

# 2040 LAND USE WORKBOOK

February 2017



# INTRODUCTION

Through a series of community workshops and online activities in 2016, Stockton community members shared their vision for the future of the city and for key “study areas” where positive change is highly desired.

The broad range of ideas generated through that process was distilled into three distinct future scenarios, each of which describes a different way that Stockton could evolve over the next 25 years. This workbook introduces the three future scenarios (see pages 6-7 for a summary of each) and compares them to help the Stockton community decide which scenario, or combination of components from the scenarios, offers the most benefit. That “preferred scenario” — determined with your input — will serve as the backbone of the updated General Plan.

## VISUAL SIMULATIONS

The following pages spotlight three different locations in Stockton, visually depicting what the three different future development scenarios could mean at a particular site. For each location, there is a photo showing how the site looks today, followed by simulations of possible future development based on the land use designation for the site under each general plan alternative.

The three sites that are spotlighted in this section are all vacant, and the simulations are meant to be illustrative of what the scenarios could mean for these or other similar sites. These locations are shown to the right, and exemplify sites in need of investment to fuel positive change along the waterfront, in the eastern part of Downtown, and in South Stockton.



### SITE SPOTLIGHT: WATERFRONT

The waterfront site is located on the south shore of the channel, just east of I-5. The site is connected via a promenade to other Downtown destinations, including the Marina, Weber Point Events Center, Waterfront Hotel, Arena, and Ballpark. Maintaining connections and orientation to the promenade and waterfront is an important feature of future development. Alternatives A and C both designate this site Commercial, so the top photo on the right applies to both alternatives.

SCENARIO	LAND USE DESIGNATION	DEVELOPMENT TYPE
ALTERNATIVES A AND C	COMMERCIAL	MIXED USE RETAIL, RESTAURANTS, AND HOUSING
ALTERNATIVE B	INDUSTRIAL	BREWERY, LIGHT INDUSTRIAL, AND COMMUNITY GARDEN



### ALTERNATIVES A/C

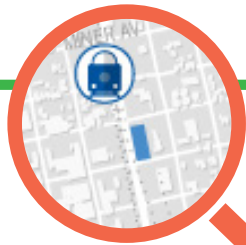


Attachment H

### ALTERNATIVE B







**SITE SPOTLIGHT:  
DOWNTOWN**

The Downtown site is located across Weber Avenue and the railroad tracks from the ACE train station, offering convenient transit access throughout the region to potential future site occupants. Effective pedestrian and bicycle access and safety will be key to any future development in order to maximize potential benefits from transit proximity. Alternatives B and C both designate this site Commercial, so the bottom photo on the right applies to both alternatives.

SCENARIO	LAND USE DESIGNATION	DEVELOPMENT TYPE
ALTERNATIVE A	INDUSTRIAL	LIGHT MANUFACTURING

ALTERNATIVES B AND C	COMMERCIAL	MIXED USE OFFICE, RESTAURANT, AND HOUSING
----------------------	------------	---



**SITE SPOTLIGHT:  
SOUTH STOCKTON**

The South Stockton site is located along South Airport Way at 10th Street, across from the new credit union building. There are large stretches of vacant land along this corridor, and investment here could bring needed services to the South Stockton area, like grocery stores and medical facilities, while infusing the surrounding neighborhoods with positive change. Alternatives A and C both designate this site Commercial, so the top photo on the right applies to both alternatives.

SCENARIO	LAND USE DESIGNATION	DEVELOPMENT TYPE
ALTERNATIVES A AND C	COMMERCIAL	SMALL GROCERY STORE

ALTERNATIVE B	ADMINISTRATIVE PROFESSIONAL	MEDICAL OFFICES
---------------	-----------------------------	-----------------



