

## STAFF REPORT

**DATE:** April 13, 2026

**TO:** Climate and Environmental Justice Commission, Open Space and Habitat Commission, Planning Commission, Recreation and Park Commission, Social Services Commission, Transportation Commission

**FROM:** Sherri Metzker, Director, Community Development  
Dara Dungworth, Principal Planner

**SUBJECT:** 2025 General Plan Update, Commissionapalooza #2: Land Use Concepts

### **RECOMMENDATION**

Staff recommends that the City:

1. Hold a joint public meeting with six City Commissions regarding the General Plan Update (GPU);
2. Discuss land use concepts; and
3. Receive public comment.

### **FISCAL IMPACTS**

There is no fiscal impact to the City since this is only informational.

### **COUNCIL GOALS**

All City Council goals will be addressed in the General Plan Update.

- Fiscal Resilience
- Public Safety
- Economic Development
- Climate Resilient Infrastructure
- Housing
- Social Services for the Vulnerable

### **BACKGROUND**

City Council directed staff to begin an update to the current City of Davis General Plan (GPU) in 2025. The GPU will be a comprehensive update to the General Plan, which is the City's blueprint for future development in the city and will contain goals, policies, and implementation activities to guide the community through its next 20+ years. It builds on community strengths and assets, while tackling new and emerging challenges.

A key component of the General Plan Update process is to seek feedback and direction through the City's existing Commission system, in addition to the community at large.

## **GPU Process and Engagement**

The GPU process is organized into five distinct phases: listening and discovery, land use and mobility plan development, policy development and plan preparation, public plan review and final plan review and adoption. Each phase helps to organize technical analysis and to cluster community and Commission engagement activities. Engagement activities will be completed during every phase of the process.

At the conclusion of Phase One, Listening and Discovery, the City and Consultant Team convened two working group meetings with the Planning Commission Subcommittee, made up of two Planning Commission members, to prepare draft land use concepts. Over a three-month period, the Consultant Team and City Staff refined and revised the land use concepts, tying them to the desired project outcomes defined in Phase One of the project.

Commissionapalooza #2 kicks off the start of Phase Two engagement focused on land use concepts.

## **Phase One Community Engagement Update**

Phase One, Listening and Discovery, community engagement took place between February and November 2025. During this time, the General Plan Team collected public input on draft project outcomes and vision statement, community priorities and critical issues, and strategies to bridge the gap between issues and desired outcomes. Public input was collected through a variety of methods, including community meetings, commission and City Council meetings, and online surveys. Attachment 2 provides a list of activities and summaries from Phase One.

## **Community Engagement Results: Key Issues**

In Phase One engagement, the Davis community, City commissions and technical analysis help to define key issues facing Davis now and into the future. These are summarized below in five primary categories. They will serve as a guide for the GPU, ensuring that policy and land use decisions address the community-identified key issues.

### Key Issues:

- **Economic development and housing vitality**
  - Lack of affordable housing
  - Limited variety of housing types
  - Intentional partnerships and job opportunities with UC Davis
  - Jobs-housing mismatch resulting in out-commuting
  - Needed Downtown revitalization
  - Limited areas for new development within city limits
  - Aligning land use policy with infrastructure and business support to capture economic activity
  - Loss of retail to surrounding communities
  - Zoning and development process barriers for businesses

- **Quality of life**
  - Declining public school enrollment
  - Need for shared public spaces and childcare
  - Funding and staffing constraints for City employees
  - Services for vulnerable populations
- **Transportation**
  - Maintaining and improving quality pedestrian and bike infrastructure
  - Transit connections and multi-modal transportation routes
  - Transit connections to new developments and public amenities
  - Funding for transportation infrastructure
  - Neighborhood traffic calming
- **Parks and open space**
  - Loss of urban forest, ecological assets and open space within City limits
  - Trade-offs between open space preservation and development of new jobs and housing
  - Agricultural boundaries and conservation easements
  - Funding and space constraints for new parks, facilities and recreational amenities
  - Funding and maintenance for existing parks and recreational amenities
  - Outdated or insufficient recreational programming and amenities
- **Climate change, air quality and sensitive populations in Davis**
  - Impacts from climate hazards, such as heat waves and extreme weather, particularly to vulnerable and unhoused populations
  - Air pollution associated with vehicle traffic and agricultural operations
  - High cost for residential retrofits to adapt to climate change
  - Limited and underutilized network of electric vehicle infrastructure
  - Limited control over energy supply and resilience to climate impacts

### **Final Project Outcomes and Vision Statement**

Community input in Phase One further refined the Project Outcomes and Vision Statement for the Davis General Plan. These revised outcomes and vision are provided below and the full text is available in Attachment 3 and on the project website at this link:

[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_538fca18c24048be8530f5a5dc4818e5.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_538fca18c24048be8530f5a5dc4818e5.pdf)

#### Vision Statement:

Davis advances safe, fair, affordable, healthy and sustainable neighborhoods where everyone has what they need to thrive and succeed.

#### Project Outcomes

##### *Healthy and Resilient Community*

- Complete neighborhoods
- Active transportation
- Connected and biodiverse park and open space system
- Housing choice

- Jobs-housing match
- Spaces for businesses to flourish
- Climate-readiness
- Areas to meet housing, business and community needs
- Davis-based approach

### *Engagement*

- Building knowledge and ownership
- Listen to new voices
- Clear and accessible language

### *Leadership*

- Regional leadership
- High-quality community services
- Fiscal sustainability

### *Document Preparation*

- Consistency with the State
- Adaptability
- Focused process and plan
- Ease of use and monitoring

## **Commissionapalooza #2**

On April 13, 2026, the City will host its second joint special meeting of the six Commissions, referred to as “Commissionapalooza #2.” City Staff and the Consultant Team will present an update on the process and recent community engagement, provide background land use context and then an overview of land use concepts prepared with the help of the Planning Commission Subcommittee for review and input. This presentation is provided as Attachment 1.

The agenda and format for this special meeting are somewhat different from typical Planning or other Commission meetings but follow the same format as Commissionapalooza #1. The Chairperson for each Commission will sit at the dais, along with the Chair of the Planning Commission. Each Commission will be assigned a row on one side of the Community Chambers audience seating so that the Commissioners sit close, and when appropriate, can confer. The Commission staff liaisons and Planning staff members will be available to assist the Commissions during the meeting. The other side of the audience seating will be available for the public. The members of all the Commissions will be asked to nominate and then vote to elect the Planning Commission Chairperson as the Chair of this special meeting. Each Commission will have an opportunity to provide that Commission’s feedback, with Commissioners able to participate individually. Time for public comment will be provided at the conclusion of the Commissions’ feedback.

## **What is Land Use?**

Land use describes how a property is used and managed. Cities organize and plan different parts of their jurisdiction using categories like residential, commercial, mixed-use, industrial, public and/or institutional. Existing land use refers to how a parcel of land is being used today, including if the property is vacant with no active use.

At the core of a General Plan is the Land Use Element which defines a long-term vision for land use. The General Plan maps the distribution of land uses to each parcel and provides a description of allowed use and density and intensity for each parcel. General Plan land use signals to property owners and developers the vision for how an area will evolve overtime and is a key tool for housing and economic development. In some instances, the General Plan Land Use Designation differs from how the land is being used today. Revised Land Use Designations will be developed further into Phase Two of the General Plan Update process.

The City's Zoning Code helps implement the General Plan land use vision. It defines specific regulations related to a parcel's allowed uses, site and building development standards, and development process. General Plans and Zoning Codes are required to be consistent under State law.

For more information about land use, please review the General Plan's Land Use Existing Conditions Report on the project website here:

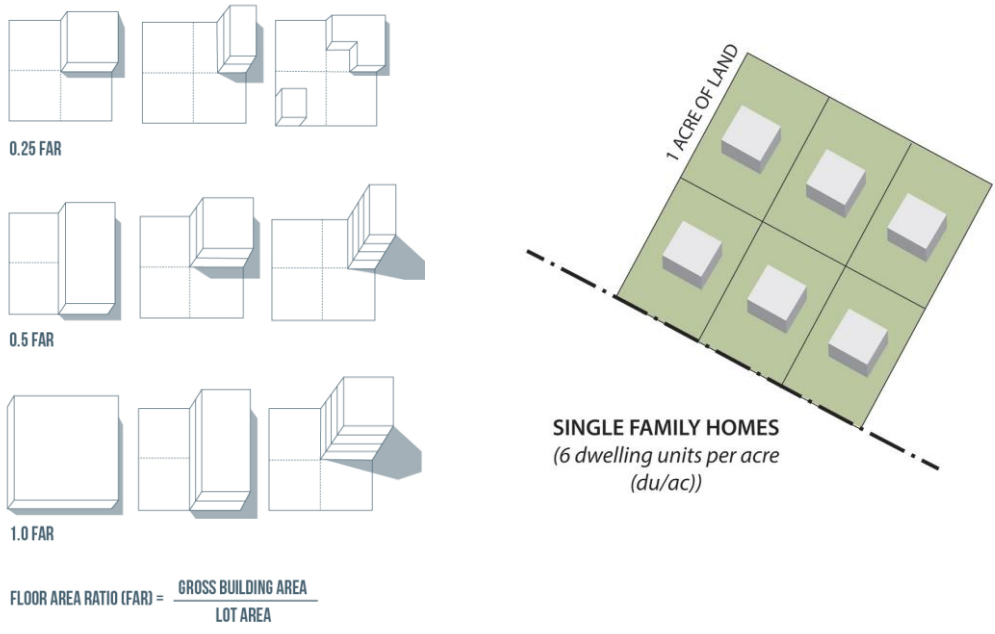
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_c8e4e68a45414e06b51f3a3c060e37fc.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_c8e4e68a45414e06b51f3a3c060e37fc.pdf)

## **What are Density and Intensity?**

Density is the amount of residential development that is allowed within a given area. Standards of building density for residential uses are stated as the allowable range (i.e., minimum and maximum) of dwelling units per acre (du/ac).

Standards of building intensity for non-residential uses, such as office, commercial, industrial, and institutional development are stated as a maximum floor area ratio (FAR). FAR is a measure of the total amount of building space (or "floor area") compared to the area of the parcel.

