
SECTION II. PLANNING CONTEXT

A. Brief History of Davis

This section provides a brief history of Davis and the surrounding area. An in-depth history of Davis is described in *Davisville '68, The History and Heritage of the City of Davis*, published in 1969.

Prior to recorded history, the Patwin Indians inhabited the area and were sustained by the abundant native plants and animals. Hunters, trappers and pioneer agriculturalists brought great changes in the 19th Century.

The Davis town site was established north of the original streambed of Putah Creek, Rio de los Putos. Putah Creek is named after the Patwin Indian village of “Putato”, which contains the Patwin root “pu”, or “east”.

In the early 1850's, livestock production and cultivation in the Sacramento Valley were profitable. A number of American and European immigrants sought title to portions of Rancho Laguna de Santos Calle, the unconfirmed Mexican land grant on which most of the current City of Davis and UC Davis campus are located.

Prominent early settlers were Jerome and Mary Davis, the son-in-law and daughter of Joseph Chiles, whose cattle interests in the area began in 1849. The Davis' holdings were expanded to 12,000 acres by 1858. By 1868, they moved to Sacramento and sold 3,000 acres of the Davis ranch to developers of the California Pacific Railroad.

In 1868, daily railroad service began from Vallejo to Davis Junction, spurring residential and business construction. The official town plat was recorded and covered a 32-block, 119-acre area that fronted on Putah Creek. By 1870, there were 400 citizens in Davisville. Agriculture remained the primary economic activity in the area through the end of the century.

In 1906, the University of California selected the site for the newly established State Agricultural Station near Davisville.

As a result of a disastrous fire in November 1916, the residents of Davisville voted to incorporate on March 20, 1917. The vote was 317 for incorporation and 87 against. The County Board of Supervisors adopted a resolution declaring Davisville incorporated under the name of The City of Davis.

On March 28, 1917, the City's incorporation was official. The resolution declared officers for the new city, including a Board of Trustees, a City Clerk, and a City Treasurer. At their first meeting, the Board voted John B. Anderson as president of the Board. By 1928, the mayor-council form of government was adopted. Both the campus and community experienced steady growth after 1922, when a four-year degree program was offered. In 1959, the UC Regents designated Davis as a general campus, with all major academic disciplines. Subsequently, enrollment grew rapidly and professional schools were added. Although remaining outside of the City's corporate limits, the University's presence has been and remains central to the growth, identity and culture of the city.

Figure 4 shows the growth of the City from 1923 to 1993, in the form of its street system. Figure 5 compares Davis' population and area to the cities of San Luis Obispo and Woodland.

B. Planning History of Davis

In 1925, a city planning commission was established and in 1927, zoning was adopted.

Davis' first comprehensive General Plan was adopted in 1958, which stated the community would grow slowly from 7,735 people in 1958 to between 30,000 - 35,000 people by 1980. The major tenets of the first plan were that Davis was to continue to be an attractive family-oriented residential community that maintains a friendly relationship with the University; that Davis was to continue to provide high quality public services and facilities; that Davis was to provide for a complete central business district and system of small neighborhood shopping centers with a high degree of convenience and service; that the highest use of agricultural soils would be encouraged; and that orderly development should be based on a sound economic base through the encouragement of attractive and acceptable industrial, distribution, research, administrative and professional activities and developments.

In 1964, the General Plan was amended because it was assumed the student population at UC Davis would grow to 15,000. The plan then assumed Davis would grow from 11,750 people in 1964 to 75,000 people by 1985. An additional objective was added to discourage leap frog development.

In 1967, a bikeway system was established, on-street bike lanes were delineated, and off-street bike paths began to be constructed.

In 1969, the Davis General Plan was amended to allow Davis to grow from 23,450 (1970) people to 90,000 by 1990 with a holding capacity of 110,000 people. The objectives were the same as the 1964 plan. However, the 1969 plan assumed UC Davis would grow to 17,000 students.