**ALTERNATIVE A/C**

Attachment H



**ALTERNATIVE B**



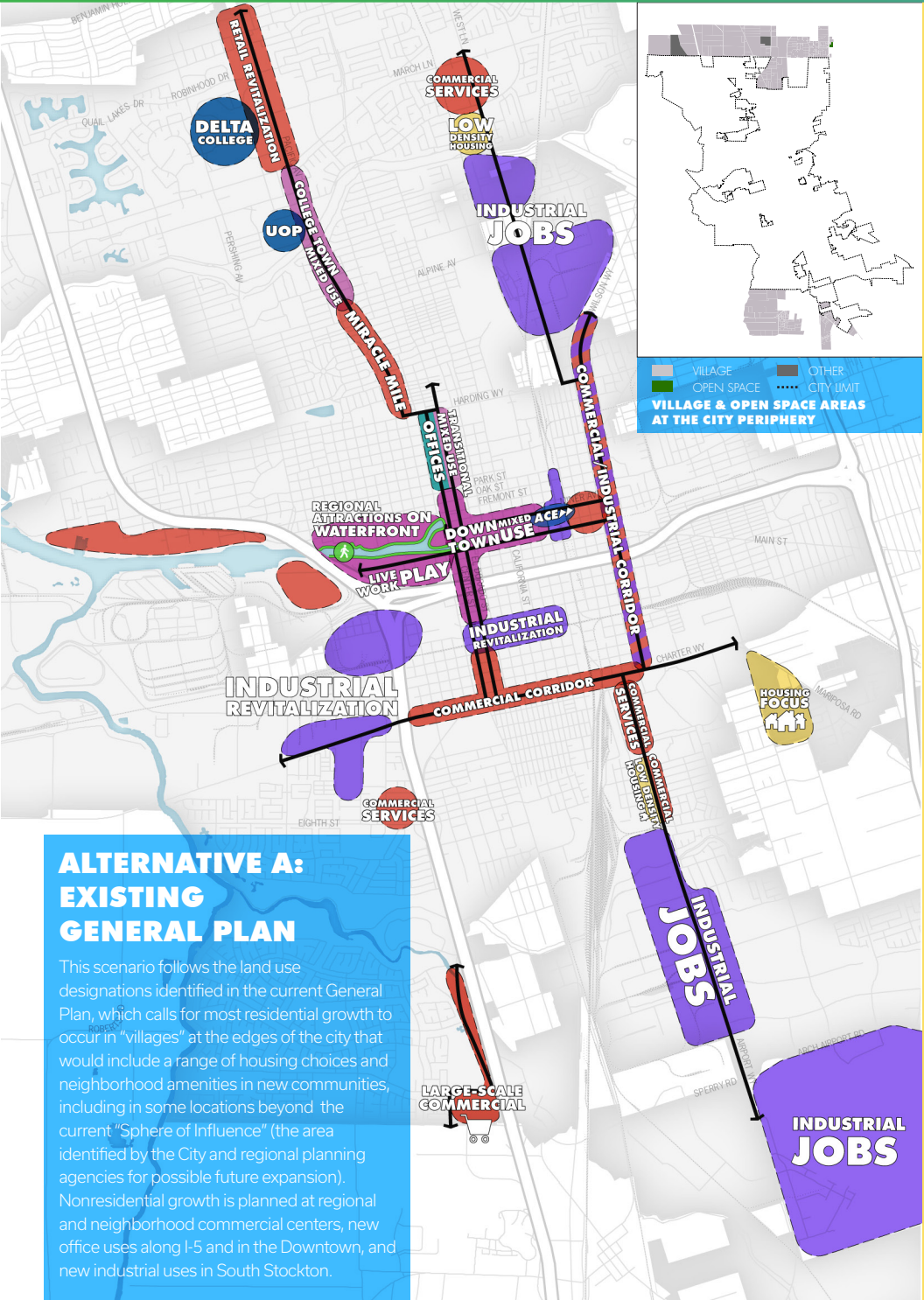


SUMMARY OF ALTERNATIVES

The three alternatives are shown to the right. Each of these future scenarios includes a different pattern of land uses, which in turn has a different capacity for new development; generally, the existing General Plan allows the most new development and the Infill Focus Scenario allows the least. In addition to the alternative land use patterns shown on the maps, this workbook also considers alternative growth scenarios.

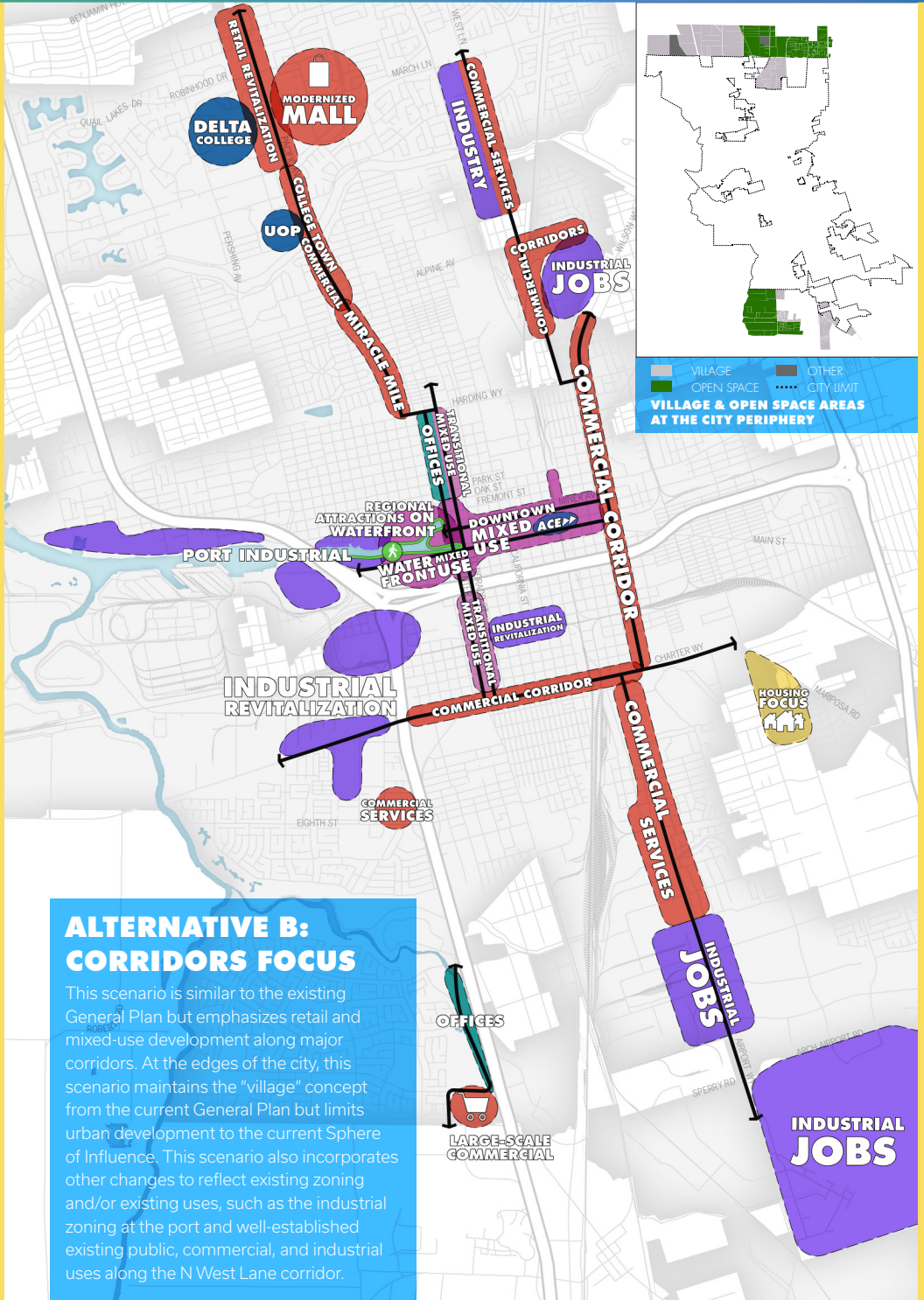
The numbers shown in the table below are based on economic assumptions about the projected market demands for various land uses by 2040. They account for new development within the study areas and for approved projects like major new subdivisions. Each scenario includes a certain amount of new and approved development by 2040 based on those market assumptions.

