gov)

3.5 Economic Development

Issues

- Continue to revitalize central business district
- Desire for additional retail.
- Need for additional land for manufacturing/industrial businesses.
- Need for additional (affordable) housing to support business growth

Vision Statement

The City of Lodi will foster business development and promote the revitalization of the downtown district. The City will promote a pedestrian-friendly business and government center that is attractive and supports the needs of residents and visitors.

Goal 1:

Develop and support a comprehensive approach to development activities in the City of Lodi that will expand and diversify the local economy.

Policies:

1. Ensure there is an adequate supply of development and redevelopment sites ready for new business investment.
2. Maintain existing infrastructure to support current and potential commercial activities.
3. Seek to maintain a balance between the needs of the community and the needs of the developer in reviewing development projects.
4. Support locally owned businesses, small businesses and start-up businesses.
5. Cooperate with the Town of West Point and the Town of Lodi through intergovernmental agreements to support industrial and manufacturing economic activities.
6. Encourage development that is financially sound, environmentally friendly, fits the community character, and does not create land use conflicts.
 - a. Encourage retail commercial development and services to locate in existing commercial districts in the downtown area and along North Main Street (Highway 113).
 - b. Encourage new industry and heavier nonretail commercial uses and services to locate in the Lodi Industrial Park.
7. When reviewing development proposals, ensure appropriate transportation connections and parking facilities.
8. Work cooperatively with appropriate economic development corporations, small business development centers, and the Lodi Chamber of Commerce to promote economic development.

Actions:

1. Meet with appropriate agencies to ensure that efforts for economic development activities in the region are coordinated, such as Columbia County Planning and Zoning and the Wisconsin Department of Transportation.
2. Conduct an internal review of City codes and ordinances every five years to consider amendments in order to address concerns pursuant to economic and commercial activity within the City.
3. Prepare a business/industrial park expansion plan to identify future sites.

Goal 2:

Strengthen and support the City of Lodi's tourism industry.

Policies

9. Maintain cooperation with appropriate economic development corporations, small business development centers and the Lodi Chamber of Commerce to assist with marketing and the promotion of community events.
10. Promote the City's natural resources (e.g., the Ice Age Trail, Hwy 60 Scenic Byway, Lake Wisconsin) to encourage tourist spending and business attraction within the City and region.
11. Cooperate with the Town of Lodi and the Town of West Point to promote local attractions like the Merrimac Ferry, Ice Age Trail, Gibraltar Rock, Lake Wisconsin, and the Highway 60 Scenic Byway.

Actions:

4. Develop a community-wide wayfinding signage system to better direct citizens and visitors to key destinations in and around the City.
5. Work to designate historical landmarks in order to maintain the scenic and historical character of the area.
6. Maintain the City website as a way to prominently display and promote information about the City and tourist attractions in the region. Consider semi-annual review.

Goal 3:

Revitalize the Central Business District.

Policies:

12. Encourage pedestrian-oriented development in the downtown, including considerations for bike parking.
13. Maintain an adequate amount of public parking in the downtown area.
14. Enforce the City's design guidelines to preserve the historic character of the downtown.
15. Work with the Ice Age Trail Alliance and the WI Department of Transportation to support the development of connections between area trails and the downtown area to encourage trail users to frequent downtown businesses.

Actions:

7. Working with downtown businesses, consider the creation of a Business Improvement District (BID).
8. Develop a strategy to market and promote the downtown working cooperatively with the Chamber of Commerce and other stakeholders.
9. Explore options to fund, promote and support the downtown. For example:
 - a. Redevelopment of vacant lots/buildings.
 - b. Historical preservation.
 - c. Enticing businesses to choose a downtown location.
10. Consider implementing the recommendations in the 2016 Main Street Corridor Plan annually, especially during the capital improvement planning and budgeting processes.

Goal 4:

Business investment will support the health and vitality of the Lodi community, while minimizing the impact on existing tax rates.

Policies:

16. Support business development initiatives that increase the diversity of entrepreneurs, business types and the workforce, as well including access to culturally specific needs.
17. Support financial incentives, such as Tax Increment Financing, for business development that meet one or more of the following criteria:
 - a. Increases the tax base without adding significant service costs.
 - b. Improves existing neighborhoods through redevelopment and/or expanded access to employment and services.
 - c. Adds affordable and workforce housing units.
 - d. Creates new living-wage jobs.
 - e. Supports small businesses.
 - f. Improves conditions that will attract future quality development, such as a catalytic project in a new redevelopment area.
 - g. Provides public amenities in a relevant location, such as pocket parks not otherwise required, etc.
18. Support affordable and workforce housing initiatives that expand economic opportunities for City residents of all income levels, especially income-limited individuals/families. See Housing element for additional strategies to support this initiative.
19. Support childcare and after-school/summer programming that meets the needs of income-limited employees.
20. The City will actively support festivals, recreational and community events that attract visitors and spending at local businesses.
21. Utilize state and federal programs to the fullest extent possible in achieving economic development goals.

Actions:

11. Review and revise Tax Increment Finance policy to prioritize business attraction, retention and expansion that is consistent with Policy 17.
12. Monitor and analyze tax base changes on an annual basis.

3.6 Agricultural, Natural & Cultural Resources

Issues

- Improve the water quality of Spring Creek.
- Mitigate flooding issues.
- Capitalize on the City's proximity to the Ice Age Trail.
- Preserve the historic downtown.

Vision Statement

The City of Lodi will work in cooperation with the townships of Lodi, Dane, and West Point to protect agricultural land for future generations. The City also recognizes the importance of its natural, cultural and historic resources. The City will preserve and protect these resources and promote the history and distinctive architectural landmarks that enhance the character and charm of Lodi.

Agricultural Resources

Goal 1:

Preserve productive agricultural lands in balance with development of the City.

Policies:

1. Promote infill and redevelopment initiatives on under-utilized sites within the City as the preferred development type, reducing development pressure on agricultural lands.
2. Limit development in agricultural areas identified within this Plan's Future Land Use Map.

Actions:

1. Initiate meetings with adjacent townships to discuss items of mutual concern, particularly related to preserving productive farmland and agricultural practices that protect natural resources from runoff and chemical contamination.

Goal 2:

Increase access to local, healthy, affordable, and culturally specific food options.

Policies:

3. Allow agricultural uses in the City that support community agriculture and food access.
4. Encourage Community Supported Agriculture (CSA) programs and other local agricultural initiatives.
5. Continue to support the Farmers Market and community garden(s).

Natural Resources

Goal 1:

Balance conservation of and increased access to natural resource amenities.

Policies:

1. Preserve and protect key environmental corridors, native vegetation, and wildlife species consistent with the Natural Protection Overlay.
2. Site development and infrastructure improvements in areas with least possible impact to natural environments.
3. Work with contiguous communities and State and County agencies to assure protection of Lodi's marshes and wetlands.
4. Maintain naturally occurring floodwater storage areas and flood discharge mechanisms by preventing filling and construction in regional floodplains and encourage landscaping practices that help to filter and infiltrate rainwater.
5. Promote water management practices that mitigate stormwater impacts on surface waters, minimize erosion, and maintain ecosystem function.

Actions:

1. Continue to partner with the County and other municipalities to proactively address flood mitigation, especially in implementing the County's natural hazards mitigation plan.
2. Consider purchasing properties within the floodplain as they become available and restore properties to natural vegetation for stormwater management and flood mitigation.
3. Develop and make available public education materials discussing practices and strategies to minimize runoff, chemical pollution and contamination in order to protect ground and surface water.
4. Develop and maintain a list of preferred native plants and trees for landscaping to be used for assistance in development review and project planning.
5. Review and consider revising the stormwater management (SWM) ordinance to allow for prairie/natural plantings around the SWM facility.