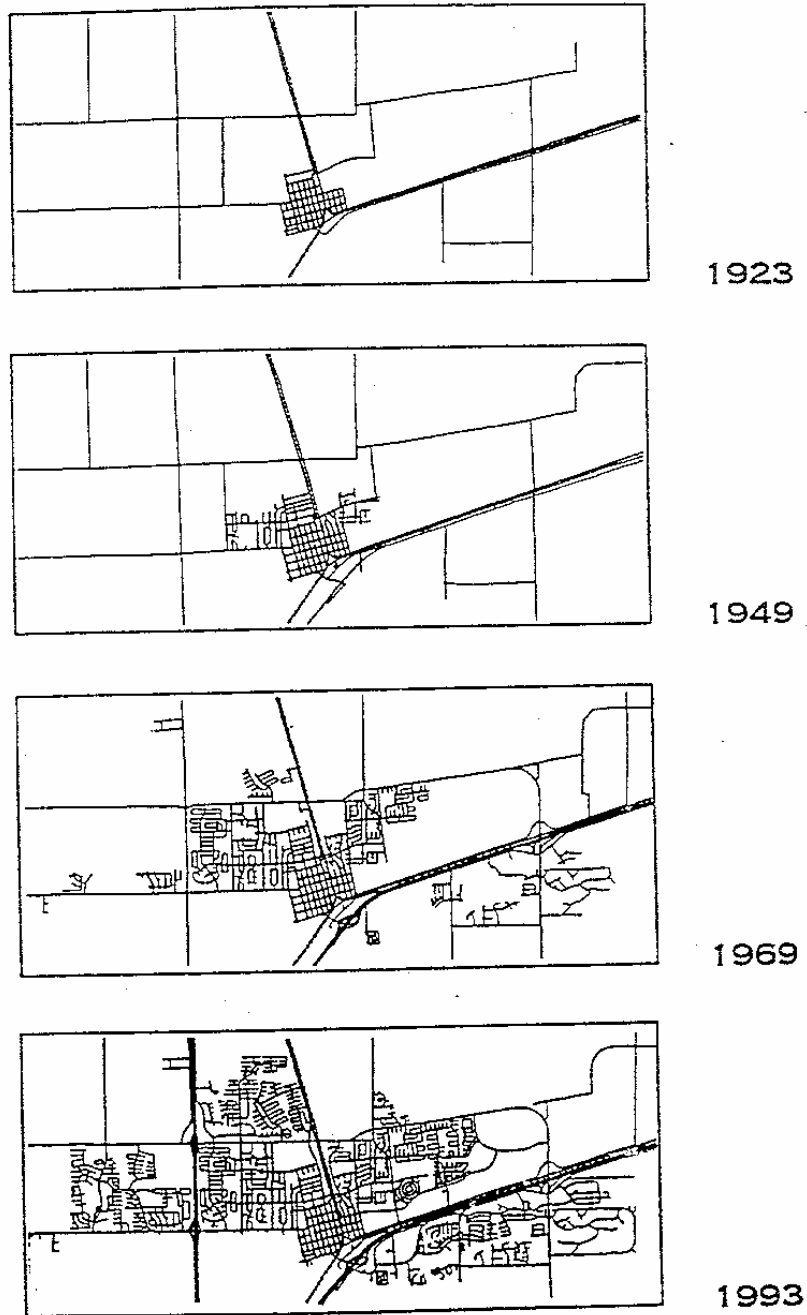


Figure 4: Growth of the City 1923-1993

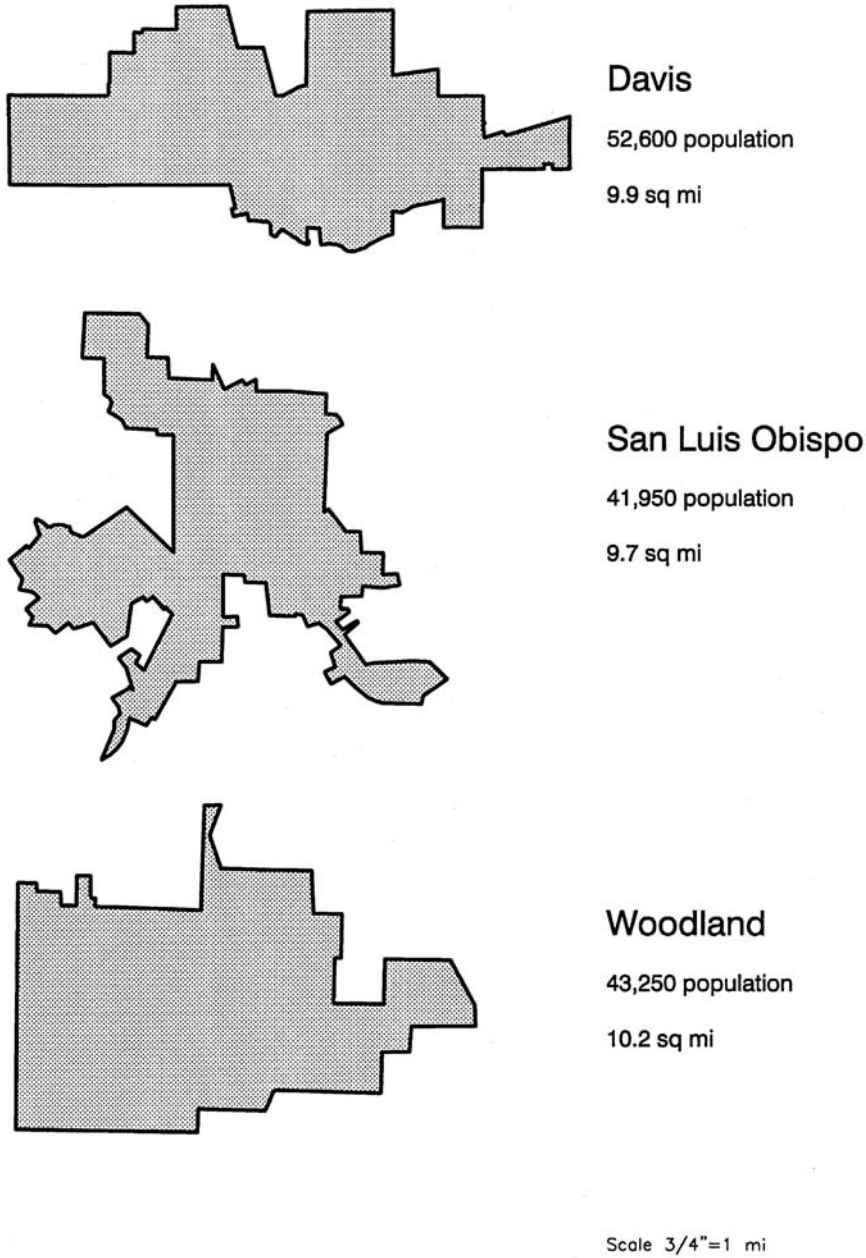


Figure 5: Comparison of City Sizes, January 1, 1996

As a result of the 1969 plan, the community became alarmed by how large the community could grow and the Council appointed a 110-person committee which developed the 1974 plan. The 1974 General Plan assumed Davis would grow to 50,000 by 1990. It was the result of this plan that Davis gained national reputation for community efforts in energy conservation and several Davis architects, engineers and builders pioneered energy-efficient building and subdivision design. The Davis General Plan for the first time discussed managing growth yet providing affordable housing; that the community should provide for the internally generated needs of the people who work or study in Davis; and that distinct neighborhoods should be encouraged. This plan also addressed conservation, recycling, planning for solar energy use, preserving prime agricultural land as open space, providing a mix of affordable housing, planning for bike and transit, and requiring public art.

In 1975, the City enacted its own building code sections that included energy conservation standards for new construction. Many of the code provisions were subsequently incorporated into State requirements.

In 1977, the plan was amended because the City Council thought the City would not exceed 50,000 people by the year 2000.

In 1984, a new plan was adopted, still assuming 50,000 people by the year 2000. This plan expanded some of the concepts found in the 1974 plan, such as a detailed growth management program. This plan included an urban limit line concept with an agricultural buffer, phasing and an urban reserve designation. It also said commercial land outside of the Core area was possible and allowed mixed use developments. It also contained special policies for the Core area, University Avenue and Olive Drive; and a fiscal element.

In December 1987, the City Council adopted a new General Plan. The plan was in response to concerns about potential developments in the unincorporated portions of the Davis area. The plan assumed that Davis would grow from 50,666 people in 1987 in the Planning Area to about 75,000 people, which is an increase of about 50 percent. The plan assumed that approximately 9,700 new residential units would need to be built to accommodate the additional 25,000 people. It assumed that the total number of residential units in Davis would increase from 19,523 to 29,249 units.

The 1987 General Plan also stated the following:

- Davis would remain a small University-oriented town surrounded by farmland, greenbelt and natural habitat areas and preserves.
- The urban land uses designated on the General Plan land use map only contained the amount of land needed to accommodate the internally-generated needs of its residents and the regional fair-share housing need.
- The core would remain the retail/cultural/office center for the entire community designed at a pedestrian scale.