COMPARISON OF GROWTH SCENARIOS	HIGH		% CHANGE 2040 VS 2016		MEDIUM		% CHANGE 2040 VS 2016		LOW		% CHANGE 2040 VS 2016	
POPULATION	121,850	40%	90,150	29%	58,490	19%						
JOBS	44,310	55%	42,780	53%	41,230	51%						
HOUSING UNITS	41,000	41%	30,330	30%	19,690	20%						
SINGLE-FAMILY	28,700	44%	21,230	33%	13,780	21%						
MULTIFAMILY	12,300	35%	9,100	26%	5,910	17%						



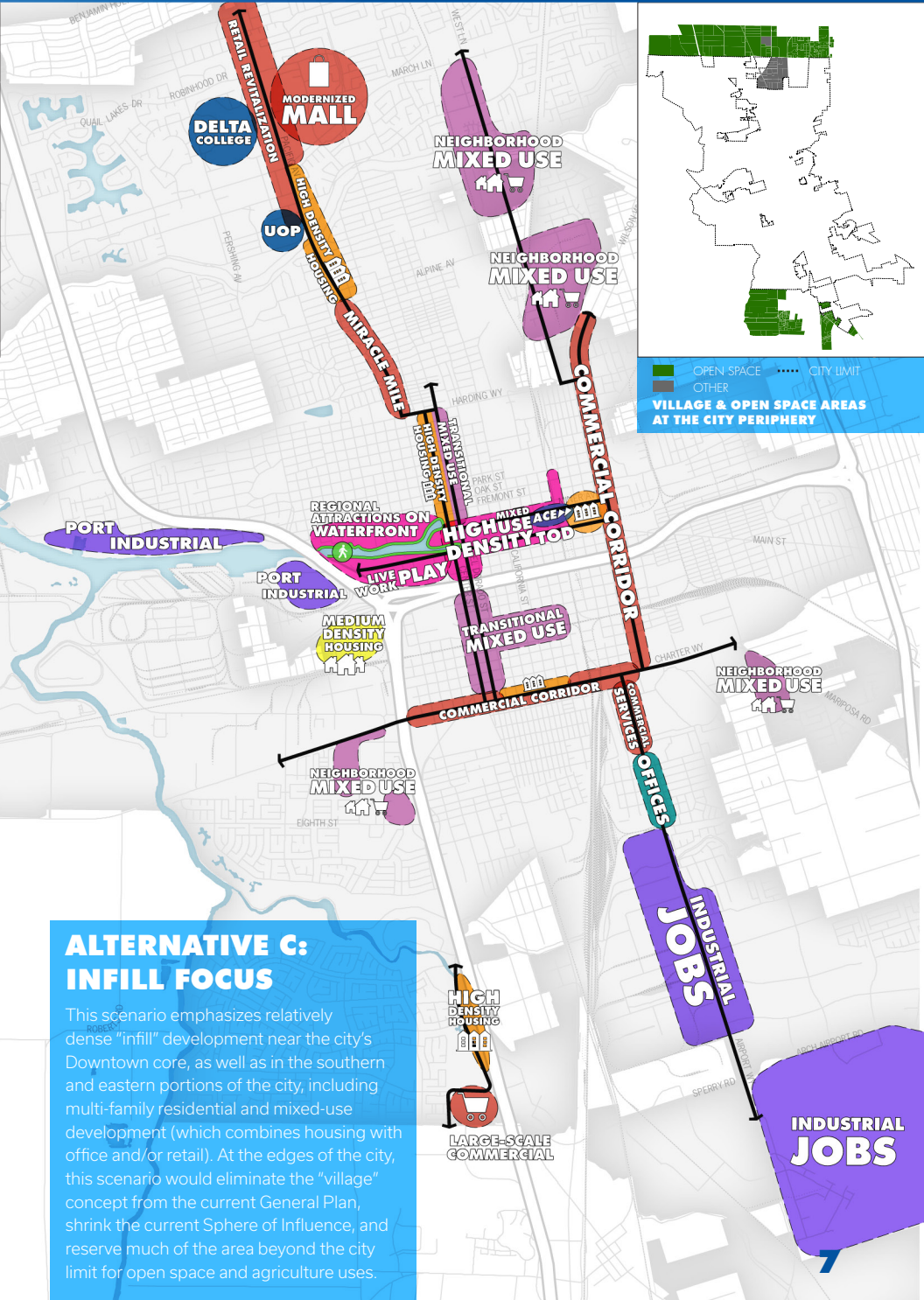
ALTERNATIVE A:  
EXISTING  
GENERAL PLAN