Cultural Resources

Goal 1:

Preserve and create new places and events that contribute to the identity of Lodi.

Policies:

1. Support community events and programming year-round that activate the downtown, attracting residents, patrons and visitors alike. Programming should appeal to all members of the community.
2. Encourage the historical farm-school-community connection by promoting and supporting the Lodi Agricultural Fair.
3. Support ways in which the City can capitalize on its proximity to the Ice Age Trail.
4. Continue to use the Tree City designation process as a way to highlight Lodi's commitment to the natural aesthetic of the community and continue efforts to pursue grants such as the Urban Forestry Grant to enhance the downtown and neighborhood streets.

Action:

1. During the budgeting process, review the 2016 Main Street Corridor Plan to consider funding recommendations that enhance unique cultural and historic characteristics of the corridor.

Goal 2:

Preserve and promote the City's historic structures and sites, especially in the downtown core.

Policies:

5. Encourage rehabilitation of culturally, historically and architecturally significant buildings that contribute to the character of the City.
6. Cooperate with local, county and state historical organizations to promote a greater awareness of historic preservation.

Actions:

2. Maintain an inventory of historic, architecturally significant and culturally significant buildings.

3.7 Utilities & Community Facilities

Issues

- Availability of utilities for undeveloped or underdeveloped land within the City.
- Desire for more public parkland, but concern with maintenance and repair of current park facilities.
- Desire for more community gathering spaces.
- Expand access to senior facilities and services.

Vision Statement

Community services and facilities that are functional, address the needs of our diverse population, recognize our commitment to the City's natural heritage, and adapt and change as the community grows. Services include programs that promote a neighborly atmosphere that reflect the concerns of individuals and families in the community.

Utilities

Goal #1:

The City of Lodi will have a high-quality, cost-effective, well-planned and efficient system of public utilities.

Policies

1. Maximize the effectiveness and efficiency of existing City infrastructure investments by channeling growth into already served or planned service areas and carefully regulating new growth and development.
2. Serve all urban development within the City of Lodi with the full array of urban services including municipal sewer, water, and electric, stormwater management facilities, municipal police and fire protection, refuse removal, urban street, etc.
3. Maintain and improve the utility infrastructure to ensure adequate capacity and integrity to serve existing users and accommodate new service areas. The first priority will be maintaining the reliability of existing systems and services.
4. All new development proposals shall be reviewed by all City departments to ensure that essential utilities can be provided to the subject development area in a timely and efficient manner.

Actions

1. Annually review the existing data relative to conditions and capacity of all current water and wastewater facilities and repair/upgrade facilities as needed to serve both existing and future populations.
2. Promote available incentives, energy audits and appliance recycling offered through Lodi Utilities, Focus on Energy or other sources to assist individuals and businesses with energy efficiency and renewable energy measures.

Goal #2:

Utility system planning and implementation will occur in coordination with land use and transportation plans and projects.

Policies

Land Development

5. Avoid environmentally sensitive areas when planning the location of utilities to minimize adverse impacts, to the greatest extent possible.
6. Maximize the use of existing utility systems by encouraging infill development that uses existing infrastructure investments.
7. Discourage inefficient “leap frog” development that results in infrastructure constructed before there is adequate customer base in place to support its maintenance.
8. Adhere to the City’s annexation policies and Official Map when determining the feasibility of serving possible annexation lands with utilities.
9. Strongly discourage suburban development served by septic systems (i.e. residential densities greater than one unit per 35 acres, non-agricultural commercial, industrial and institutional) within the City’s planning area.
10. Require new development to pay the full cost of new municipal services needed to support the development, so that the existing taxpayers are not burdened with inequitable taxes or service costs. Consider methods to recover the costs of new City utility facilities necessitated by new growth, such as impact fees.

Electrical System

11. Continue to bury existing utilities, where feasible, as redevelopment and street reconstruction occurs, and continue to require utilities in new developments to be underground.
12. Continue to support public/private partnerships to co-locate telecommunication facilities (e.g., antennas on a water tower, small cells on/in street light poles, etc.).

13. Encourage the public utility to use of renewable energy systems to reduce demand on public utilities and the need for expansion.
14. Maintain City ordinances and/or plans that decrease light pollution, while insuring the safety of citizens. This includes use of more efficient street lighting, and maintaining guidelines/restrictions for commercial and residential exterior lighting.

Water Supply

15. Continue to evaluate and identify capacity concerns with capacity of existing City wells when new development is proposed.
16. Continue to phase out 4-inch watermains in conjunction with street reconstruction projects.
17. Municipal wells shall be located in areas where there will be minimal impact on groundwater and groundwater recharge, including outside of capture zones for springs.
18. The City will encourage water conservation methods and practices when feasible, such as:
 - a. Encourage the use of no-flush restroom fixtures in commercial businesses; and,
 - b. Encourage the replacement of older fixtures with low-flow fixtures through public education and awareness.

Sanitary Sewer

19. Parcels within the City on septic systems shall be connected to the public sewer system in accordance with the City's ordinances.
20. Work to mitigate excessive infiltration and inflow in the sanitary sewer system.

Surface Water & Stormwater Management

21. Improve the quality of surface water runoff by continuing to implement stormwater best management practices, maintaining the stormwater management system and expanding facilities as necessary in accordance with the City's policies and ordinances (e.g., Drainage Ordinance).
22. Encourage residential and nonresidential properties to implement additional stormwater management techniques to reduce the impacts of stormwater discharge (e.g. rain gardens, rain barrels, green roofs, bioretention basins, oil and grease filters) on surface and groundwater resources.
23. Consider implementing best management practices with respect to stormwater management and erosion control measures, including the use of rain gardens, at City facilities.
24. Explore and consider alternative winter maintenance methods to reduce rock salt usage (e.g., salt brine) to protect water quality and the natural environment.

Actions

3. Investigate the potential benefits of a regional wastewater treatment facility when current facility is projected to reach 80% capacity.
4. Review conditions and capacity of all current power plant, transmission lines and electric utilities as needed, and repair or upgrade facilities as needed to serve both the existing and future population.
5. Conduct an Impact Fee Needs Assessment on all potential municipal utilities and facilities in order to impose impact fees on new development that has an impact on the level of service for such systems. Review and potentially update every ten years, at a minimum.

Community Facilities

Goal 1:

Maintain and provide community facilities and services that create a safe, attractive, and healthy environment that meets the needs of current and future City residents.

Policies:

General

1. Require all new development proposals to be reviewed by all City departments and agencies so that essential City services and facilities can be provided to new developments in a timely and efficient manner.
2. Require new development to pay for the costs associated with the City providing or expanding utility infrastructure, especially stormwater management, to the development.
3. Require fiscal impact analyses of all major capital projects considered for funding. Such analyses should include, but not be limited to, one-time capital costs, life-cycle operating and maintenance costs, revenues from the project, and costs of not doing the project.
4. Make major project specific capital decisions by the Common Council through the adoption of the City's operating budget and the Capital Improvement Program and budget.
5. Collaborate with private organizations that are serving the recreation needs of families, especially those that focus on the needs of seniors, youth and lower-income families.
6. Prioritize the incorporation of green building technologies, energy saving measures and renewable/alternative energy technologies into all new and remodeled City-owned buildings. Seek grant opportunities to support this.
7. As feasible, locate public-use community facilities where they are accessible to a majority of their expected users by walking or bicycling.