- University-related research businesses, administrative offices, and manufacturers using non-nuisance processes would be encouraged to locate in Davis.
- Each residential neighborhood would be served by a neighborhood greenbelt, retail, school and a park.

C. UC Davis and Surrounding Jurisdictions

This section looks at the relationships between the City of Davis and UC Davis and surrounding jurisdictions.

1. UC Davis

Since early days as the 778-acre “University Farm” for training in agriculture, UC Davis has grown to offer more than 100 undergraduate majors and 80 graduate programs in the College of Agricultural and Sciences, College of Engineering and College of Letters and Science. In addition, the university has four professional programs: the School of Law; the Graduate School of Management; the School of Medicine; and the School of Veterinary Medicine, the latter being the only such school in California.

Today, UC Davis is the northernmost and has the largest of the UC campuses, occupying 3,600 acres adjacent to the City of Davis and 5,200 total acres, including the Russell Ranch property 2½ miles to the west of the main campus. UC Davis is second among UC campuses in budget and total expenditures, and third in enrollment with just over 22,000 students in 1996.

UC Davis is one of the nation's top 20 universities in research funding and has made significant contributions in a variety of fields. Examples of special contributions and programs are: the viticulture and enology (wine making) department; the studio art program; AIDS research, combining the skills of medical, biomedical and veterinary scientists; bioengineering center for plant pathology research; an agricultural health and safety center; and institute for transportation studies; a center for neuroscience; and a center for studying the health of ecosystems.

The UC Davis Medical Center in Sacramento, the only level-1 trauma center in the interior of California, operates a teaching hospital, a regional burn center, cardiac services (including open-heart and transplant surgery), an eye and tissue bank, and a cancer center.

Enrollment and Employment. Table 2 shows the enrollment and employment trends of UC Davis. In 1995-96, UC Davis had a three-term average on-campus enrollment of 22,339, including the undergraduate colleges, graduate studies, and the professional schools (source: UC Davis Planning and Budget Office). This does not

include students off-campus, such as at the UC Davis Medical Center in Sacramento.

In April of the 1995-96 year, UC Davis employed a total on-campus personnel of 9,944 persons, consisting of full-time and part-time academic, management and staff personnel. Including student staff, personnel consisted of 15,293 persons.

Housing. Approximately 92 percent of the UC Davis students live on campus, in the City, or elsewhere in the Planning Area.

Based on information in the University's Long Range Development Plan Environmental Impact Report (EIR), approximately 26 percent of the total students were housed on the UC Davis campus, in residence halls, apartments and group quarters.

Table 2
UC DAVIS ENROLLMENT AND EMPLOYMENT

	Enrollment on Davis Campus (3-Term Average)	Employment Excluding Student Staff	Employment Including Student Staff
1995-96	22,339	9,944	15,293
1994-95	22,251	9,707	15,043
1993-94	21,522	9,800	15,419
1992-93	21,060	9,550	14,856
1991-92	21,512	9,933	15,128
1990-91	22,343	9,747	15,121
1989-90	20,961	10,393	15,537
1988-89	20,315	9,850	14,411
1987-88	19,314	9,188	13,845
2005-06 Forecast	26,000	12,630	Not Available

Source: UC Davis Admissions and Personnel Offices, May 1996.
 UC Davis Long Range Development Plan, 1994.

It is the University's currently adopted policy to provide housing for at least 25 percent of all students and 90 percent of the incoming freshman class. The City and the University entered into a Memorandum of Understanding in 1989. The MOU establishes a goal of providing on campus housing for 25% of the 1989-90 base population of 21,000 and for 35% of subsequent increases in student enrollment,

but only to the extent that it is financially feasible. This goal was revised by U.C. Davis in the 1994 Long Range Development Plan to reflect a comprehensive target of achieving 25% of students on campus. The city and University representatives are considering various modifications to the 1989 MOU at this time.

Approximately 66 percent of UC Davis students live in Davis, occupying nearly one-third of all housing units in the City, with an average ratio of students per unit of 2.6. Approximately eight percent of the students live outside of Davis.

The University is also taking steps to add housing and meet its target of 25% of students living on campus. It is constructing 676 dormitory units in Orchard, Solano and Russell Park dormitories, and also plans additional beds in the Cuarto dormitory, Primero Grove and Webster/Emerson, all to be constructed by the beginning of the 2001-02 academic year.