This scenario follows the land use designations identified in the current General Plan, which calls for most residential growth to occur in “villages” at the edges of the city that would include a range of housing choices and neighborhood amenities in new communities, including in some locations beyond the current “Sphere of Influence” (the area identified by the City and regional planning agencies for possible future expansion). Nonresidential growth is planned at regional and neighborhood commercial centers, new office uses along I-5 and in the Downtown, and new industrial uses in South Stockton.



ALTERNATIVE B:  
CORRIDORS FOCUS

This scenario is similar to the existing General Plan but emphasizes retail and mixed-use development along major corridors. At the edges of the city, this scenario maintains the “village” concept from the current General Plan but limits urban development to the current Sphere of Influence. This scenario also incorporates other changes to reflect existing zoning and/or existing uses, such as the industrial zoning at the port and well-established existing public, commercial, and industrial uses along the NWest Lane corridor.



ALTERNATIVE C:  
INFILL FOCUS

This scenario emphasizes relatively dense “infill” development near the city’s Downtown core, as well as in the southern and eastern portions of the city, including multi-family residential and mixed-use development (which combines housing with office and/or retail). At the edges of the city, this scenario would eliminate the “village” concept from the current General Plan, shrink the current Sphere of Influence, and reserve much of the area beyond the city limit for open space and agriculture uses.



The study areas considered in each scenario include key corridors and areas with high concentrations of vacant and underutilized land where investment could catalyze positive change. Outside these core locations in the city, the study areas also include neighborhoods planned for new “village”-style development under the existing General Plan. In this Community Character section, please consider how the look and feel of the study areas could change under each scenario, and how that could affect the rest of Stockton.

What type of development do you want to see along key corridors?

How far geographically should the city’s development extend?

ALTERNATIVE A: EXISTING GENERAL PLAN

The current General Plan focuses investment and new development in “village”-type communities located at the peripheries of the city. These villages are intended to be self-sustaining, with a mix of housing types and densities served by a village center that includes retail, schools, parks, and public services. A mix of commercial and industrial uses would continue to be allowed along major arterials in the city core.

KEY ASPECTS THAT AFFECT THE CHARACTER OF THE CITY INCLUDE:



- **LARGEST GEOGRAPHIC REACH OF DEVELOPMENT**
- **CITY CORE:**
  - GENERALLY MAINTAINS EXISTING CHARACTER
  - LESS INTENSIVE, AUTOMOBILE-ORIENTED
  - COMMERCIAL AND INDUSTRIAL USES ALONG KEY CORRIDORS
  - OPPORTUNITIES FOR WATERFRONT AND DOWNTOWN MIXED-USE DEVELOPMENT
- **CITY PERIPHERY:**
  - CHANGE SOME AGRICULTURE/ OPEN SPACE AREAS TO URBAN USES
  - NEW VILLAGE DEVELOPMENTS LESS CONNECTED TO CITY CORE AND MAJOR ARTERIALS



ALTERNATIVE B: CORRIDORS FOCUS

This future development scenario enhances existing commercial corridors with new retail development and housing above retail along key streets to create vibrant shopping centers within the city core. Commercial corridors would be a mix of areas lined with smaller-scale store fronts and intermittent larger shopping centers. New development is less focused on the periphery of the city to preserve open space land and to promote more infill development within the city core.