In the case of mixed-use developments that include residential uses, density standards are applied to the residential component while FAR standards are applied to the non-residential component.



What does Land Use Influence?

The land use pattern set forth in the General Plan impacts the type and number of jobs and housing units within the city. The General Plan establishes Land Use Designations that define the types of allowed uses and intensity or density of those uses. The General Plan Land Use map signals what is possible and desired by the community, property owners, and the development and business communities.

Land use decisions affect how people travel, the types of places created and fostered in the community, and the sustainability and well-being of natural systems and people. It influences how far people travel, by what mode people go (e.g., drive alone, carpool, walk, bike or take transit) and the potential effects on the environment. These effects include air quality, noise, and greenhouse gas (GHG) emissions. A goal of land use planning is to create a balanced city where people have access to all the things they need to live well and safely.

Land use decisions also affect City revenue sources and the quality of services provided. Both businesses and housing units generate revenue for the City through property, sales, use, business and Transit Occupancy Tax (TOT). The City’s ability to provide quality public services and public spaces is directly related to tax revenue, and therefore land use. In general, hotel, retail and office uses have positive economic benefits for communities. These uses generate more revenue and require fewer services. Industrial and housing uses are more of a fiscal wash.

These sources of revenue support:

- Parks and open space maintenance
- Road and infrastructure maintenance
- Police and Fire services

## State Policy Influencing the Land Use Concepts

In the last decade, the State of California passed a significant amount of legislation related to land use, particularly housing, that must be implemented within a community's General Plan and/or Zoning Code. The following summarizes some of that legislation, with a focus on policies that impact land use decisions related to the Davis General Plan land use concepts.

- **Teacher Housing Act of 2016 (SB 1413)**: authorizes a school district to establish and implement programs that address the housing needs of teachers and school district employees who face challenges in securing affordable housing.
- **School Districts: Employee Housing (AB 3308)**: authorizes a school district to allow other public employees and members of the public to occupy housing created under the Teacher Housing Act.
- **Affordable Housing on Faith and Higher Education Lands Act (SB 4)**: allows religious institutions and non-profit colleges to develop affordable housing, that meets certain criteria, on their property by-right, regardless of the General Plan Land Use Designation or Zoning Designation.
- **Housing Opportunity and More Efficiency (HOME) Act (SB 9)**: permits split lots and duplexes on eligible single-family residential parcels, with up to 4 units per single-family parcel.
- **Affordable Housing and High Road Jobs Act of 2022 (AB 2011)**: allows for ministerial, by-right approval for affordable housing on commercially-zoned lands and for mixed-income housing along commercial corridors if projects meet specified affordability, labor and environmental criteria. Amended by AB 893 which establishes Campus Development Zones that benefit from similar local streamlining of approvals.
- **Housing Crisis Act of 2019 Senate Bill 330**: requires maintenance of the overall residential development capacity in a city and suspends the enactment of local downzoning and housing construction moratoriums.

## Local Initiatives Influencing the Land Use Concepts

### Measure J/R/D

Measure J (the Citizens' Right to Vote on Future Use of Open Space and Agricultural Lands Ordinance) was first passed by Davis voters in 2000 and later renewed and amended as Measure R and D. Measure D sunsets on December 31, 2030.

Measure J/R/D requires voter approval before agricultural or open space land can be converted to urban uses. Codified in the City's Municipal Code as Chapter 41, Measure J/R/D has served as the city's most powerful growth control measure for over two decades.

For more information about Measure J/R/D, view the October 8, 2025, Joint Commission Meeting staff report provided as Attachment 4.

### Economic Development Strategic Plan

Economic development and land use are closely related and interconnected. Land use designations encourage, attract, and/or discourage different types of businesses and housing developments. Aligning land use policy with infrastructure and business support programs can support economic activity, retain or attract businesses and capture more dollars locally.

The City of Davis recently completed the Davis Economic Development Strategic Plan, which highlights the City's economic crisis and \$2.9 million dollar deficit in the 2025-2026 Fiscal Year Budget. The Updated General Plan is an important tool to address that deficient and support a balanced economy, where workers, businesses and residents are all part of the City's service population.

The Economic Development Strategic Plan is linked on the City's website here (including the Staff Report):

<https://documents.cityofdavis.org/Media/Default/Documents/PDF/CityCouncil/CouncilMeetings/Agendas/2026/2026-03-03/05-Economic-Development-Strategic-Plan.pdf>

View the Economic Development Director's presentation to City Council on the Davis Economic Development Strategic Plan, is linked on the City's website here:

<https://documents.cityofdavis.org/Media/Default/Documents/PDF/CityCouncil/CouncilMeetings/Agendas/2026/2026-03-03/05-Economic-Development-Strategic-Plan-Presentation.pdf>

### **Future Housing and Jobs Needs**

Growth projections refer to the predicted amount of development that will likely occur in a specified time period (2050). Projected growth is determined by many factors including the availability of land for development, market demand for new development, regional economic trends, government regulations, and the potential for new development on any given parcel.

When preparing a General Plan, the horizon year growth projections are lower than full buildout. The full buildout assumes every parcel is developed with the maximum amount allowed under the General Plan. Actual development is typically much less than the theoretical limit of development.

### *Regional Housing Needs Allocation*

RHNA is a State-mandated 8-year cycle process that requires cities to plan for housing units to meet current and future needs. The State Office of Housing and Community Development (HCD) determines how much housing at a variety of affordability levels is needed for each region in the state. Regional governments then allocate that housing need to local jurisdictions. Cities, as part of their Housing Element updates, are required to identify parcels of land that meet certain criteria that could be developed by private property owners.

Davis' 6<sup>th</sup> Cycle Housing Element RHNA allocation includes a total of 2,075 housing units consisting of 580 very low-income units, 350 low-income units, 340 moderate-

income units, and 805 above moderate-income units. Davis' 6<sup>th</sup> Cycle Housing Element is here: <https://www.cityofdavis.org/city-hall/community-development-and-sustainability/planning-and-zoning/housing-element-rezone-sites>

Given the horizon of the Davis General Plan Update (2050), it is realistic to plan to accommodate three and a half RHNA allocation cycles. Using this barometer, the General Plan could include an additional 7,300 housing units, or three and a half times Davis' 6<sup>th</sup> Cycle Housing RHNA allocation.

### *SACOG Projections*

The Sacramento Council of Governments (SACOG) prepares projections for the number of jobs and housing units in counties and local jurisdictions in the six-county Sacramento Region. This measures the reasonable maximum development capacity of the lands identified for housing production.

SACOG expects Davis to grow less rapidly than either Yolo County as a whole or Sacramento County, both in terms of employment and housing units. The City of Davis is projected to add 2,200 jobs between 2020 and 2050. This employment growth rate is less than half the projected growth rates in Yolo County or Sacramento County, which SACOG expects to grow 25 percent and 20 percent, respectively. Between 2020 and 2050 SACOG expects Davis to add 4,300 new housing units. As with employment, the expected housing growth rate in Davis is significantly lower than in Yolo County overall or in Sacramento County.

The SACOG regional projections are based on a top-down regionwide growth model. The projections consider the availability of land to accommodate residential and non-residential growth, as well as regional policy objectives to encourage growth in a pattern that facilitates a reduction in VMT and greenhouse gas emissions. Thus, SACOG jurisdiction-level projections will tend to focus growth on areas with ample land available for development, as well as good transit accessibility and a beneficial relationship between jobs and housing opportunities.

### *California Department of Finance Projections*

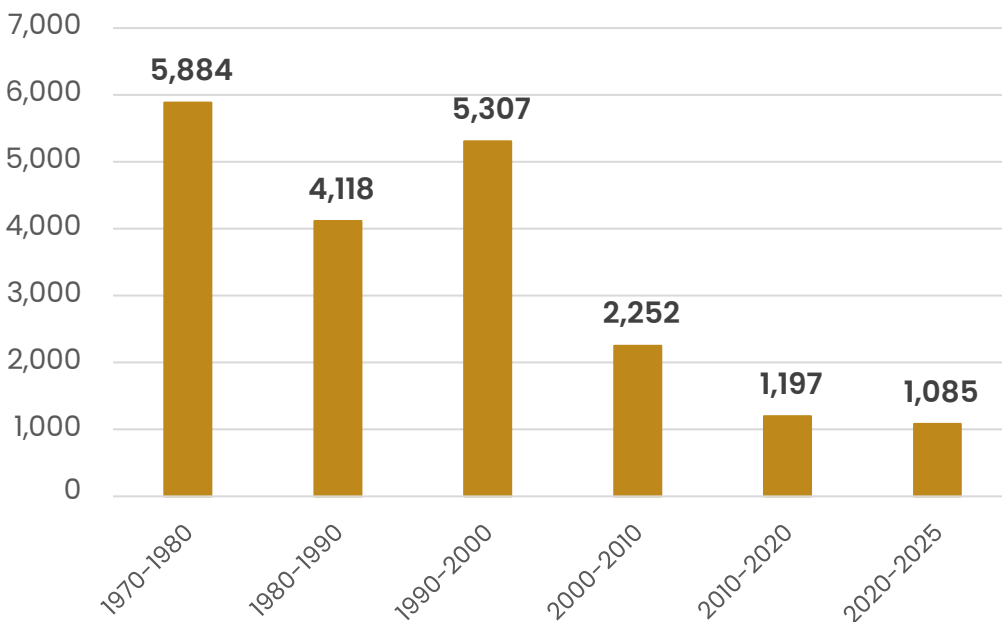
In contrast, the State of California Department of Finance (DOF) makes long-term county level population forecasts that are less policy-driven and more market-driven. DOF projects the population of Yolo County will grow by just over 50 percent between 2020 and 2050, significantly more than the SACOG projections. The DOF projections suggest that Yolo County's potential long-term growth may be more robust than indicated by the SACOG projections. By extension, Davis underlying demand for residential growth may also be more robust than indicated by the SACOG projections, to the extent that forces of overall housing demand affect Davis in a manner similar to Yolo County.