Parks & Trails

8. Develop and maintain safe and attractive community gathering spaces and parks facilities that meet a wide range of recreational needs, both passive and active.
9. The City will maintain a Comprehensive Outdoor Recreation Plan and will support the periodic update of the plan to maintain grant eligibility.
10. Continue to work closely with the school district to identify and explore options for sharing recreation facilities.
11. Consider the use of renewable energy systems at park facilities, including solar lighting and heating.
12. Work to achieve the vision for the Spring Creek Parkway as detailed in the 2016 Main Street Corridor Plan.

Emergency Services

13. Continue to evaluate the need for expanded public safety services and facilities (police, fire and EMS) to respond to the needs of the community as it grows and encourage volunteerism associated with Fire and EMS services.
14. Ensure that public safety facilities are located to provide acceptable response times to existing development and can accommodate future growth areas.

Waste Management Services

15. Maintain contracts with waste disposal services to require the recycling of domestic and commercial waste in a manner that is environmentally sound and cost-effective.
16. Consider additional opportunities to reuse waste materials generated by City processes as new options and uses become available.
17. Continue to encourage recycling and minimize waste.
18. Continue to provide public education and awareness of recycling opportunities for all waste streams, including computers, electronics and appliances (e.g. hazardous waste and e-cycle pickup).

Coordination with Non-Government Organizations

19. Consider the use of public/private partnerships and maintain communication with private organizations to increase efficiencies.
20. Collaborate with private organizations that are serving/providing community services to serve the needs of the population (e.g., daycare, healthcare, senior services etc.), particularly the youth, the elderly and those with special needs.

21. Continue to be supportive of non-profit organizations in the community that provide services and programs for families, seniors and individuals needing assistance.
22. Work with the Lodi School District to maintain a high level of service and adequately plan for the growing needs of the community. Ensure coordination of school facilities planning with land use and utility planning.
23. Continue to work with Columbia County and the Lodi Women's Club to provide adequate library service levels.

Actions:

1. Annually review the police, fire, and emergency medical services in the City and continue to review all options for providing services that meet the needs of residents. Meet with neighboring jurisdictions, as necessary, to review fire protection and ambulance service mutual aid and/or contractual intergovernmental services.
2. During the annual capital improvement planning process, consider budgeting for implementation of the recommendations of the adopted City of Lodi Comprehensive Outdoor Recreation Plan.
3. Acquire properties that become available along the Spring Creek corridor to establish a continuous parkway through the downtown area.
4. Coordinate annually with Columbia County to implement a periodic clean sweep program to dispose of hazardous wastes and a prescription drug disposal program.
5. Revisit the subdivision ordinance requirement for parkland dedication, considering dedication fees for all rezones that increase the number of dwelling units.
6. Create a communications plan to develop strategies and tools to improve public dialogue and encourage public engagement within the City of Lodi.
7. Develop a strategy to encourage and recognize community involvement in volunteer services by people of all ages.

3.8 Collaboration & Partnerships

Issues

- Communications between units of government.
- Communication between the City and the Lodi School District.
- Coordination of land use planning & zoning.
- Cooperation to reduce costs or improve services.
- Project specific cooperation.

Vision Statement

Engage in communications with appropriate units of government that impact the City of Lodi for the purpose of cooperation and coordination of essential services, land use planning, extra-territorial land division review, annexation issues, zoning, environmental, education, recreation, and economic projects and concerns of mutual interest.

Goal 1:

Collaborate with neighboring communities and other government entities to achieve sustainable growth patterns in the Lodi area.

Policies:

1. Openly communicate and work closely with surrounding local government entities to manage land use/zoning environmental/stormwater and extraterritorial boundary issues.
2. Protect natural systems and the City's ability to grow by exercising plat approval authority within the City's mile-and-one-half jurisdiction.
3. Work closely with the Lodi School District to foster communication, relationships and knowledge about planning and growth activities.
4. Distribute development plans to contiguous local governments and the Lodi school District when there is mutual interest.
5. Openly communicate and involve non-governmental organizations that have a mutual interest in land use planning, such as the Friends of Scenic Lodi Valley, the Ice Age Park & Trail Foundation and Trout Unlimited.
6. Promote development of a greenway corridor and non-motorize trail network between Lodi and surrounding communities.

Actions:

1. Meet annually with representatives from neighboring municipalities and Columbia County to discuss common issues related to planning, zoning, land use, and emergency services.
2. Meet annually with the Lodi School District involving elected officials and key staff for both the City and the School District to discuss opportunities for collaboration and issues of concern.

3. Work with the Town of Lodi to develop an intergovernmental agreement that protects future growth areas and utilities extensions routes for the City, protects stormwater/environmental corridors, and defines the jurisdiction and maintenance of certain roads that serve both jurisdictions.

Goal 2:

Enhance the efficiency and quality of public services by collaborating with other governmental entities in the region.

Policies:

7. Work cooperatively with other units of government and seek intergovernmental agreements that can provide cost-effective and/or higher-quality public facilities and services.
8. Coordinate with all adjoining jurisdictions during outdoor recreation planning to seek complementary recreation investments where service areas overlap. Work to avoid duplication of unique amenities.

Actions:

4. Review existing intergovernmental agreements at least every five years and amend the agreement as needed.
5. Explore opportunities for state and federal grants to develop joint services with contiguous municipalities to reduce costs and improve services.

3.9 Land Use

Issues

- Orderly growth and development
- Vitality of downtown and strength of existing business districts
- Community appearance and aesthetics

Vision Statement

The City of Lodi will foster reasonable and orderly future growth in a manner that allows services to be provided efficiently and economically, while at the same time maintaining Lodi's small-town character, protecting natural resources and promoting sustainable development.

Goal 1:

Create an economically and environmentally sustainable development pattern.

Policies

1. New development within the City's jurisdiction should support the efficient use of public services and infrastructure.
 - a. Land development will be coordinated with planning for efficient public facilities and services.
 - b. Infill development that uses existing infrastructure is strongly encouraged. Leapfrog development that requires costly infrastructure extensions through undeveloped lands is discouraged.
 - c. The City will collaborate with Columbia County and adjacent townships to enable new development within the City's growth areas that is compatible with the use, density, and configuration recommendations of this plan. The City cannot regulate use outside its boundaries (unless extraterritorial zoning is established in cooperation with a township) but will seek outcomes that are compatible with future urban development and could someday be served efficiently by the full array of urban services. Any development in the planning area should be consistent with the City Subdivision Ordinance.
2. Encourage development that uses land efficiently.
 - a. Encourage infill development and higher density redevelopment on sites already surrounded by urban uses.
 - b. Promote the inclusion of residential formats in every neighborhood that minimize land consumption, including small lots and attached units.
 - c. Encourage industry and heavier non-retail commercial uses to locate in the Lodi Industrial Park.

3. Protect and respect natural resources and systems in all development decisions.
 - a. Preserve environmental corridor features including waterways, floodplains, wetlands, ground water recharge areas, steep slopes (greater than 20%), wildlife habitat, scenic vistas, and mature woodlands through the enforcement of the City's Subdivision Ordinance, Zoning Ordinance and Official Map.
 - i. Although residential development may be permitted in woodlands, developers should be encouraged to design developments in such a manner so as to preserve mature vegetation, particularly along the street and highway rights-of-way.
 - ii. Require environmental corridor features to be accurately depicted on all site plans, certified survey maps, preliminary plats, and final plats.
 - b. Encourage landscaping practices in new and existing neighborhoods that protect ground water and surface water resources.
 - c. Encourage the clean-up of contaminated sites to foster redevelopment of brownfields.
4. Make land use decisions in accordance with the approved and adopted Comprehensive Plan, as well as any other pertinent development plans that are approved and adopted. Consider long-term implications of land use decisions.