KEY ASPECTS THAT AFFECT THE CHARACTER OF THE CITY INCLUDE:



- **DEVELOPMENT EXTENT THAT ALIGNS WITH THE CITY’S CURRENT SPHERE OF INFLUENCE (SOI)**
- **CITY CORE:**
  - MAINTAINS THE EXISTING CHARACTER IN MANY AREAS
  - INTENSIFIES USE OF COMMERCIAL CORRIDORS AND SHIFTS INDUSTRIAL USES TO OUTLYING LOCATIONS
  - PROMOTES PEDESTRIAN AND BICYCLE CONNECTIVITY AND ACCESS ALONG CONTINUOUS/LINKED COMMERCIAL CORRIDORS
  - OPPORTUNITIES FOR PROFESSIONAL AND MEDICAL OFFICES NEAR WESTON RANCH
  - EXPANDED OPPORTUNITIES FOR LARGE GROCERY STORES ALONG SOUTH AIRPORT WAY IN SOUTH STOCKTON
- **CITY PERIPHERY:**
  - MAINTAINS SOME OF THE AREAS CURRENTLY PLANNED FOR NEW VILLAGE DEVELOPMENTS



ALTERNATIVE C: INFILL FOCUS

This scenario focuses new development within the city core, leaving land in the periphery as undeveloped open space and agriculture. Similar to the Corridors Focus Scenario, existing commercial corridors would be enhanced and more continuous. Vital commercial corridors would include a focus on infill development with new higher-density residential buildings and mixed-use shopping centers, providing current and new residents with convenient access to retail and services.

KEY ASPECTS THAT AFFECT THE CHARACTER OF THE CITY INCLUDE:



- **SMALLEST GEOGRAPHIC REACH OF DEVELOPMENT**
- **CITY CORE:**
  - MOST SIGNIFICANT AREA OF CHANGE FROM EXISTING CHARACTER
  - SUBSTANTIAL HIGHER INTENSITY MIXED-USE DEVELOPMENT TO CREATE A WALKABLE ENVIRONMENT
  - MORE OPPORTUNITIES FOR HIGH-DENSITY RESIDENTIAL DEVELOPMENT IN AND NEAR THE DOWNTOWN
  - OPPORTUNITIES FOR PROFESSIONAL AND MEDICAL OFFICES ON SOUTH AIRPORT WAY IN SOUTH STOCKTON
- **CITY PERIPHERY:**
  - MAINTAINS EXISTING AGRICULTURE/OPEN SPACE





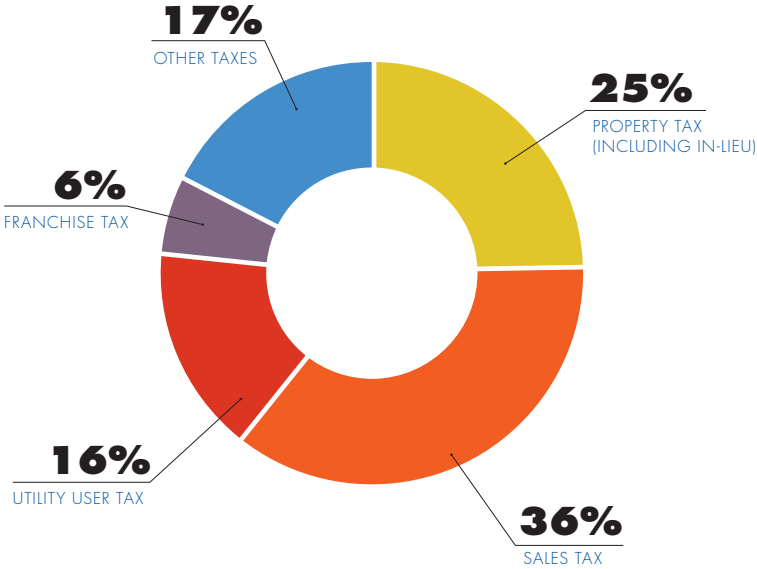
The potential for business attraction, retention, and expansion in Stockton can support the City government and the overall community in a variety of ways.

A portion of sales tax from retail and business-to-business transactions goes directly into the City's General Fund, where it can be used to support services such as law enforcement, fire suppression, and street maintenance. Likewise, investment in real estate that leads to increased property value can also result in higher property tax revenues that support the General Fund. New development also pays a Utility User Tax, and lodging businesses pay an additional Transient Occupancy Tax, which together also fund City services. Perhaps just as importantly, new businesses offer increased job opportunities that put dollars directly in the pockets of employees and thereby increase spending power, and in turn, potential profitability for Stockton businesses. The location, appearance, and accessibility of business and employment centers are key to creating the synergy that encourages additional enterprises to locate and expand in the city.

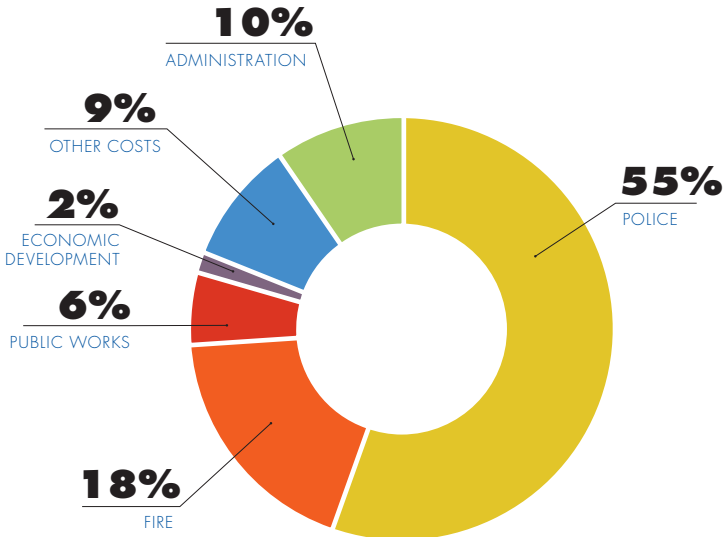
Where should future development be located in order to maximize efficiency and reduce service costs?