### *Local Trends*

Between 2010 and the second quarter of 2024 the total employment in Davis grew by approximately 30 percent, or 3,500 jobs, outpacing the rate of job growth countywide. In both Davis and Yolo County, the industry that experienced the most growth, in terms of

number of jobs, between 2010 and the second quarter of 2024 was healthcare and social assistance, potentially reflective of the support needs of the aging population. The presence of Sutter Davis Hospital and other healthcare facilities and practitioners may also serve as an attractor for an expanding senior population in the future. Davis also experienced significant job growth in the retail trade and accommodation and food services industries.

Total housing units in the city have grown by about 2,300 units since 2010. Most of these homes were multifamily housing. Despite this growth, housing projection trailed off significantly after 2000.



Data sources: California Department of Finance Population and Housing Unit Data

For more information about economic development and housing trends, please review the General Plan's Economic, Demographic, Real Estate and Fiscal Existing Conditions Report on the project website here:

[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_f84fa4ad177142c5a856b8ee8f4bce34.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_f84fa4ad177142c5a856b8ee8f4bce34.pdf)

### **Land Use Strategies Implement Project Outcomes**

Along with key issues during Phase One, community members, commissioners, and City staff generated ideas to bridge the gap between the key issues and project outcomes. These land use strategies are grouped together with the project outcomes. The project outcomes (Attachment 3) serve as parameters to evaluate alternatives, policy ideas, and long-term implementation of the GPU.

<b>Project Outcomes →</b>	<b>Example Land Use Strategies</b>
Complete neighborhoods and high-quality services	<ul style="list-style-type: none"> <li>• Downtown infill</li> <li>• Residential or mixed-use development on non-residential sites (commercial and institutional)</li> </ul>
Active transportation	<ul style="list-style-type: none"> <li>• Active mobility solutions to serve existing city limits and potential future development areas</li> </ul>
Connected and biodiverse park and open space system	<ul style="list-style-type: none"> <li>• Priority conservation and open space areas</li> </ul>
Housing choice	<ul style="list-style-type: none"> <li>• Small-scale multi-family housing in low-density residential areas</li> <li>• Housing on select DJUSD sites</li> <li>• Development on Housing Element sites</li> </ul>
Spaces for businesses to flourish + fiscal sustainability	<ul style="list-style-type: none"> <li>• Opportunity areas for businesses</li> </ul>
Areas to meet housing, business + community needs	<ul style="list-style-type: none"> <li>• Land to meet jobs and housing needs adjacent to the city limits</li> <li>• Sustainable neighborhood development outside the city limits</li> </ul>

**Land Use Concepts within City Limits**

The land use concepts are three preliminary ideas for how Davis can meet future housing and jobs needs by evolving the city’s land use vision to help the community thrive. These adjustments include changes in allowed land use, residential density and non-residential intensity.

Each concept tests different patterns of land use through the implementation of the land use strategies described above, and then qualitatively evaluated against the project outcomes. These concepts allow the community to weigh trade-offs and establish a direction for Davis’ future physical form. Please note that the purpose of these concepts is to modify, combine, and refine them into one preferred land use alternative. It is not expected that one of the concepts presented will move forward as the preferred land use alternative without revision.

The table below summarizes each of the three land use concepts and their estimated impact in terms of future jobs and housing units. Maps of the three land use concepts are provided as Attachment 5.

Concept	Description	Net New Projections*	
		Housing Units	Jobs
Concept #1	<p>Concept #1 explores infill development at higher intensity and higher concentration around key areas of the city. Opportunity sites and areas accommodate significant density. Land use changes on fewer parcels.</p> <p>This concept produces the highest number of housing units and the lowest number of jobs across the three concepts. Key components of Concept #1 include increasing heights and densities in Downtown Davis; changing select commercial and faith-based sites to high density residential or mixed-use; increasing intensity of select employment areas; increasing density on select low-density residential areas; and changing select DJUSD sites to allow high density residential.</p>	3,000 – 4,000	1,000 – 1,500
		<i>Park Access</i>	
		55% of net new housing units are within a 5-minute walk of a park	
		<i>Transit Access</i>	
		80% of net new housing units are within 5-min walk of a transit stop	25% of net new jobs are within 5-min walk of a transit stop
Concept #2	<p>Concept #2 distributes new growth across the city at lower intensities. Opportunity sites and areas accommodate medium density mixed-use. Land use changes on more parcels.</p> <p>This concept produces the middle point of jobs, and the lowest number of housing units across the three concepts. Key components of Concept #2 include expanding the boundary of Downtown Davis; changing more non-residential sites, including along transit corridors (Covell Blvd, 5<sup>th</sup> Street, Cowell Blvd) to medium-high density residential or mixed-use; increasing intensity of all employment areas; and allowing a variety of housing types in all low density residential areas.</p>	1,500 – 2,500	500 – 1,000
		<i>Park Access</i>	
		45% of net new housing units are within a 5-minute walk of a park	
		<i>Transit Access</i>	
		90% of net new housing units are within 5-min walk of a transit stop	80% of net new jobs are within 5-min walk of a transit stop
Concept #3	Concept #3 focuses on employment, providing the highest number of jobs	2,000 – 3,000	1,500 – 2,000
		<i>Park Access</i>	

	of all three concepts, and the middle point of housing units. Key components of Concept #3 include increasing height, density, and expanding the Downtown area; changing the designation of select faith-based sites to allow high density residential; increasing intensity for all employment areas; and changing the designation of select DJUSD sites to allow high density residential.	35% of net new housing units are within a 5-minute walk of a park	
		<i>Transit Access</i>	
		85% of net new housing units are within 5-min walk of a transit stop	50% of net new jobs are within 5-min walk of a transit stop

The land use concepts explore designating faith-based lands and/or educational lands as residential. It is important to note that regardless of the faith-based lands and/or educational lands designation, they have rights to build housing that meets State approved criteria as described above. The concepts consider going above and beyond those criteria requirements by designating that land as residential to encourage the development of housing on underutilized or surplus land owned by those institutions.

**Areas Outside City Limits**

Background

Davis is 99 percent built out with only a handful of vacant sites within City limits. As a result, during the recent 6<sup>th</sup> Cycle Housing Element process, the City faced challenges in identifying adequate sites to accommodate the required RHNA. The shortfall in available land within city limits was recognized in the General Plan Update Phase One community engagement, where community members, commissioners, and City Council suggested land use strategies that considered annexation of land outside the city limits to accommodate future housing and employment needs. This is consistent with the project outcome to identify areas to meet housing, business and community needs. While meeting jobs and housing needs were important, these comments also acknowledged the need to plan for growth comprehensively, define open space areas for habitat and agricultural preservation, establish design guidelines for new neighborhoods, and create a connected, multimodal mobility network.

The City of Davis has planning and zoning authority over lands within its City Limits, and “pre-zoning” authority over lands within its Sphere of Influence (SOI). The SOI is made up of unincorporated land and defines a city’s probable future physical boundary and service area. The SOI is a required boundary formally adopted and determined by the Local Agency Formation Commission (LAFCO). Land must be within a city’s SOI to be considered for annexation to that city. Annexation is the legal process of incorporating unincorporated land from the SOI into an existing jurisdiction’s City Limits. Davis has no formal authority over any land outside the SOI. The Yolo County LAFCO considers sphere adjustments every five years.

Project applicants outside of the city limits and SOI may submit an application to the City for approval. Those applicants require General Plan and Zoning Code amendments and approval by City Council, as well as amendments to the SOI. Two land use projects

are currently going through the review process: Village Farms (approved by Council) and Willow Grove. If projects are approved by the City, Measure J/R/D requires voter approval before agricultural or open space land can be converted to urban uses. Since its passage, two of seven projects advanced to the ballot have been approved by the voters.

The General Plan Update process is the appropriate time to consider changes to the City's City Limits and/or SOI in a comprehensive manner, not a project-by-project basis. While the discussion of areas outside city limits will happen in conjunction with the land use concepts, the two discussions have been decoupled to allow for clearer input on the ideas.

### Opportunities and Constraints

Areas outside City Limits and the SOI include several development constraints. These areas include natural hazards like flood plains; areas preserved for agricultural uses or habitat conservation; city-owned facilities like the landfill and wastewater treatment plant; and existing residential areas. Additionally, there are several existing land use planning projects Village Farms, Willow Grove, and the former DiSC project. Street and utility infrastructure would need to be upgraded to meet the needs of new development outside City Limits and/or the SOI.

### Concept Outside City Limits

Below is a list of the key strategies set forth in the annexation concept for areas outside City Limits.

- Establish an urban limit line<sup>1</sup>
- Designate open spaces as Natural Resource Reserve and/or Agricultural Reserve Areas
- Create design guidelines for new neighborhoods
- Identify and assign land uses to potential future development areas adjacent to the city limits
- Develop active mobility solutions to serve potential future development areas
- Annex existing residential areas adjacent to the city limits

### **Questions for Commissioners**

#### Areas Inside City Limits:

In the context of your Commission's role and responsibilities:

- Do you think the three concepts provide a range of options to achieve a balance of jobs and housing in the future?
- Did we miss any specific locations for future or expanded jobs or housing?
- Do you have any recommended changes to the concept maps?

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<sup>1</sup> An urban limit line is a planning tool that restricts development within a defined area to limit urban sprawl and preserve natural and agricultural resources. An urban limit line is not required by State law and is typically set by a jurisdiction's City Council or public vote. This boundary is often set for a specific period and does not directly control annexation.

### Areas Outside the City:

In the context of your Commission's role and responsibilities:

- Should the areas outside City Limits focus on providing housing, jobs, a combination of both, or other?
- What *types* of housing and/or jobs should be provided outside City Limits?
- Do you generally support the proposed Urban Limit Line as it is drawn?

### Next Steps

The second phase of General Plan Update community engagement will include community workshop #2, on April 30, 2026, covering the same materials as presented to the commission on April 13, 2026. Additional events will include the second online survey (available late April-June 2026), pop-up events (April-May 2026) and meetings with community groups, businesses and property (May-June 2026).

Following community and commission feedback on the land use concepts, the General Plan Team will prepare a revised preferred alternative for public review later this year.