Actions

1. Protect water resources while ensuring an adequate supply of land in the sanitary sewer service area to accommodate growth as anticipated in this plan.
2. Continue to exercise extraterritorial plat review powers.
3. Meet annually with representatives from contiguous government entities and Columbia County to discuss land use issues as needed.

Goal 2:

Establish balanced neighborhoods throughout the City.

Policies

5. Provide a mix of housing types to accommodate every stage of life in every neighborhood (see also Housing goals and policies).
6. Use the City review processes to encourage design for land use compatibility. Consider the following design guidelines in these reviews:
 - a. Land Use Planning. Maintain adequate physical separation between residential areas and uses that tend to produce excessive noise or odors, without sacrificing pedestrian and bicycle

- connectivity. Locate community facilities such as schools, churches, libraries, museums, parks and community centers in strategic locations that enhance and are safely accessible from the surrounding neighborhoods.
- b. **Site Design.** Direct traffic from higher volume uses to collector and arterial streets, away from neighborhood streets. Use screening (walls, landscaping, berms) to create separation when distance alone is not possible or sufficient. Design the site so that major activity areas such as building entrances, service and loading areas, parking lots and trash receptacle storage areas are oriented away from less intensive land uses to the greatest degree possible. Reduce the impact of parking areas with physical separation and visual barriers.
 - c. **Building Design.** Encourage building and site design techniques to make larger buildings more compatible with smaller residential uses, such as increased setbacks, stepped-back upper stories, and architectural strategies to break up the apparent volume of the building. Require building design and materials standards for all multi-family uses and nonresidential uses in neighborhood settings. Encourage underground parking facilities when feasible.
 - d. **Lighting Design.** Outdoor lighting of parking, storage and service areas shall be designed to minimize spillover of light onto adjacent properties and public rights-of-way.
7. Institutional land uses (schools, churches, community centers, etc.) should communicate with surrounding neighbors whenever they are considering long-term expansion plans. City staff should facilitate this process by creating (or requiring) detailed small area plans that include the possible expansion.
 8. Encourage large ownership parcels to be developed as planned developments, rather than subdivided into lots without a coordinated development plan.
 9. Encourage building and neighborhood design to enable passive solar heating and photovoltaic power generation.
 10. Enforce property maintenance codes to maintain neighborhood quality and prevent blight.
 11. Encourage public dialogue and incorporate public input into decisions regarding planning. Use outreach and education techniques to keep residents informed of land use changes occurring in the city.

Actions

4. Consider updates to Section 340-20 (Design Guidelines requirements) of the City's Zoning Ordinances per Policy 6.

Goal 3:

Create places that are vibrant, attractive and unique, especially along the City's Main Street corridor.

Policies

12. Foster the development of the downtown as a mixed-use district, encouraging development of shopping, employment, housing and community gathering opportunities.
13. Work to achieve a balance among various commercial areas along Main Street with design formats and business mixes that allow each area to compete successfully and sustainably in the market.
14. Discourage commercial strip development along primary highways and arterials entering Lodi, particularly Highway 60 and Highway 113 South.
15. Encourage infill development of vacant or underutilized lands or buildings. Work with property owners along Main Street (especially in the downtown section) to bring forward projects consistent with this Comprehensive Plan and other relevant documents.
16. Consider development incentives (e.g., waivers, flexibility, and/or TIF assistance) to encourage and support infill and redevelopment projects that substantially improve the Main Street corridor and City as whole.
17. Encourage the preservation of architecturally, historically, and culturally significant sites, buildings and structures in the City and its environs. Encourage continued use, maintenance and adaptive reuse of existing buildings with historic value.
18. Encourage more extensive floral, shrub, and tree planting in both public rights-of-way and on private property.

Actions

5. Consider implementing improvement projects in the Spring Creek Parkway Plan, especially during annual budgeting and capital improvement planning processes.
6. Develop and implement a plan to make the City current/future entry corridors attractive and inviting through the use of such things as landscaping and lighting. Consider working with the Highway 60 Scenic Byways Alliance when planning for this important corridor.

4. Future Land Use Plan

City of Lodi Comprehensive Plan

Contents

4.1 Using the Future Land Use Map	4-2
4.2 Amending the Future Land Use Map	4-3
4.3 Interpreting Boundaries	4-4
4.4 Future Land Use Categories	4-5

4.1 Using the Future Land Use Map

The Future Land Use Map contains different land use categories that together illustrate the City's land use vision. These categories, including explanation of the City's intent, zoning, design and development strategies for each, are described in this chapter.

This plan includes two Future Land Use Maps: Planning Area and City-wide. The City-wide map is scaled to enable more detailed illustrations of future land uses by parcel, and includes a few map notes providing current (2020) narrative of ideas and preferences.

The Future Land Use Map presents recommended future land uses for the City of Lodi and its extraterritorial jurisdiction. This map and the associated policies form the basis for land development decisions and are to be consulted whenever development is proposed, especially when a zoning change or land division is requested. Zoning changes and development shall be consistent with the future land use category shown on the map (or in the map note) and the corresponding plan text.

Statement of Intent & Typical Use

The future land use categories identify areas by their primary intended uses, character and densities (herein described as "Statement of Intent & Typical Uses"). These classifications are not zoning districts - they do not establish binding performance criteria for land uses (i.e. setbacks, height restrictions, etc.) nor are they intended to list every possible use that may be permitted within the future land use class classification.

Parcels on the Future Land Use Map are identified by their primary intended uses; however, some of the parcels on the Future Land Use Map have yet to be platted or subdivided. The City recognizes that detailed site planning to identify precisely how larger unplatted parent parcels (herein referred to as "unplatted new development areas") may be subdivided, zoned and developed is outside of the scope of a comprehensive plan. The City may create neighborhood plans for these areas as part of future amendments to this Comprehensive Plan to further illustrate and guide development within these areas. The City may also require that developers create neighborhood plans for these areas prior to submitting requests for rezonings or preliminary plats.

Potentially Acceptable Zoning Districts

The future land use classifications identify those existing City of Lodi Zoning Districts that are "consistent" within each future land use category (herein described as "Potentially Acceptable Zoning Districts"). The list of potentially acceptable zoning districts will be used by the City to confirm whether requests for rezoning of property are generally consistent with this plan. Areas subject to City zoning districts include all lands located within the City of Lodi municipal boundary. Areas outside the municipal boundary, but within the City's extraterritorial plat review jurisdiction are subject to the

City's Subdivision Ordinance in addition to applicable county or local township zoning and land division regulations.

Effect on Zoning

Land use and design policies in this plan should be considered during all development processes, especially in land division and rezoning or zoning ordinance amendment processes when consistency with the plan is a statutory requirement. Where development is proposed under existing zoning regulations, including any Planned Unit Development districts, the regulations of existing zoning supersede policies in this plan.

The identification of future land use categories and potentially acceptable zoning districts does not compel the City to approve development or rezoning petitions consistent with the future land use category or map. Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, its potential effect on City transportation infrastructure, the capacity and ability to provide services to the site, and the phasing of development, before any development applications are approved. In addition, it is not anticipated that all areas suggested for future (re)development on the Future Land Use Map will develop or be rezoned for development immediately following adoption of this Comprehensive Plan. In some cases, it may be years or decades before (re)development envisioned in the plan occurs due to market conditions, property owner intentions, and City capacity to serve new (re)development.

4.2 Amending the Future Land Use Map

It may from time to time be appropriate to consider amendments to the Future Land Use Map, usually in response to a type of development not originally envisioned for an area when this plan was adopted. See *Chapter 5 (Implementation)* for a description of the procedural steps for amending any aspect of this plan. The following criteria should be considered before amending the map:

Compatibility - The proposed amendment/development will not have a substantial adverse effect upon adjacent property or the character of the area, with an emphasis on existing residential neighborhoods. A petitioner may indicate approaches that will minimize incompatibilities between uses.