Approximately one-half of UC Davis employees live in Davis. While the proportion of students living off campus in Davis has remained fairly steady, the proportion of faculty and staff living in Davis has been decreasing.

Long Range Development Plan. The Long Range Development Plan (LRDP) is a comprehensive plan that addresses physical planning issues for a campus of the University of California system. It is intended to guide physical development in order to achieve the academic needs and goals of the campus during the planning horizon of 2005-06. The current plan was adopted by the UC Regents in 1994.

The plan addresses University goals and growth; program needs; goals of physical development; and physical plan elements. Approximately 1,750,000 square feet of new space will be required on campus to meet projected academic, administrative, construction and support needs. The plan will enable the campus to accommodate an optimal enrollment of 26,850 students (26,000 at the Davis campus) by the year 2005-06. New housing will be required to continue providing on-campus housing for 25 percent of the student enrollment. New facilities and playing fields will be required to meet the physical education, intramural sports, and recreational needs of students. The LRDP also identifies Enterprise reserves to enable University partnerships with the private sector for University-related projects. The Enterprise reserve program is designed to use alternative funding mechanisms like public-private partnerships to create space in certain portions of the UC campus for research activities, faculty-staff housing, student housing, office space, recreational and cultural opportunities, and open space.

Six complementary planning concepts will guide development of the campus: the creation of positive environments for academic and social interaction; development of the entire campus as an educational resource; concentration of new development within existing developed areas of campus; maintenance of the open character of the campus; the augmentation of the LRDP with guidelines for campus neighborhoods or districts; and building upon the historic pattern of campus development.

The plan consists of elements that address land use; the campus open space system; and pedestrian, bicycle, and vehicular circulation on campus.

2. Surrounding Jurisdictions

Although other jurisdictions are sovereign, the City of Davis is interested in the plans of surrounding jurisdictions for various physical, social and economic reasons. The land use and resource policies of other jurisdictions can affect the region's population, housing, economy, air quality, water supply and quality, drainage, mobility, open space, and long-term viability of agriculture. The City of Davis may find that it is in its interest to develop policies which support the policies of other jurisdictions (on such issues as agriculture) or reach agreements with other jurisdictions (on such issues as habitat management).

Below is a brief summary of the General Plans for the surrounding areas. Figure 6 shows the planning areas and spheres of influence of the jurisdictions surrounding Davis.

The Yolo County Local Agency Formation (LAFCO) adopts Spheres of Influence to assist decisions on boundary changes of cities and special districts. Planning areas are adopted by the individual cities themselves, and sometimes overlap. When this occurs, there is no legal problem, since planning areas do not carry regulatory weight.

Yolo County General Plan. The Board of Supervisors adopted the most recent Yolo County General Plan on July 17, 1983. While there have been some policy changes since that time (land use policies specific to the Knight's Landing development were updated in 1990), there have been no comprehensive revisions of the Plan since its adoption. County policy and practice is of critical importance to future expansion and maintenance of the agricultural setting with limited urbanized areas in the land outside the city. The County's goals of agricultural preservation and contiguous urban development are generally consistent with Davis policies.

The County General Plan contains 42 goals. The goals which relate to Davis are as follows:

- Protect prime and other agricultural land from urban development.
- Create urban open spaces, greenbelts and scenic highways.
- Discourage urban sprawl.
- Continue to improve existing urban uses and place new urban uses in existing planned urban areas.
- Conserve natural resources.