### ATTACHMENTS

1. Raimi + Associates Power Point Presentation
2. Phase One Community Engagement Activities
3. Project Outcomes and Vision Statement
4. Measure JRD Commissionapalooza Staff Report (October 8, 2025)
5. Land Use Concepts Maps

# Commissiona- palooza #2: Land Use Concepts

April 13, 2026



General Plan Update



# Meeting Purpose

## Team to share:

- Overview of General Plan process
- Background on land use
- Draft land use concepts

## Commissions to discuss:

- Draft land use concepts

# General Plan Overview

1. General Plan process
2. Community engagement
3. Vision and project outcomes



# What is a General Plan?

**A General Plan is a document that helps the City meet its housing, business and amenity needs over time**

- Long-term policy document to **guide future actions and development**
- Enables the community to come together to develop a **shared vision for the future**
- Keeps **what we like about the community**
- Addresses key **issues and problems**

## What is a General Plan?

A General Plan is like a road map for the future of the City of Davis.



1

General Plans describe the community's vision and identifies strategies for managing preservation and change.



The State of California requires every city and county to have a General Plan to guide growth.

2

3

General Plans typically include goals, policies, implementation strategies and supporting graphics.



These components work together to convey a long-term vision that will guide local decision making.



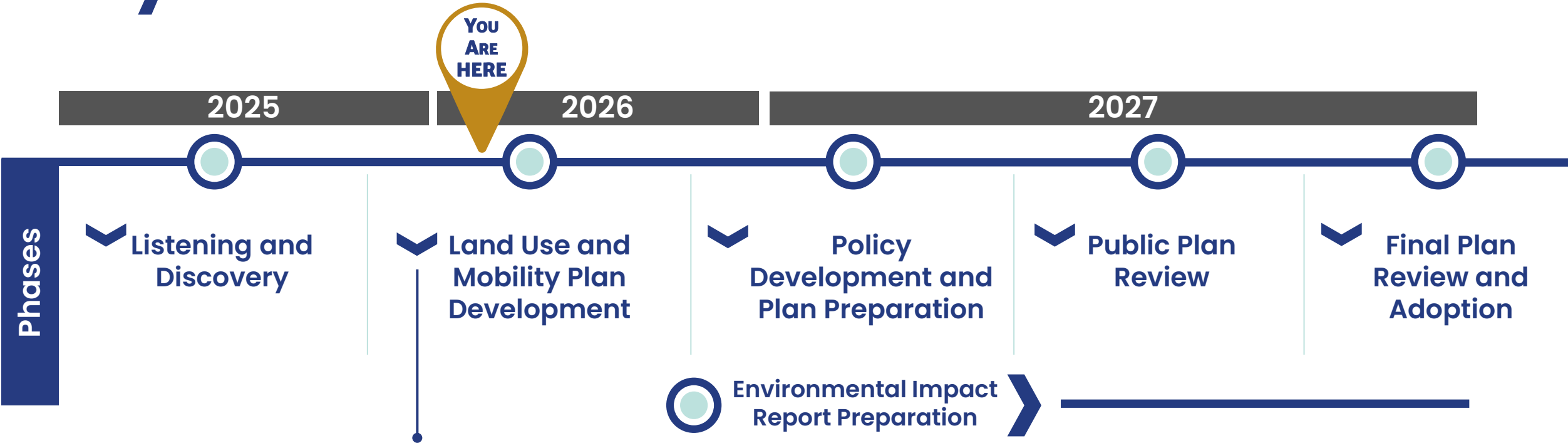
4

5

The General Plan also plays an important role in regulating land use. Its policies and maps form the foundation for City ordinances, guidelines and plans.



# Key GPU Phases



**Land Use and Mobility Concepts**

**Revised GPU Map and Designations**

**Growth Projections**



# Community Engagement To Date

- **Workshop #1** (August 13, 2025): 174 attendees
- **Survey #1** (summer/fall 2025): 582 responses
- **Pop Ups** (summer/fall 2025): 6 events
- **Meeting-in-a-Box** (summer/fall 2025): 33 participants
- **Commissionapalooza #1** (April 24, 2025)
- **City Council:** 3 meetings
- **Commissions:** 7 meetings on existing conditions, key issues, and strategies
- **Planning Commission Subcommittee:** 2 meetings on land use concepts





# DAVIS 2050 GENERAL PLAN UPDATE

Home

Project Timeline

FAQ

Resources

Participate

## Shape the Future of Davis Together

Davis is evolving and you have the power to guide that change. After more than 20 years, we're updating our community's blueprint—the General Plan—that will shape Davis for the next generation. This isn't just another government document. It's our shared vision for the community we love.



04-13-26 Joint Commission Meeting  
CEJC, OSHC, PC, RPC, SSC, & TC

For meeting materials and summaries, Existing Condition Reports

Visit:

[DavisGeneralPlan.com](https://DavisGeneralPlan.com)

DAVIS 2050



# Upcoming Community Engagement

- **Commissionapalooza #2** (Today!)
- **Workshop #2** (April 30, 2026)
- **Pop-up events** (April-May 2026)
- **Survey #2** (April-June 2026)
- **General Plan Committee Meetings** (May/June 2026)
- **Topic-Specific Focus Groups** (Fall 2026)





# Vision Statement

Davis advances safe, fair, affordable, healthy and sustainable neighborhoods where everyone has what they need to thrive and succeed.