Natural Resources - The land does not include natural features such as wetlands, floodplains, steep slopes, scenic vistas or mature woodlands (1 or more acres, especially those consisting of heritage trees), which will be adversely affected by the proposed amendment/development. Any proposed building envelopes are not located within the setback of Shoreland and Floodplain zones (or is raised above regional flood line). The proposed development will not result in undue water, air, light, noise pollution or soil erosion. Petitioners may indicate those approaches they intend to use to preserve or enhance the most important and sensitive natural features of the proposed site and mitigate impacts to surrounding properties.

Transportation - The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles. The proposed amendment/development will not create a significant detriment to the condition of adjacent transportation facilities or cause significant safety concerns for motorists, bicyclists, or pedestrians. Petitioners may indicate those approaches they intend to use to mitigate transportation compatibility concerns.

Ability to Provide Services - Provision of public facilities and services will not place an unreasonable financial burden on the City. Petitioners may demonstrate to the City that the current level of services in the City, or region, including but not limited to school capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the City with any shortcomings in public services or facilities.

Public Need - There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive social and fiscal impact on the City. The City may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.

Adherence to Other Portions of this Plan - The proposed amendment/development is consistent with the general vision for the City, and the other goals, policies and actions of this plan.

4.3 Interpreting Boundaries

Where uncertainty exists as to the boundaries of future land use categories shown on the Future Land Use Map, the following rules will apply. If uncertainty still exists, the Common Council shall decide any inquires related to map boundaries upon recommendation of the Plan Commission.

1. Boundaries indicated as approximately following the center lines of streets, highways, or alleys will be construed to follow such center lines.
2. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
3. Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.
4. Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
5. Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
6. Boundaries indicated as following the center lines of streams, rivers, canals, or other bodies of water will be construed to follow such center lines.
7. Boundaries indicated as parallel to extension of features indicated above will be so construed. The scale of the map will determine distances not specifically indicated on the map.

4.4 Future Land Use Categories

This section includes a description of each of the Future Land Use Plan categories. These categories include recommended land uses (e.g. residential, commercial, industrial), and land use densities (i.e. dwelling units per net acre). All zoning decisions, land divisions, utility extensions, capital improvement projects, and related land development activities and decisions should be consistent with the recommendations of the Future Land Use Plan. Refer to the Planning Area Maps of this chapter for more information regarding specific planning areas.

NEIGHBORHOOD RESIDENTIAL (NR)

NR areas provide a mix of housing types, civic uses (e.g., place of worship, social service clubs, etc.), existing neighborhood commercial, and daycare facilities. Most of the area designated as **NR** is or will be used for single family homes, but a variety of other housing types are appropriate within this designation, including duplex, town home, and small multi-unit formats (up to 4-units in a building). The purpose of the **NR** designation is to achieve balanced neighborhoods while also ensuring compatibility between differing housing types and forms. The following policies include design guidelines to ensure compatibility:

1. Housing will be one to two-and-a-half stories in height with residential densities in most places of 3-10 units per net acre (excluding streets, parks, outlots, etc.).
2. In new neighborhoods, the creation of a detailed neighborhood plan and/or Planned Unit Development Zoning is strongly encouraged to identify specific locations for various housing types and densities.
3. When integrating housing forms other than single-family detached, whether in new or existing neighborhoods, the following policies should inform neighborhood design and/or infill redevelopment design and approval. If more detailed neighborhood plans are prepared and adopted for specific neighborhoods (either new or existing), additional site-specific designations in those plans may supersede these policies.
 - a. Accessory dwelling units should be permitted in any single-family housing district.
 - b. Duplex units are appropriate just about anywhere within a neighborhood, as follows:
 - i. On any corner lot, if each unit faces and is addressed to a separate street and meets the standard setback requirements and pattern typical along the street.
 - ii. In the middle of a block between single family detached homes, if substantially similar to other homes along the street in massing, architectural character, total garage doors, and driveway width.
 - iii. As a transitional use when facing or next to a more intensive institutional, residential or commercial use. In this case there should be some general consistency of form and style with other homes in the neighborhood, but also more flexibility in design as compared to sites surrounded by single family homes.
 - c. Townhomes or rowhouses with up to 4 contiguous units are appropriate in any neighborhood, as follows:
 - i. When facing or adjacent to a commercial use, large institutional use, or residential use of equal or greater intensity.
 - ii. When facing a public park or permanent green space.

- d. Small multi-unit buildings with up to 4 units per building or Cottage Cluster may be appropriate in any neighborhood, evaluated on a case-by-case basis, if ALL the following apply:
- i. As a transitional use, if any of the facing or adjacent uses are commercial, large institutional, or residential of equal or greater intensity.
 - ii. Where facing or adjacent to single-family homes along the same street, the setbacks will be no less than the minimum allowed in the facing or adjacent single-family zoning district and the buildings will employ architectural techniques to reduce the apparent size of the building.
 - iii. There must be off-street parking consistent with City ordinance and on-street parking adjacent to the lot to accommodate visitors.
 - iv. If approved either through the Planned Unit Development (PUD) zoning process or Conditional Use Permit (CUP) process.
- e. Larger multi-unit buildings exceeding 4 units or 10 units per net acre have a place in balanced neighborhoods. These more intensive forms are generally most appropriate close to major streets, mixed-use areas, or commercial areas to provide convenient, walkable access to shopping, restaurants, and other amenities. This plan identifies specific sites for such housing. Properties that are either already intensely developed, or are suitable for more intensive development, have been identified as High-Intensity Residential (HIR) Overlay on the Future Land Use Maps, and additional policies apply.

Cottage Cluster



This housing type provides a community-oriented option with a group of detached homes (typically smaller than the average home – 800-1,200 SF) grouped together around a common green space. Units are typically offered under condominium ownership or as rentals.

Potentially Acceptable Zoning Districts: Residential (R-1) through (R-3) District, Planned Unit Development (PUD)

HIGH-INTENSITY RESIDENTIAL OVERLAY (HIR)

HIR overlay identifies properties or areas in the Neighborhood Residential (*NR*) future land use areas that are suitable for high-intensity residential development. The objective is to provide a mix of housing types to provide for balanced neighborhoods, while mitigating negative impacts to existing or planned low-intensity residential areas. For the purposes of this overlay, low-intensity residential includes single-family, duplex, small multi-unit/townhome buildings (up to 4 units). In general, high-intensity residential development is identified close to major streets, mixed-use areas, or

commercial/employment areas to provide convenient, walkable access to shopping, restaurants, and other amenities.

1. This classification is intended to function as an overlay district with Neighborhood Residential (**NR**) as the underlying future land use classification.
2. High-intensity residential development in the **NR** areas are expected to range 10-40 units per net acres (excluding streets, parks, outlots, etc.).
3. Intensive residential development will require special attention to the design where the use adjoins less intense residential development per the recommended Residential Compatibility Standards outlined below, or as required in the City's zoning ordinance (should the ordinance be amended to include standards). Standards identified in the zoning ordinance shall supersede those outlined below.

Potentially Acceptable Zoning Districts: Residential (R-3) District, Planned Unit Development (PUD)

Compatibility Standards

A. Purpose. These standards provide a proper transition and compatibility between low-intensity residential development and more intense multi-unit residential and mixed-use development. For purposes of this section, low-intensity residential development shall mean single-family, duplex, and townhome / small multi-unit buildings (4 or less units).