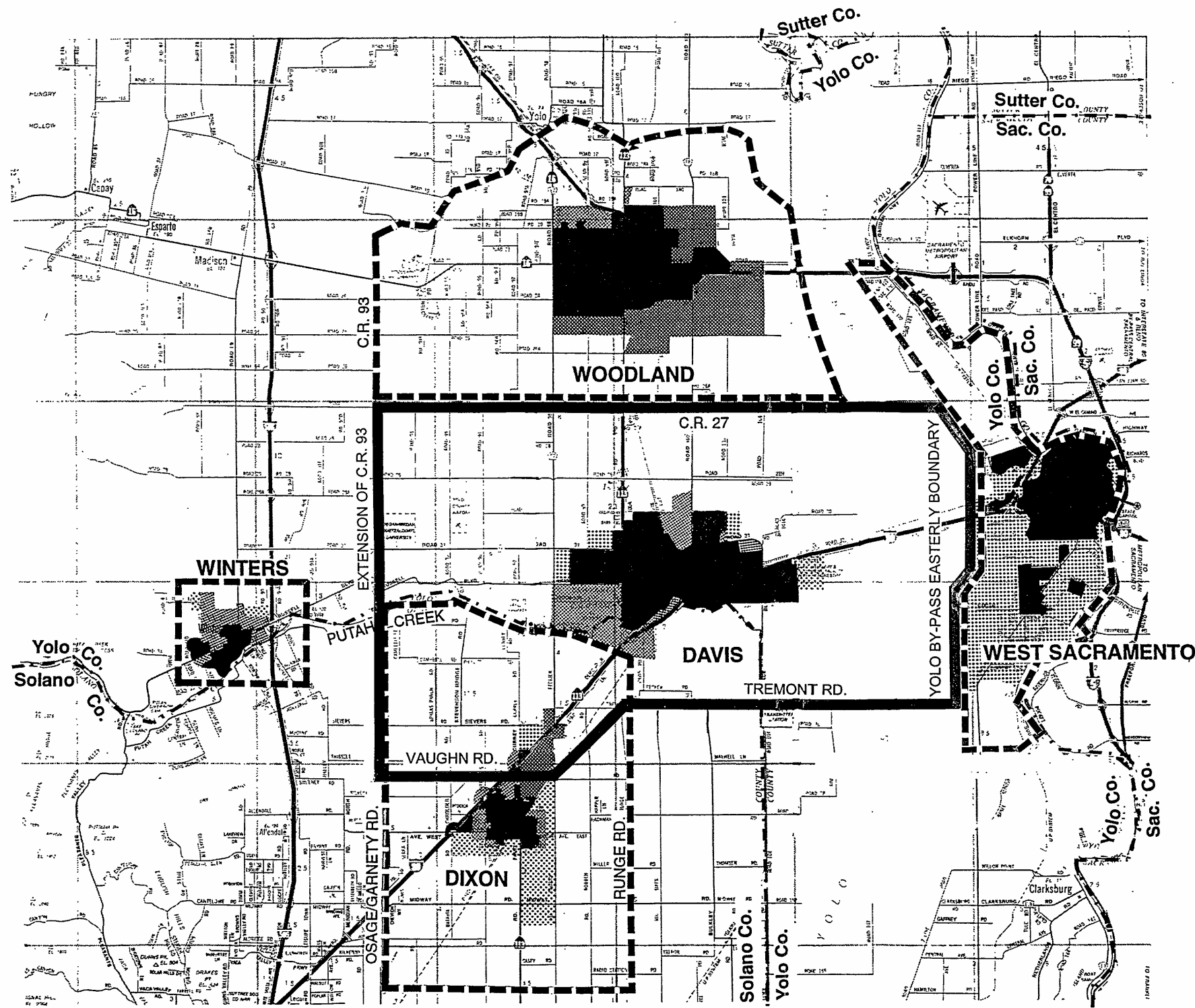






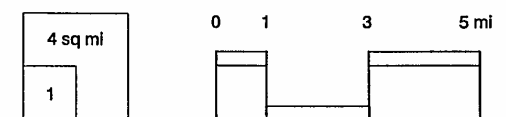


Figure 6
Surrounding
Planning Areas and
Spheres of Influence

-  Davis Planning Area
-  Other Planning Area
-  Existing Development
-  Planned Development
-  Sphere of Influence
-  County Boundary

NOTES
 1. This map is intended to show general boundaries for regional context. The boundaries are not precise and are subject to amendments by the jurisdictions.
 2. The Planned Development area and the Sphere of Influence area are the same for the City of West Sacramento.

Davis General Plan



The plan contains significant policies related to vigorously conserving and preserving agricultural land; non-agricultural land uses are prohibited from agriculturally designated areas. An administrative policy states that “Yolo County shall require urban development to be placed within city limits in urban areas of Davis, Woodland and Winters”. The plan also discusses preserving open spaces (such as streams, drainage channel, rivers and habitat), creating an open space corridor plan and establishing wildlife areas.

Yolo County Davis Area General Plan. In addition to the Yolo County General Plan's goals and policies, the Davis planning area is affected by the policies and land use map found in the Yolo County Davis Area General Plan. This plan was adopted by the Board of Supervisors on August 3, 1976. Most of the land on the County land use map is designated for agriculture with some land being designated for residential and limited industrial land uses. Although some of the land uses are in conflict with the existing City of Davis General Plan, the basic policy statement conforms with the Davis General Plan. The policy states that all urban development within the sphere of influence of the City of Davis should take place only after annexation.