# Example Project Outcomes



**Housing choice**



**Complete neighborhoods**



**Connected, Biodiverse Parks and Open spaces**



**Spaces for businesses to flourish**



**Climate-readiness**



**Active transportation**



**High-quality community services**



**Fiscal sustainability**

# Land Use Background

1. What is land use?
2. Key trends and land use background



# What is Land Use?

## Residential



## Mixed Use, Retail, Commercial Service



## Office, Business Park, Industrial

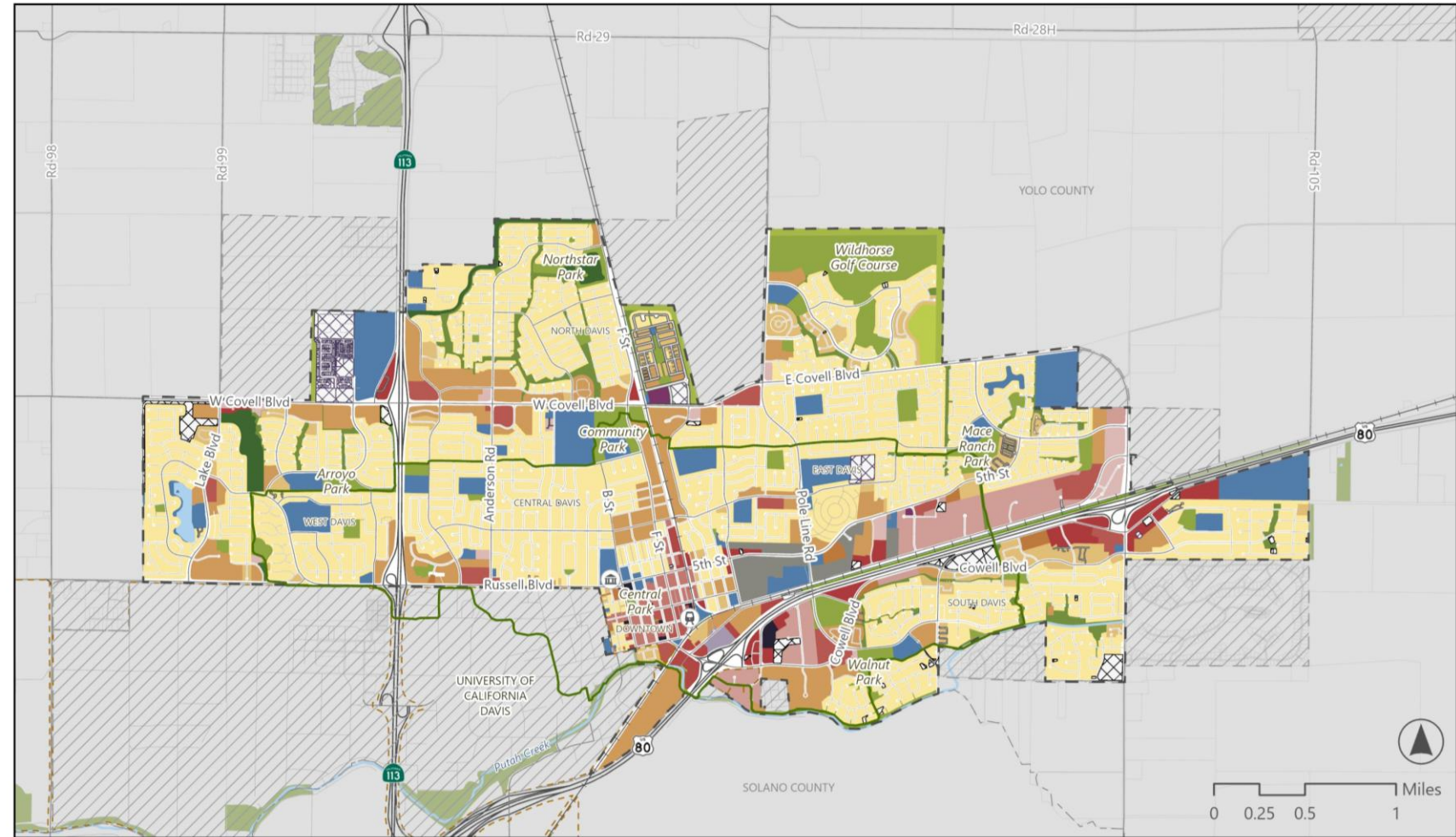


## Public + Institutional



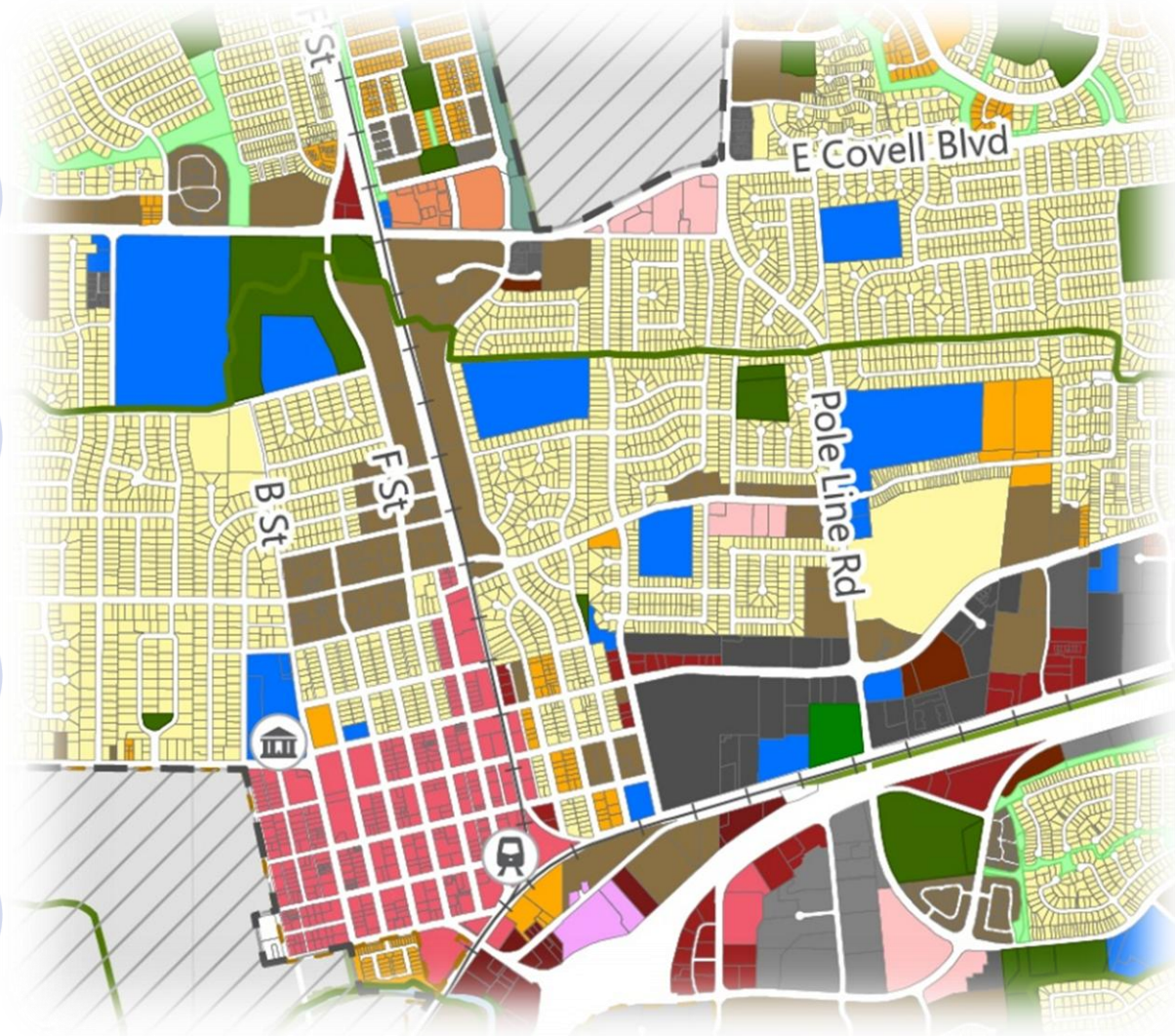
# Existing Land Use

*How the land is currently being used today (what is built on the ground)*



# General Plan Land Use

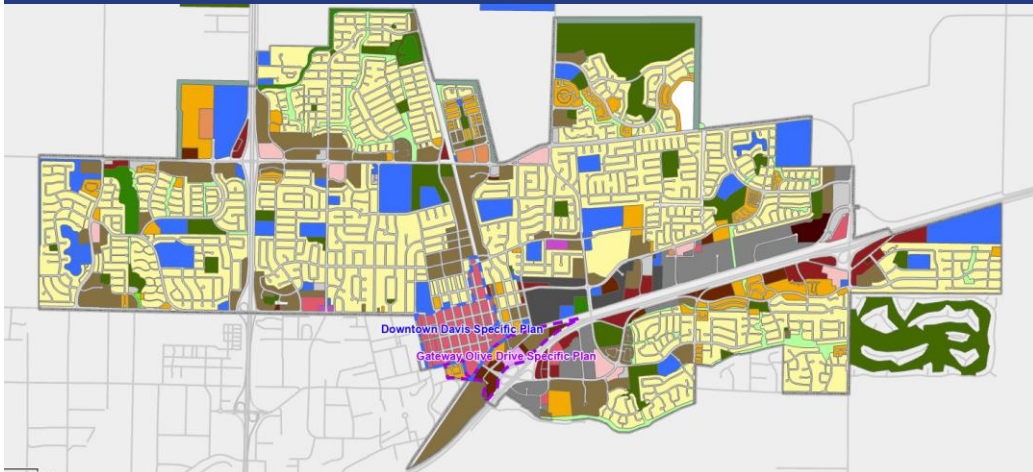
- Establishes **policy direction**
- Designations show the proposed distribution, location, and extent of **land uses** and **density** in the City
- Maps focus on **future growth** and physical development (*not necessarily what's on the ground now*)
- The map is **supported by other policies** (Citywide and planning sub-area). Other Elements ensure there is adequate infrastructure and services



# How Can Land Use Support Our Vision?

"...for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning..." (Gov. Code § 65300)

## General Plan Land Use Map



## Travel



## Placemaking



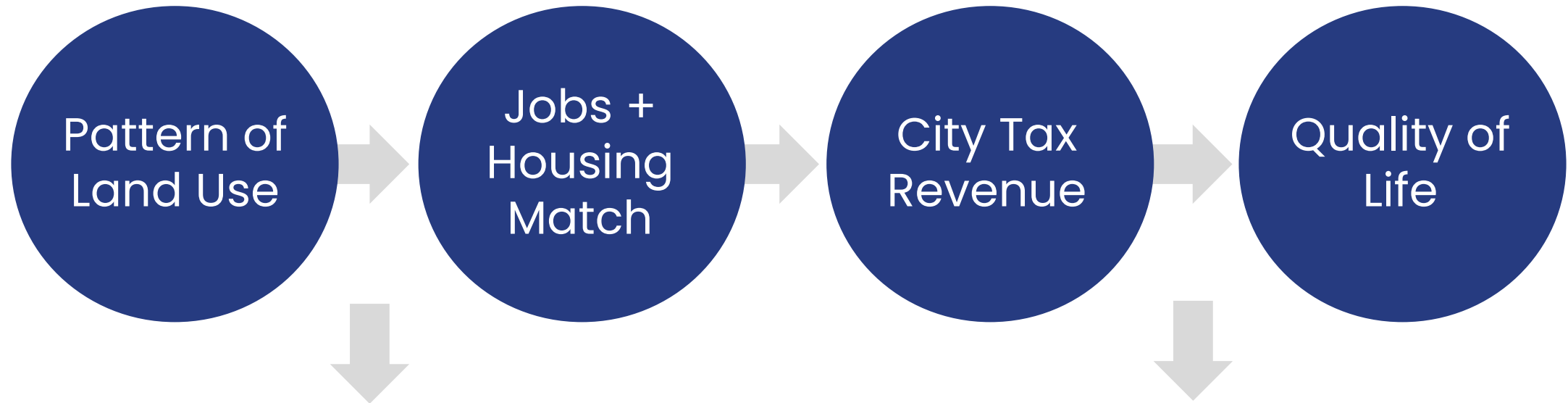
## Sustainability



## Wellbeing



# How Does Land Use Impact Me?



Pattern of Land Use

Jobs +  
Housing  
Match

City Tax  
Revenue

Quality of  
Life

- Where, how far, and by what mode we travel
- Physical activity and health
- Air pollution and climate pollution

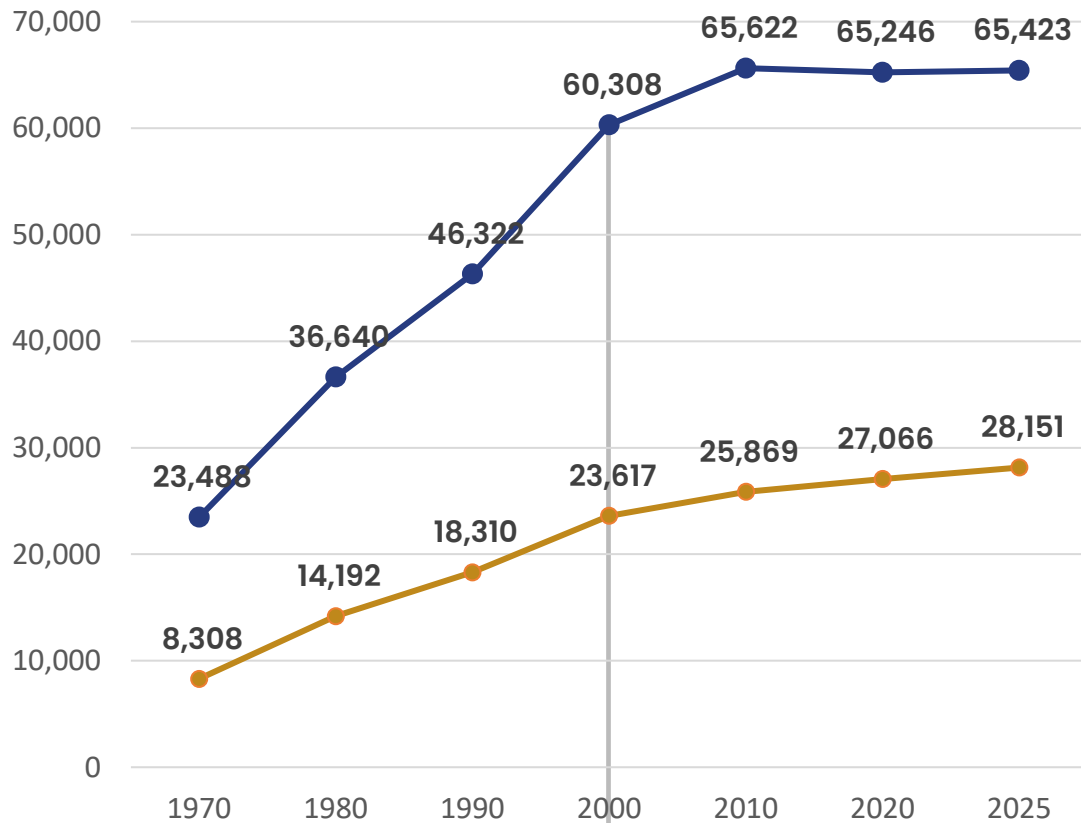
- School enrollment
- Public services
- Public infrastructure
- Public parks and open spaces