B. Applicability. These residential compatibility standards shall apply to all new multi-unit residential and/or mixed-use development of three-stories or larger and/or any development requiring a Planned Development (PD) zoning approval located on land abutting or across a street or alley from low-intensity residential. These standards do not apply to development governed by an existing General Development Plan (GDP), but they may be considered if a GDP is amended, especially as they pertain to aspects of the development that are proposed for revision in the amendment.

C. Compatibility Standards. All development subject to this section shall comply with the following standards:

1. **Use Intensity.** In developments with multiple buildings/uses with varying intensities, the development shall locate buildings/uses with the least intense character (e.g., lower heights, fewer units, parks) nearest to the abutting low-intensity residential development.
2. **Building Height.** The height of the proposed structure(s) shall not exceed thirty-five (35) feet in height adjacent to a low-intensity lot for a distance of:
 - a. Fifty (50) feet of a single-family or duplex lot.
 - b. Twenty-Five (25) feet of any other low-intensity residential lot (i.e., structures with 3+ units).
3. **Bulk and Mass.** Primary facades abutting or across a street or alley from low-intensity residential development shall be in scale with that housing by employing the following strategies:
 - a. Varying the building plane setback, a minimum of two (2) feet at an interval equal or less than the average lot width of the applicable low-intensity residential uses. For example, if a block of single-family lots is across the street from the development with an average lot

- width of 50 feet, the applicable facade shall vary its building plane, at a minimum, every 50 feet.
- b. Providing a gable, dormer, or other change in roof plane at an interval equal or less than the average lot width of the applicable low-intensity residential uses. For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable roofline shall vary, at a minimum, every 50 feet (measured at the roof eave).
4. Architectural Features. At least two (2) of the following categories of architectural features shall be incorporated into street-facing facades:
 - a. Porches or porticos
 - b. Balconies
 - c. Dormers
 - d. Gables
 - e. Bay Windows
 - f. Door and Window Ornamentation which may include surrounds, pediments, lintels and sills, hoods, and/or shutters.
 5. Garages. Attached garages shall not face or open towards the street. If this is not attainable, garages shall be sufficiently screened and face the street with the highest intensity of adjacent uses (if on a corner lot).
 6. Parking. Parking areas that are visible from the street and located in the building front lot setback shall provide buffering at a minimum height of thirty-six (36) inches above the parking surface. Buffering can consist of landscaping, berms, fences/walls, or a combination of these.
 7. Refuse Areas. Dumpsters shall be placed behind the building with opaque or semi-opaque screening (at a minimum, a chain link with fabric screening). If the refuse area cannot be placed behind the building, a wood fence or wall, at least six (6) feet in height, shall be required. Additional landscaping around trash enclosures is encouraged.

NEIGHBORHOOD MIXED USE (NMU)

NMU areas are intended to provide a unique mix of neighborhood commercial, medium- to higher-density residential, institutional and park uses. Areas identified as *NMU* often serve as a buffer between residential neighborhoods and higher intensity commercial, industrial, or transportation areas. Residential is also a component of the *NMU* district - both in mixed use developments and as stand-alone multi-unit residential developments. These parcels usually are located along or adjacent to a local arterial or collector street. The purpose of the *NMU* category is to provide flexibility in determining the most appropriate mix of complementary land uses near single-family neighborhoods.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with adjacent neighborhoods. Typically, residential densities in *NMU* areas will be 12-40 units per net acre (excluding streets, parks, outlots, etc.).
2. While both residential and nonresidential uses are accommodated within this mixed-use district, not every building in a mixed-use district needs to include both residential and non-residential uses. Nonresidential development within *NMU* areas should be service and retail to support surrounding residential use.

3. A building footprint should not be more than 15,000 square feet, except buildings providing a community use (e.g., library). When larger commercial uses are present, the building should still be designed with extra care to ensure compatibility with the surrounding neighborhood. Commercial spaces should be constructed in a range of sizes to add variety and encourage a mix of different commercial uses.
4. Uses requiring heavy semi-truck deliveries or those that would generate significant traffic, odor, or noise nuisances for surrounding properties, particularly during early mornings, evenings or weekends, should be prohibited.
5. New buildings in *NMU* areas are expected to be one to four stories in height with a preference towards multi-story buildings.
6. Gas stations are discouraged in *NMU* areas. If proposed, the development shall be designed in a manner that does not impede or substantially detract from the existing or planned development in the surrounding area (e.g., placing gas canopy behind the building, substantially screening parking and paved areas, etc.).
7. Buildings in *NMU* areas should be oriented towards streets with minimal setback from the public sidewalks.
8. Private off-street parking should be located primarily behind buildings, underground, or shielded from public streets by liner buildings or substantially landscaped.
9. Outdoor storage of raw materials should be prohibited, and outdoor display of retail merchandise should be minimized.

Potentially Acceptable Zoning Districts: R-3 Multi-Family, C-3 Central Business Fringe, Planned Unit Development

DOWNTOWN MIXED USE (DMU)

DMU category represents the entirety of downtown Lodi and accommodates a wide variety of employment, service, retail, government, entertainment and residential uses mostly in multi-story buildings. The general intent of the *DMU* area is to preserve the architectural character of the historic commercial district, while providing higher density and intensity of uses befitting the central commercial district. The core blocks fronting on Main Street should continue to maintain buildings with their front facades built to the edge of the public sidewalk.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with the Main Street Corridor Plan and other relevant plans/documents.
2. Typically, residential densities in *DMU* areas will be 20-40 units per net acre (excluding streets, parks, outlots, etc.), and building heights ranging from two to eight stories tall.
3. *DMU* is best suited for mixed use developments with first-floor retail, service and office users, and destination businesses (e.g., restaurants, bars and entertainment venues). Office users may locate on the street level; however, upper-level office use is preferred on Main Street.
4. Continue to require the architecture of any new development in the downtown to be compatible in terms of architectural character and materials within the corresponding block face.

5. New drive-thru and gas station establishments may be allowed in *DMU* areas if designed to mitigate the typical auto-centric design, including placing the building close to the street with a public entrance from the public sidewalk and placing the majority of the parking and drive-thru lane facility along the back or side of the building.

Potentially Acceptable Zoning Districts: Central Business Core (C-2), Planned Unit Development (PUD)

GENERAL COMMERCIAL (GC)

GC areas provide the city's population with a wide range of retail goods and services, including professional offices and daycare facilities. Commercial areas include automobile-oriented uses and "heavy" commercial uses with the appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.).

1. *GC* areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts.
2. While *GC* areas tend to be auto-oriented, changes to *GC* development that improve walking, biking, and transit access are encouraged.
3. Outdoor storage of raw materials is discouraged particularly if materials are not screened by a solid wall fence or landscaping.
4. There is no limit on the size of establishments that may be constructed within a *GC* area, but all uses should be compatible with the density and scale of the surrounding development.
 - a. For example, areas along an arterial roadway or near a highway intersection are generally better suited for larger retail uses (e.g. exceeding 15,000 square feet in size). Those areas located along local streets or adjacent to residential neighborhoods are better suited for smaller commercial uses that serve neighborhood needs. Such uses typically require smaller building footprints and parking lots and are less likely to have intensive truck and delivery needs.

Potentially Acceptable Zoning Districts: General Commercial (C-1), Central Business Fringe (C-3), Planned Unit Development (PUD)

INDUSTRIAL (I)

I areas accommodate corporate and business offices, research facilities, laboratories, medical clinics/hospitals, manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. The *I* designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area.

1. While there are no fixed limits on size of an establishment or development intensity within *I* areas, all uses should be compatible with the density and scale of surrounding development. The

intensity of development may vary significantly depending on the location and surrounding context.