What level and type of development should the City encourage to promote fiscal health?

CITY REVENUES



CITY GENERAL FUND SERVICE COSTS



Regarding the net fiscal impact to the City's General Fund, all three scenarios roughly break even given the normal margin of error for long-term projections like these.

This means that projected revenues from the various taxes discussed on the previous page would be offset by the costs of providing services to new development.

Dispersed single-family development tends to generate property tax revenue, but also usually incurs costs for City services like maintaining new parks, roads, and other infrastructure and providing police, fire, and emergency response to outlying areas.

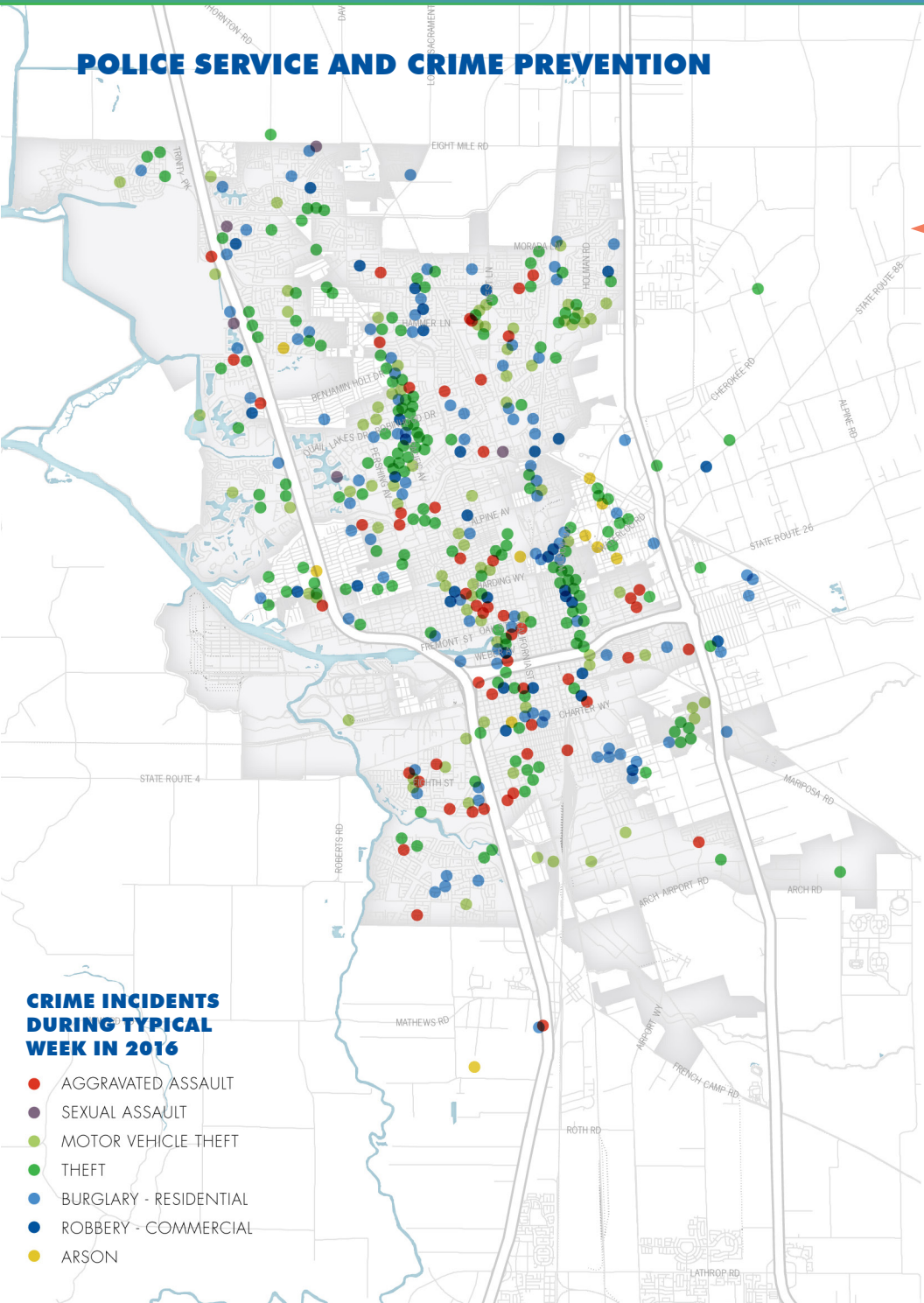
Dense multi-family development typically creates less costs for City services because it uses existing infrastructure and fits into a more compact area, but it doesn't always produce as high tax revenues; mixed use also tends to support retail activity in pedestrian-friendly environments.



Community services and utilities are integral to our daily lives. How land is developed – both the geographic pattern and the types of land uses – can affect the cost and efficiency of providing those services. This section describes how the scenarios can improve public safety, one of the top issues identified during the 2016 community workshops, by supporting crime prevention and police services. In addition, this section compares the scenarios with respect to water demands, wastewater generation, and overall utility system costs.