# Key Trends and Land Use Background



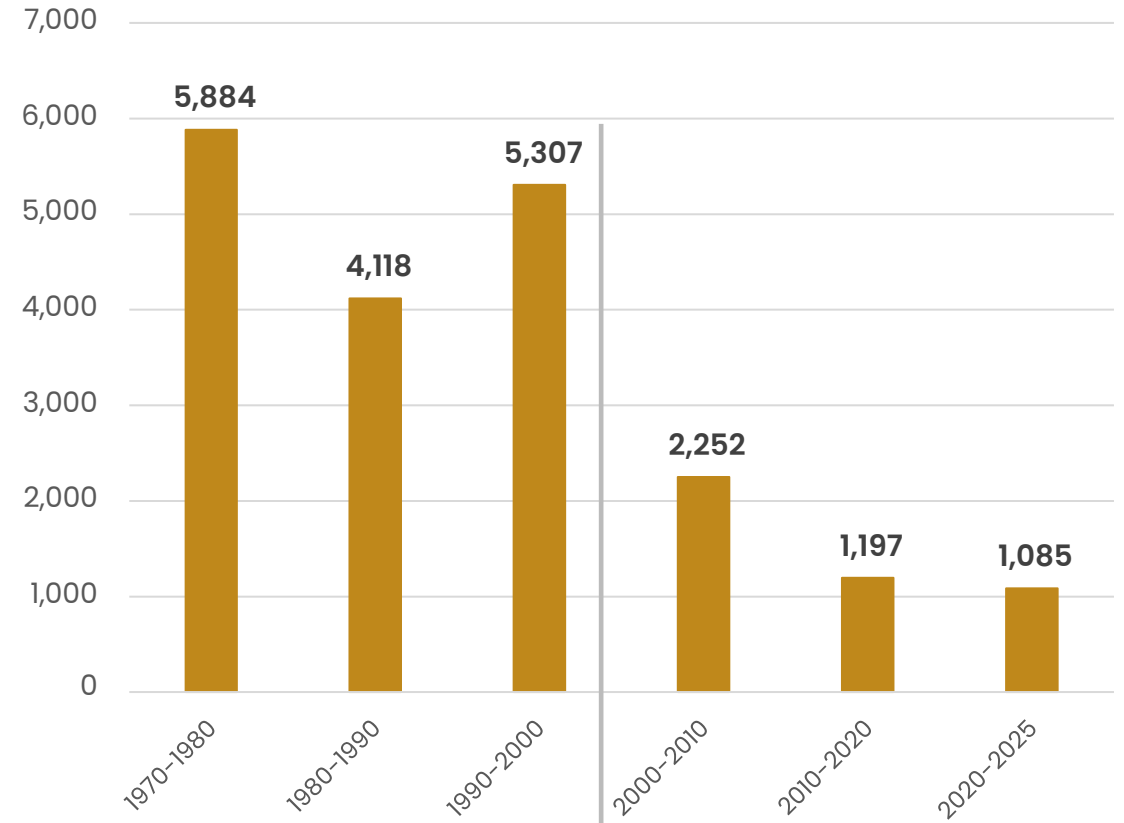
# Population and Housing Trends

## Total Population & Housing Units by Decade



Measure J Passed

## Housing Units Built by Decade



Measure J Passed

# Jobs Trends

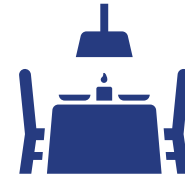
**15,265**  
total jobs in  
Q4 2024

**+3,455**  
since 2010



**+1,200**

healthcare and social  
assistance jobs



**+900**

accommodation and food  
services jobs



**+500**

retail trade jobs

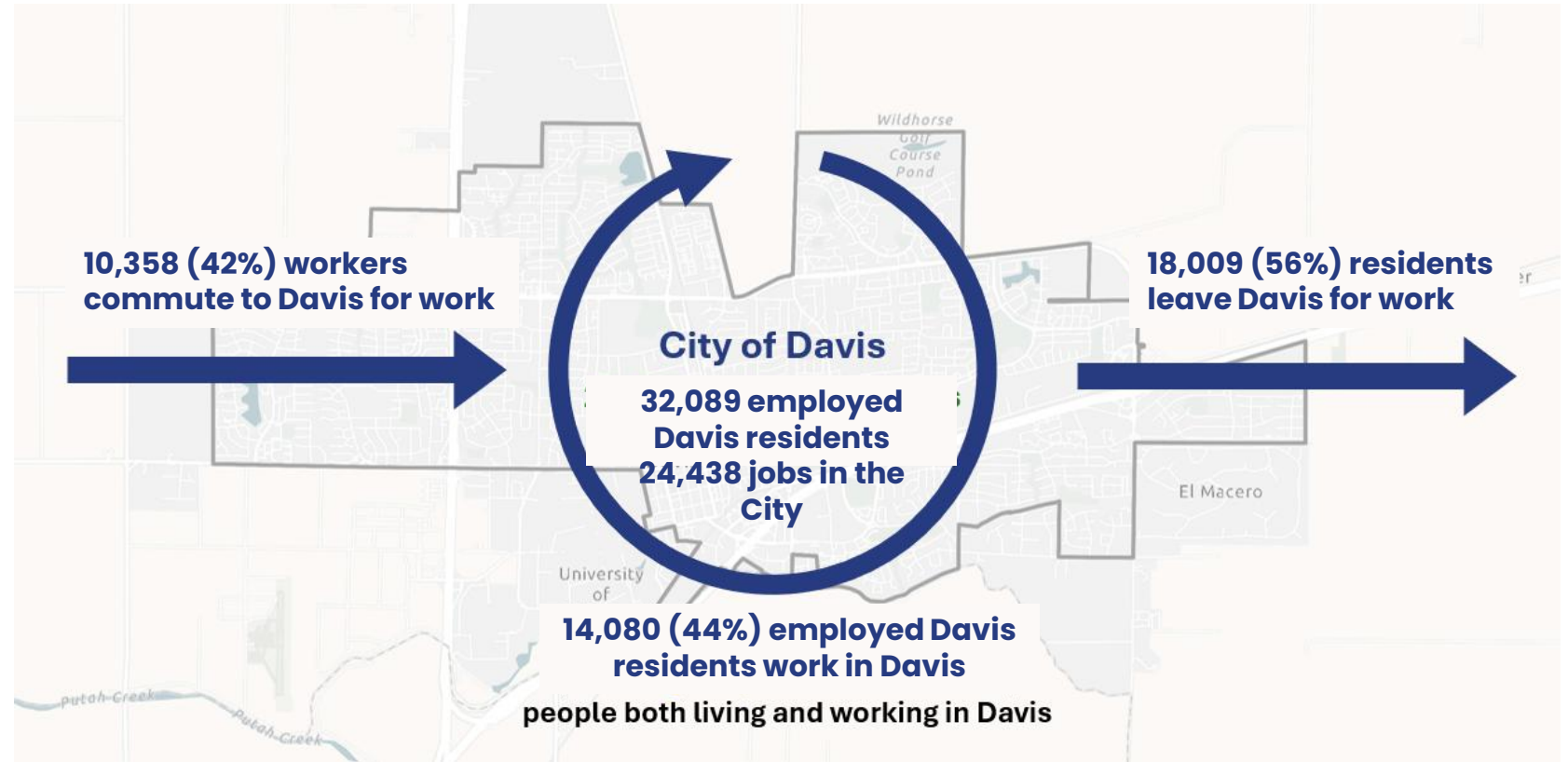


**+855**

other miscellaneous jobs

# Jobs-Housing Mismatch













Commuting patterns reveal a **jobs-housing mismatch**



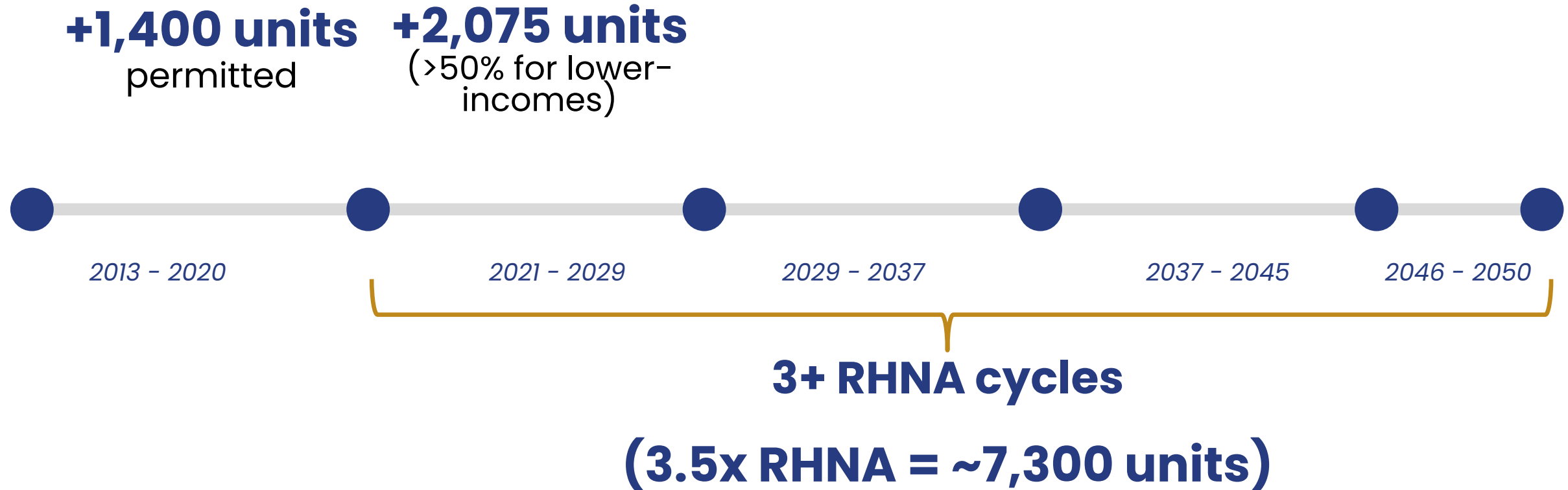
Sources: U.S. Census Bureau, American Community Survey 2019–2023 five-year sample period, Tables B08007, B08008 and B08604; BAE, 2023.