2. "Nuisance" uses (noise, odor, appearance, traffic, or other impacts) should not be located in proximity to residential, mixed-use, or some other types of non-residential uses.
3. Architectural, site design, and landscaping features within *I* areas may be less extensive than in *GC* areas, though properties should be well-buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets.

Potentially Acceptable Zoning Districts: Industrial Districts (I-1 through I-3)

INSTITUTIONAL & UTILITIES (IU)

IU areas include schools, community centers, cemeteries, government facilities, railroads, utilities and other parcels that are owned by a public, quasi-public, utility, or religious entity. Park and recreational uses are sometimes a primary or secondary use on these sites.

1. Larger *IU* uses should be located on or near an arterial or collector street and be designed so that high volumes of traffic will not be drawn through local neighborhood streets.
2. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages adjacent to and within larger *IU* areas.
3. If a parcel planned for Institutional use is vacated by that use and another use is proposed, the City may approve an alternative use without amending this plan if the proposed use is similar to and compatible with adjacent uses.

Potentially Acceptable Zoning Districts: *Permitted or Conditional use in most of the City's residential and commercial zoning districts.*

PARKS & OPEN SPACE (POS)

POS category includes public parks, conservation areas, recreation areas, private recreation uses (e.g., golf courses), stormwater management facilities, greenways, major public trails, and other natural features and lands with a park-like character that are recommended for preservation.

1. Parks and open space uses are allowed uses in all other land use categories, regardless of whether the area is mapped as Parks and Open Space. As the Future Land Use Map is general in nature, smaller parks (generally less than an acre) may be shown as an adjoining land use.
2. Parks often serve as important community gathering places and should be designed to have frontages on public streets that make them both visible and accessible by neighborhood and City residents.
3. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections when multiple uses are compatible.

Potentially Acceptable Zoning Districts: *Conservancy (C), Residential Districts (R-1 through R-3); City's natural resource protection zoning standards apply to most of these areas.*

URBAN RESERVE (UR)

UR category are lands suitable for eventual urban development within the City of Lodi but are currently restricted due to a lack of utility infrastructure. Urban development in the **UR** areas should be restricted until infrastructure can effectively serve the area. Landowners requesting unsewered development approval from the Town should meet compatibility requirements with surrounding land uses and shall be reviewed based on future considerations of eventual urban development.

1. Within the **UR** Area, new development should be limited in accordance with all policies applicable to the Agriculture designation, except through ONE of the following City processes:
 - a. Develop a conceptual neighborhood plan, prepared by a developer or the City, and adopt it as an appendix to the City's Comprehensive Plan.
 - b. Through extraterritorial plat review, the City may allow unsewered development within the **UR** Area if the following standards are met:
 - c. Areas not served by public utilities should be very low residential density with a maximum of one dwelling per 35 acres.
 - d. An industrial use shall be compatible with the permitted or special permitted uses under the City's Industrial (I-1) District or General Commercial (C-1) District. *Proposals with an industrial use only permitted under the City's General Industrial (I-2 & I-3) Districts shall require an amendment to the Future Land Use Map.*
 - e. The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural or residential uses.
 - f. Non-farm development projects are designed and laid out in such a manner

What should be considered in a detailed neighborhood plan?

Such plans should specify land use mix, density, street layouts, open space and stormwater management, and adhere to the following design objectives:

- a) Create a distinct sense of place and human scale through provision of public plazas, greens and squares; creating visual interest; and designating prominent building sites.
- b) Integrate a mix of uses and densities within and surrounding the neighborhood.
- c) Connect the neighborhood internally and to adjacent areas through a network of paths, sidewalks, and streets. Discourage cul-de-sac and other dead-end street design, wherever possible.
- d) Preserve and focus attention on environmentally sensitive areas and unique natural features. Lay out streets, buildings, and public open spaces, which take advantage of long views created by local topography.

to not impede the orderly future development of the surrounding area, at such time when the City identifies that area as appropriate for more intensive development. This includes use of building design and materials that will not deter or negatively impact future City development once utilities are extended to the area (e.g., require storage unit facilities to meet similar standards and design if the development were in the City limits).

- g. The proposed development is in accordance with applicable intergovernmental agreements and laws, if any.

RURAL LANDS (RL)

RL areas are within the City’s 1.5-mile extraterritorial area that likely will not develop in the present 20-year planning period. Typical uses in these areas include open space, farming, farmsteads, agricultural businesses, forestry, quarries, and limited rural residential on well and septic systems. Premature exurban development and premature utility extensions should not be promoted in these areas. Even if urban development eventually reaches these areas, some of the land in the **RL** area may be appropriate for consideration as permanent agricultural-related uses.

1. Recommended land uses in the rural area land use district are long-term agriculture and related agri-business uses and existing non-farm residential uses served with private, on-site septic systems.
2. The development of residential subdivisions is prohibited in areas designated as **RL**. Proposals for residential subdivisions shall require an amendment to the Future Land Use Map.

BEST PRACTICE DESIGN STRATEGIES

Placing the property at the corner of the parcel maximizes productive agricultural land.



Desirable Layout #1



Desirable Layout #2

NATURAL RESOURCE PROTECTION OVERLAY (NRP)

NRP overlay classification identifies sensitive lands that may be subject to development restrictions enforced by City, County, State, or Federal agencies. Mapped NRP areas include lands that meet one or more of the following conditions: water bodies and wetlands mapped as part of the WDNR Wetland Inventory, 100-Year Floodplains based on FEMA maps and areas with slopes averaging 20% or more based on USDA-NRCS Soils data.

Areas shown as **NRP** on the Future Land Use Map do not constitute the limits of all wetlands, floodplains, or steep slopes that may be present within the City’s planning area. Mapped **NRP** areas are derived from third party sources and are generally considered accurate enough to identify the possible presence and approximate location of those features. They are not a substitute for field or site level delineations that may be required by local, county, state, or federal agencies prior to development

approval. The *NRP* areas illustrated on the Future Land Use Map are not a substitute for official Shoreland-Wetland and Floodplain zoning maps.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat, preventing and controlling water pollution, preventing erosion and sedimentation, preventing property damage caused by flooding, preserving areas of natural beauty, and providing areas for outdoor recreation. A majority of the *NRP* represents areas that are vital to the region's ecosystem and are key ingredients of the character and image in Lodi. Thus, development in areas designated *NRP* shall be limited based on underlying local, county, state or federal environmental regulations.

1. This classification is intended to function as an overlay district, such that the underlying future land use classification (e.g., General Commercial) remains in place, but the overlay classification indicates the possibility of additional restrictions on development.
2. Landowners and developers are advised that land within *NRP* areas may be restricted from building development, site grading, or vegetation clearing under local, county, state, or federal regulations. Where building development is permissible additional building setbacks and buffer yards beyond the minimum requirements are encouraged.
3. Recreational uses, agricultural and silviculture operations may be permitted in accordance with local, county, state, and federal laws. Best Management Practices are highly encouraged in these areas.

5. Implementation

City of Lodi Comprehensive Plan

Contents

5.1 Guiding Daily Decisions	5-2
5.2 Guiding Annual Decisions	5-3
5.3 Implementation Tools	5-3
5.4 Adoption, Amendment, & Update Procedures.....	5-4
5.5 Plan Consistency	5-6
5.6 Severability.....	5-6

5.1 Guiding Daily Decisions

Responsibility for implementing this Plan lies primarily with the Common Council, City Plan Commission, and city staff.

Common Council

Common Council sets priorities, controls budgets and tax rates, and often has the final say on key aspects of public and private development projects. The value and legitimacy of this Plan is directly related to the degree to which Council members are aware of the Plan and expect City actions to be consistent with this Plan. Each council member should have access to this Plan and should be familiar with the major goals and objectives described herein. Common Council should expect and require that staff recommendations and actions both reference and remain consistent with this Plan.