How can the future land use pattern help to prevent crime and support police services?

What mix and pattern of land uses would minimize demands on and promote efficient utility service systems?



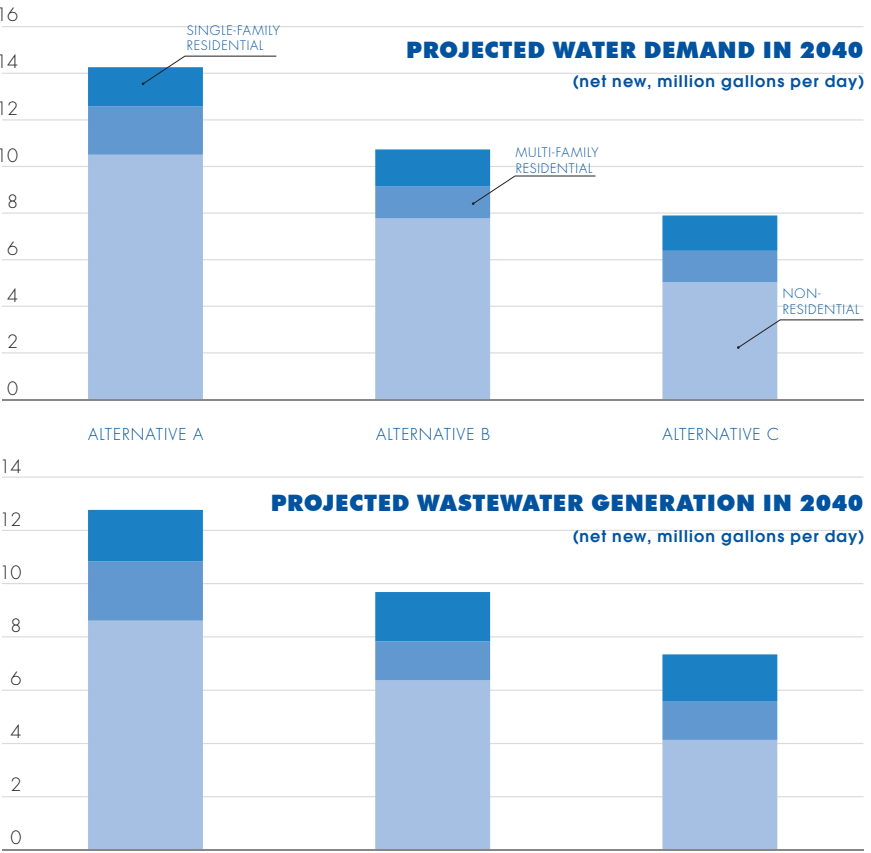
PARTICULARLY IN AREAS THAT ARE CURRENTLY VACANT AND/OR LACKING ACTIVITY, NEW DEVELOPMENT WILL BRING MORE “EYES ON THE STREET” TO HELP TO PREVENT CRIME. MEANWHILE, WITH NEW DEVELOPMENT COMES INVESTMENT IN THE PUBLIC REALM THROUGH THINGS LIKE LANDSCAPING AND SIDEWALK IMPROVEMENTS, WHICH CAN CREATE A MORE WELCOMING ENVIRONMENT AND DETER CRIMINAL ACTIVITY. AS SHOWN ON THE MAP, MUCH OF THE MAJOR CRIME ACTIVITY IN STOCKTON OCCURS ALONG MAJOR CORRIDORS AND IN THE DOWNTOWN, SO INVESTMENT IN THESE AREAS WILL SUPPORT THE STOCKTON POLICE DEPARTMENT’S CRIME PREVENTION EFFORTS.

THE EXISTING GENERAL PLAN (ALTERNATIVE A) WOULD BRING NEW RESIDENTS TO AREAS ON THE PERIPHERY OF THE CITY, WHICH HAVE MINIMAL CRIMINAL ACTIVITY, BUT POLICE RESPONSE TIMES TO THOSE AREAS TEND TO BE LONGER.

THE CORRIDORS FOCUS SCENARIO (ALTERNATIVE B) WOULD FOCUS INVESTMENT ALONG MAJOR CORRIDORS AND THE INFILL FOCUS SCENARIO (ALTERNATIVE C) WOULD EMPHASIZE NEW DEVELOPMENT IN THE DOWNTOWN, BRINGING MORE ACTIVITY AND “EYES ON THE STREET” TO AREAS THAT CURRENTLY EXPERIENCE HIGH INCIDENCES OF CRIME.

UTILITIES

Stockton is projected to have more than enough water supply and wastewater treatment capacity to satisfy future demand under all three scenarios in 2040. Although demands on the utility systems will vary with the differing amounts of development in each scenario, total anticipated citywide infrastructure costs are not significantly different between the scenarios. For stormwater utilities, redevelopment or new development on vacant lots that are paved or compacted won’t significantly change the amount of runoff entering the stormwater system, while new development in agricultural land at the periphery of the city, where water had previously been able to filter into the ground, will require new stormwater infrastructure.