# Commute Mode Choice Trends

## CITYWIDE COMMUTING TRENDS

	2019		2023		2019		2023
 Drive Alone	60%		67%	 Bike	19%		16%
 Carpool	7%		5%	 Walk	4%		4%
 Public Transportation	8%		6%	 Other	1%		2%

# How Much is Our Current and Future Housing Need?



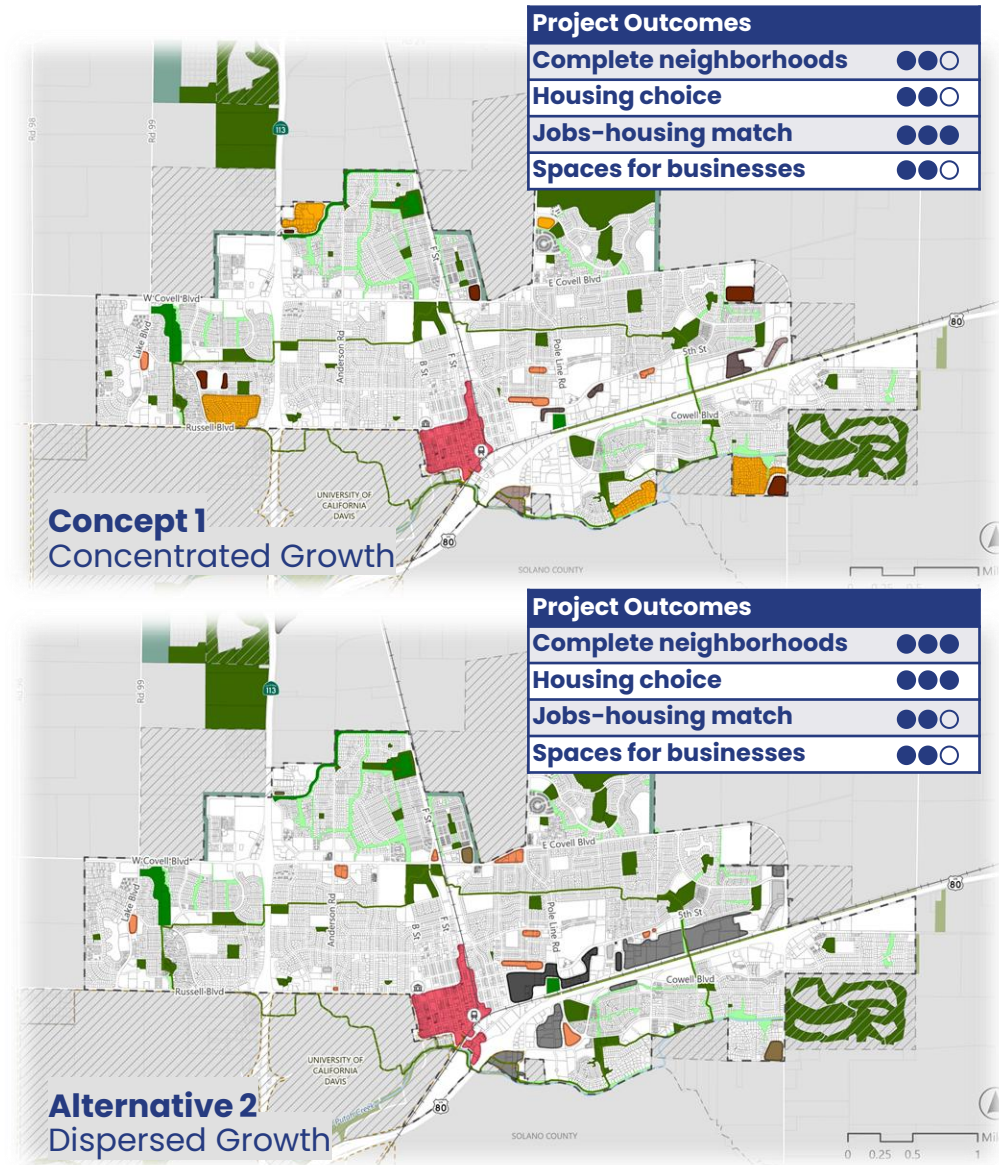
# Draft Land Use Concepts

1. What are land use concepts?
2. Existing General Plan
3. What we heard so far
4. Concepts inside city limits
5. Concepts outside city limits



# What is the Purpose?

- Test different land use and urban design patterns
- Understand trade-offs
- Make informed choices about the future
- Adjust policies needed to make these happen