City Plan Commission

Land use and development recommendations are a core component of this Plan, and the Plan Commission has a major role in guiding those decisions. Plan Commission members must have access to this Plan and must be familiar with its content, especially Chapter 4: Future Land Use Plan. It is generally the responsibility of the Plan Commission to determine whether proposed projects are consistent with this Plan, and to base decisions and recommendations on the same criteria. In cases where actions that are inconsistent with this Plan are deemed to be in the best interest of the City, the Plan Commission should initiate efforts to amend the Plan to better reflect City interests. This will help to reinforce the legitimacy of the Plan as an important tool in City functions.

Other City Committees & Agencies

In some cases, particular initiatives and action items listed in this Plan may be more appropriately carried out by another City committee such as the Economic Development Committee or Parks Committee, or in cooperation with other units of government, business organizations, or non-profit agencies. In such cases, this Plan should serve as a foundation for city-related decision making. City staff and officials should take an active lead role in sharing this Plan with other organizations, communicating the intent of relevant objectives and strategies.

City Staff

Key City staff have a significant influence on the selection and completion of many capital and operational projects. It is imperative that individuals in key roles know about, support, and actively work to implement the various strategies and actions in this Plan. Specifically, the Directors of Administration and Operations should consult and reference the Comprehensive Plan during goal-setting and budgeting processes, during planning for major public projects, and in the review of private development projects.

These key staff members are expected to know and track the various goals, policies and actions laid out in this Plan, and to reference that content as appropriate in communications with residents and elected and appointed officials. All other department directors should also be aware of the Plan and the connections between the Plan and City projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the Plan as a relevant tool integral to City functions.

5.2 Guiding Annual Decisions

To provide lasting value and influence, this Plan must be used and referenced regularly, especially during annual goal-setting, budgeting and capital planning processes. To inform these annual processes, the Director of Administration, or designee, will prepare, with input from other departments, a concise Comprehensive Plan Annual Update with the following information:

- Action items in progress or completed during the prior 12 months (*celebrate success!*)
- Staff recommendations for action items to pursue during the next 12 months.

The Comprehensive Plan Annual Update should be maintained on an annual basis, starting with the actions in **Appendix C** and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule and Common Council directive.

5.3 Implementation Tools

Many of the strategies identified in this Plan presume the use of existing City ordinances and programs. The City's key implementation tools include:

Operational Tools

- Annual Budget Process
- Capital Improvement Program

Regulatory Tools

- Land Use Regulations (*including zoning, land division, subdivision, landscaping, and signage regulations*)
- Architectural/Site Design Regulations
- Historic Preservation Ordinances
- Building and Housing Codes (*including sanitary, mechanical, and electrical codes*)
- Erosion and Stormwater Ordinances
- Official Map(s)

Funding Tools

- Tax Incremental Financing (TIF) Districts
- Grant Programs
- General Fund Revenues
- Fees & Special Assessments
- Fundraising

5.4 Adoption, Amendment, & Update Procedures

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This Comprehensive Plan and any future amendments must be adopted by the Common Council in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Common Council may adopt or amend the Plan - the Plan Commission must recommend adoption and the City must hold an official public hearing.

Plan Commission Recommendation

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the Plan and its various components. The resolution should also reference the reasons for creating this Plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Plan Commission, and the approved resolution should be included in the adopted Plan document

Public Hearing

Prior to adopting this Plan, or an amendment, the City (either Common Council or Plan Commission) must hold at least one public hearing to discuss the proposed Plan. At least 30 days prior to the hearing, a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed Plan or amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed Plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

Draft Distribution and Public Hearing Notifications

The City is required to provide direct notice of the public hearing to all of the following:

- An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
- A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
- Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local government unit provide the property owner or leaseholder notice of the hearing.
- Any individuals who request, in writing, notification of the proposed Comprehensive Plan ordinance or public hearing. Each such individual must be sent a notice of the public hearing and a copy of the ordinance at least 30 days prior to the public hearing. The City may charge a fee equal to the cost of providing such notice and copy.

Finally, the City should send the notice and a copy of (or provide digital access to) the proposed Plan, or amendment, to the distribution list (shown on the next page). These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice.

Plan Adoption

This Plan and any future amendments become official City policy when the Common Council passes, by a majority vote of all elected members, an adoption ordinance. The Common Council may choose to revise the Plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

Adopted Plan Distribution

Following final adoption of this Plan, and again following any amendments to the Plan, a copy of the Plan or amendment must be sent to each of the following:

- *Every governmental body that is located in whole or in part within the boundaries of the City, including any school district, sanitary district, or other special district.*
- *The clerk of every town, city, village, and county that borders the City.*
- *The regional Plan Commission in which the City is located.*
- *The public library that serves the area in which the City is located.*
- *The Comprehensive Planning Program at the Department of Administration.*

Plan Amendment vs. Plan Update

From time to time the City may be faced with an opportunity, such as a development proposal, which does not fit the Plan but is widely viewed to be appropriate for the City. Should the City wish to approve such an opportunity, it must first amend the Plan so that the decision is consistent with the Plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the Plan. Frequent amendments to meet individual development proposals threatens the integrity of the Plan and the planning process and should be avoided.

Any change to the Plan text or maps constitutes an amendment to the Plan and must follow the adoption/amendment process described in this section. Amendments may be proposed by either the Common Council, Plan Commission, city staff, or city property owners. Amendments may be made at any time using this process; however, in most cases the City should not amend the Plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments.

Wisconsin's comprehensive planning statute (66.1001) requires that this Plan be updated at least once every 10 years. Unlike an amendment, the Plan update is a major re-write of the Plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the Plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the Plan should signal the need for a comprehensive update.

5.5 Plan Consistency

Once formally adopted, the Plan becomes a tool for communicating the City's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's Comprehensive Plan:

- *Official map(s)*
- *Local subdivision regulations*
- *General zoning ordinances*
- *Shoreland/wetland zoning ordinances*

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this Plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this Plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the Plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the Plan. Prior to adoption of the Plan, the City reviewed, updated, and completed all elements of this Plan together, and no inconsistencies were found.

5.6 Severability

If any provision of this Comprehensive Plan is found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application. If any requirement or limitation attached to an authorization given under this Comprehensive Plan is found invalid, it shall be presumed that the authorization would not have been granted without the requirement or limitation and, therefore, said authorization shall also be invalid.

A. Plan Adoption & Amendments

City of Lodi Comprehensive Plan

Contents

Public Participation Plan Resolution.....	1
Plan Commission Resolution	4
Adoption Ordinance.....	6

B. Community Indicators Report

City of Lodi Comprehensive Plan

Contents

1 Demographics.....	1
2 Housing.....	3
3 Mobility & Transportation.....	12
4 Economic Development.....	16
5 Agriculture, Natural & Cultural Resources.....	24
6 Community Facilities & Services.....	32
7 Collaboration & Partnerships.....	38
8 Land Use.....	43

C. Action Plan

City of Lodi Comprehensive Plan

Content

Housing	C-1
Mobility & Transportation.....	C-2
Economic Development	C-3
Agricultural, Natural & Cultural Resources	C-4
Community Facilities & Services	C-5
Collaboration & Partnerships.....	C-6
Land Use	C-6

D. Plan Maps

City of Lodi Comprehensive Plan

List of Maps

Transportation.....	D-1
Utilities and Community Facilities.....	D-2
Development Limitations	D-3
Existing Land Use	D-4
Future Land Use – City Limits.....	D-5
Future Land Use – Planning Area	D-6