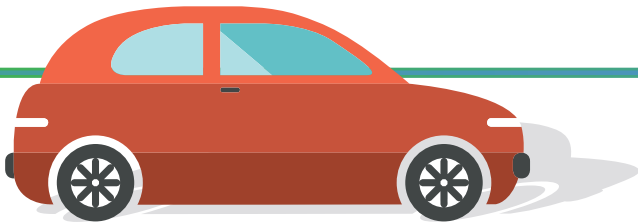
# GETTING AROUND

Land use patterns affect the way we travel. If your home is far from where you work and shop, then driving is probably the most convenient way to get around. But if the grocery store and the dry cleaner are just down the street, walking or biking makes sense. You can save money on gas that way, you don't have to look for parking, and you might run into friends and neighbors along the way.

Stockton's future land use pattern will influence how we get around in 2040. We can estimate how many miles people are likely to travel each day in Stockton, and whether they would cover them by car or other means, based on the planned land use pattern and expected type of development in each scenario. Bringing more jobs to Stockton will help cut down on commute miles, and a compact development pattern that puts many destinations in close proximity will encourage walking, biking, and transit.

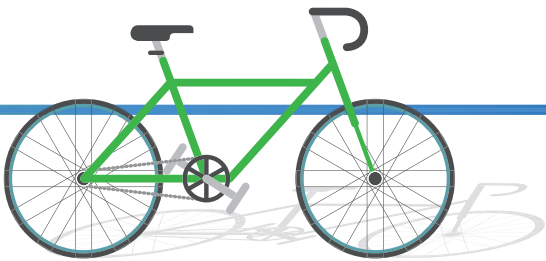
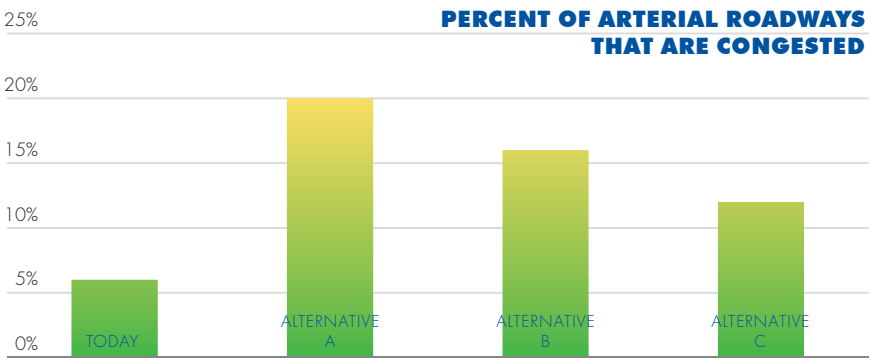
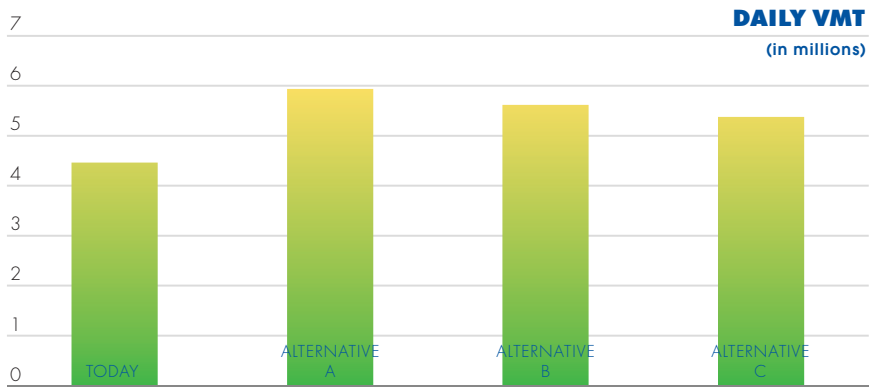
What land use pattern would best support safe, convenient options for getting around the city?

As Stockton grows, how can new development help to give residents options to drive less?



## VEHICLE TRAVEL

Because all scenarios include new development, there will be more people needing to get around, and vehicle trips and vehicle miles traveled (VMT) will increase. Generally, the higher the number of new residents and employees, the larger the expected increase in vehicle trips and VMT, so the existing General Plan would result in the most miles driven. Also, VMT tends to be higher in areas with lower density, dispersed development than with compact, infill development because travel destinations are closer together. Increased vehicle usage will also affect traffic congestion. Unless capacity improvements are made, the existing General Plan (Alternative A) would congest 1½ times as many arterials as would the Infill Focus Scenario (Alternative C).



## OTHER MODES OF TRAVEL

The land use patterns in each scenario will significantly affect the way that people get around. All scenarios are expected to result in a lower proportion of people who primarily drive to work alone and more people who carpool. Because the Infill Focus Scenario (Alternative C) includes more compact development, it is expected to achieve the lowest rate of drive alone trips and the highest rate of carpooling. It would also support more walking, biking, and transit use because it focuses multi-family housing in areas of the city with existing transit service, sidewalks, and bike access.

COMPARED TO TODAY	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C
DECREASE IN DRIVE ALONE TRIPS	11%	13%	17%
INCREASE IN CARPOOL TRIPS	6%	7%	9%
INCREASE IN TRANSIT TRIPS	12%	15%	24%
INCREASE IN BIKING AND WALKING TRIPS	21%	24%	30%