Woodland General Plan. The City of Woodland lies approximately seven miles north of Davis and had a population of 44,140 on January 1, 1997. The Woodland City Council adopted a new Woodland General Plan in February of 1996. Following adoption of the General Plan by the City Council, a referendum petition was submitted. The Plan was put on the ballot in November of 1996 and Woodland residents voted to retain the General Plan as adopted by the City Council. The 1996 General Plan replaces the previous General Plan of 1988.

The 1996 Plan foresees the city population growing from 42,500 residents in 1995 to 66,000 by 2020, eventually covering approximately 10.2 square miles. The Plan also assumes an increase in employment from 15,400 to 35,000 in the same time period. With concerns over development pressures, floodplains, preservation of prime agricultural land, preservation of town character, and efficient extension of infrastructure, the Plan defines an urban limit line. This line encompasses all land to be considered for urban development within the time frame of the General Plan (2020). The Plan encourages infill development and re-use of underutilized lands within the urban limit line. The Plan also envisions that a permanent urban limit line will protect agricultural land outside the city in perpetuity. The western and northern boundaries of the permanent line coincide with the urban limit line, while the boundaries to the south and west will be determined after further study. Areas east of County Road 102 and south of Main Street are designated as urban reserve. The boundary of the LAFCO Sphere of Influence study for Woodland coincides with the planning area boundary.

West Sacramento General Plan. The City of West Sacramento is located approximately nine miles east of Davis and had a population of 30,467 as of January

1, 1993. The West Sacramento City Council adopted its first General Plan in 1990. The LAFCO Sphere of Influence study is coterminous with the city limits. The general plan area of interest extends west to the easterly city limits of Davis.

The West Sacramento General Plan assumes the city would grow from 27,756 people in 1988 to 79,903 in 2010. The plan does not discuss phasing the growth, but it is acknowledged that before 40,000 people can be located in the Southport area (the area south of the Deep Water Ship Channel), many major infrastructure improvements must be made.

Winters General Plan. The City of Winters is approximately 14 miles west of Davis and had a population of 4,875 on January 1, 1993. The Winters General Plan, which was adopted in 1992, assumes a three percent growth rate from a population of 4,500 people in 1992 to 12,500 by 2010. The plan does not include a phasing plan except to say services must be available. The plan includes an urban limit line concept showing where the urban uses are expected for the next twenty years. The Urban Limit Line assumes the city will contain 1,980 acres, (1,277 are already in the city) and is bounded by I-505 on the east, Putah Creek on the south, County Road 88 on the west and County Road 32- A on the north. The plan also includes a study area northwest of the urban limit line, where additional land may be allowed within the city in the future. The LAFCO Sphere of Influence is coterminous with the General Plan map.

Solano County General Plan. The Solano County General Plan was adopted by the Solano Board of Supervisors in 1980. Generally the Solano County General Plan conforms with the Davis General Plan policies. Solano County's General Plan contains policies regarding preserving agricultural land and encouraging urban development within existing communities.

Solano County's Proposition A was adopted by the voters in the mid-1980's and stated that no urban development can occur outside city spheres of influence. The principles contained in Proposition A were renewed by Solano County's voters in 1995 with the passage of a measure called the Orderly Growth Initiative. The initiative works similarly to Proposition A and is valid through 2010.

Most of the land in Solano County within the Davis Planning Area is designated for intensive agriculture except for the land at the Pedrick Road interchange which is designated for highway commercial. Putah Creek is designated in the Park and Recreation Element as a recreation resource area.

Dixon General Plan. The City of Dixon is approximately 7 miles south of Davis and had a population of 11,824 people on January 1, 1993.

The Dixon City Council updated its General Plan in 1993. The 1993 Plan accommodates a population of about 20,325 by 2010 and also contains a policy which encourages the preservation of open space between Davis and Dixon to

maintain community integrity and urban form. Population projections under the Plan are based, in part, on Measure B which allows a 3 percent growth rate in total housing units per year, bringing the City's total to 6,775 by 2010. Dixon had an estimated 3,911 housing units on January 1, 1993. Designed to better balance the City's land use, the Dixon General Plan shows a considerable increase in the amount of land being designated for planned business/industrial, highway commercial and residential.

The Dixon Sphere of Influence northern boundary, closest to Davis, is south of Tremont Road.