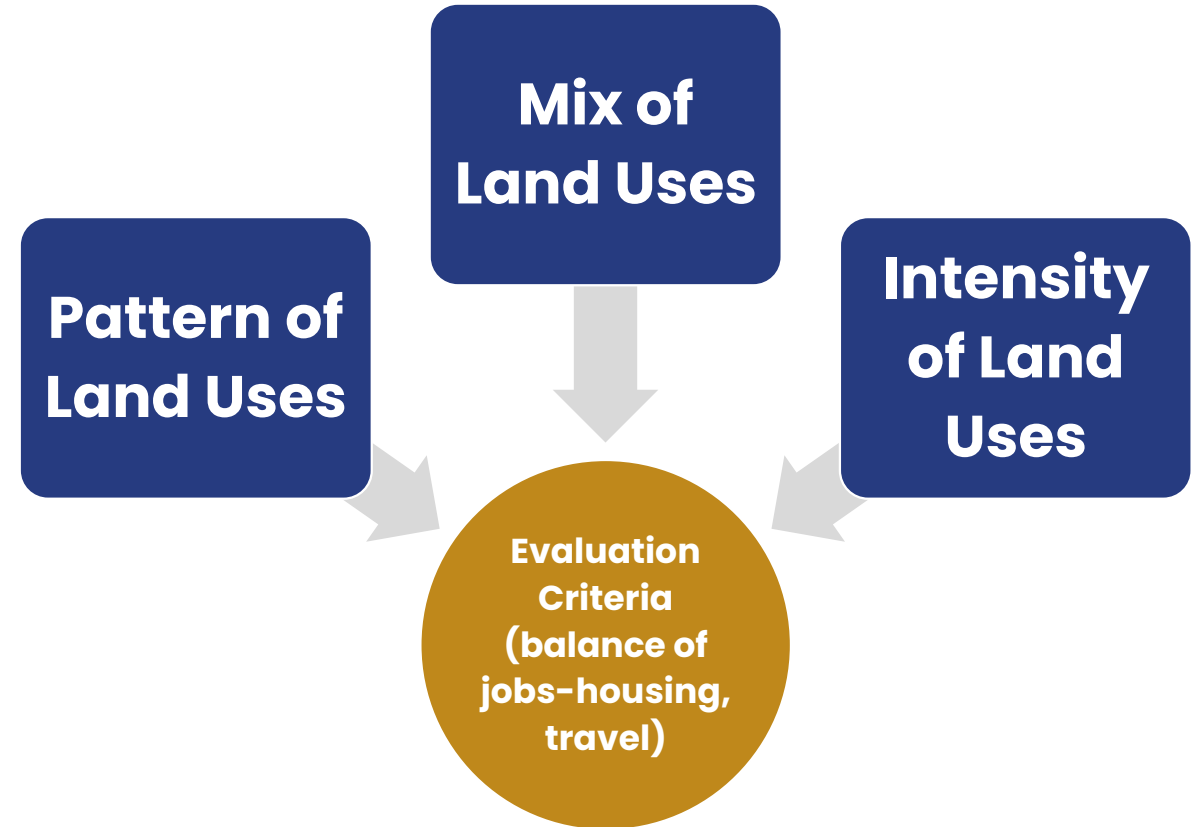


# What Do the Concepts Test?

## Land Use Concepts

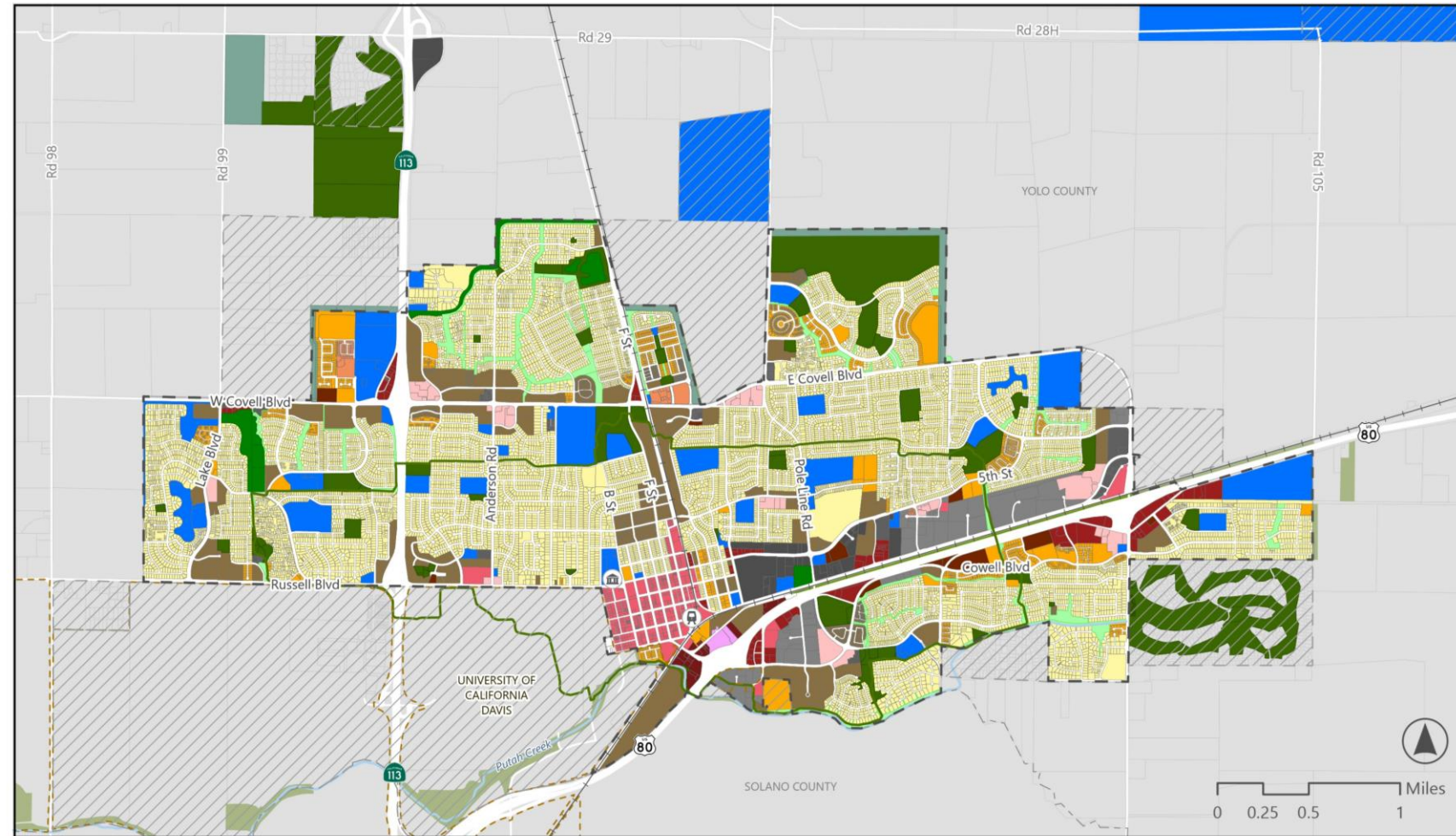
- Land use strategies
- Mobility and open space strategies

Evolve the land use policies within and outside city limits

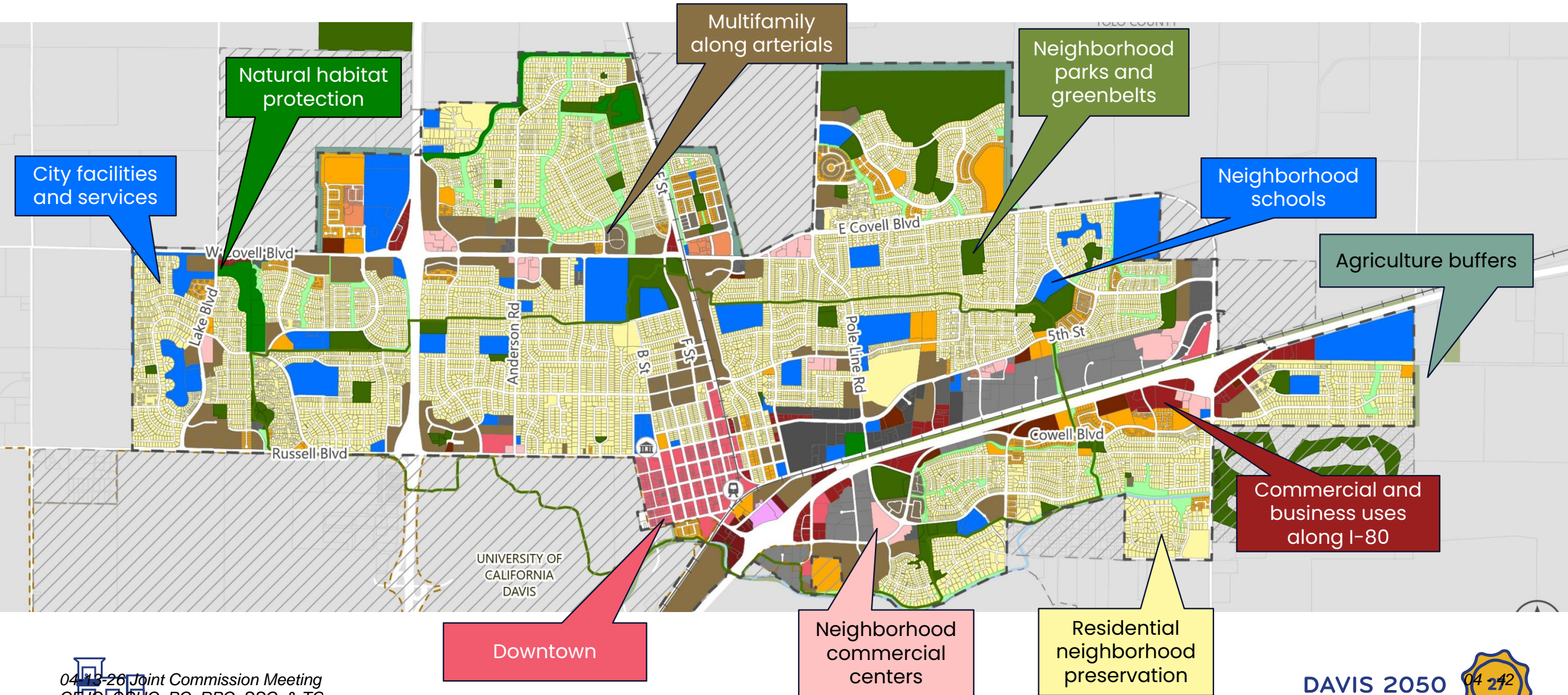


# Existing General Plan Land Use

- Adopted in 2007, amended multiple times
- Implements Downtown Plan, Olive Drive / Gateway Plan, and 6<sup>th</sup> Cycle Housing Element

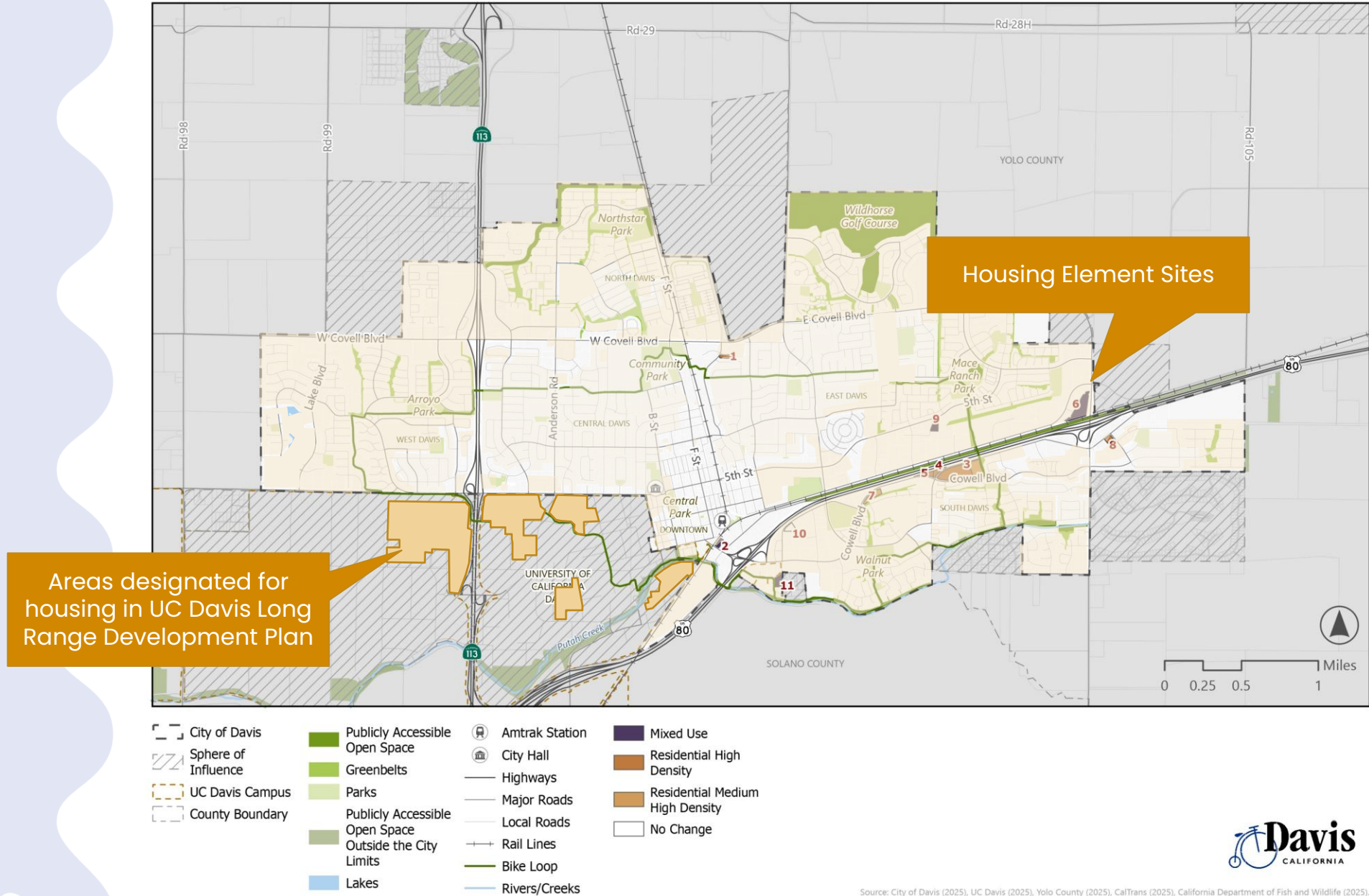


# Existing General Plan



# Existing Housing Initiatives

1. Housing Element Sites
2. Incremental infill, e.g., ADUs, SB 9
3. UC Davis Long Range Development Plan



# Economic Development Strategic Plan

- Limited areas for new development within city limits
- Aligning land use policy with infrastructure and business support to capture economic activity
- Loss of retail to surrounding communities
- Zoning and development process barriers for businesses

Sources: Economic Development Strategic Plan: 2026- 2031; Presentation to City Council on March 3, 2026

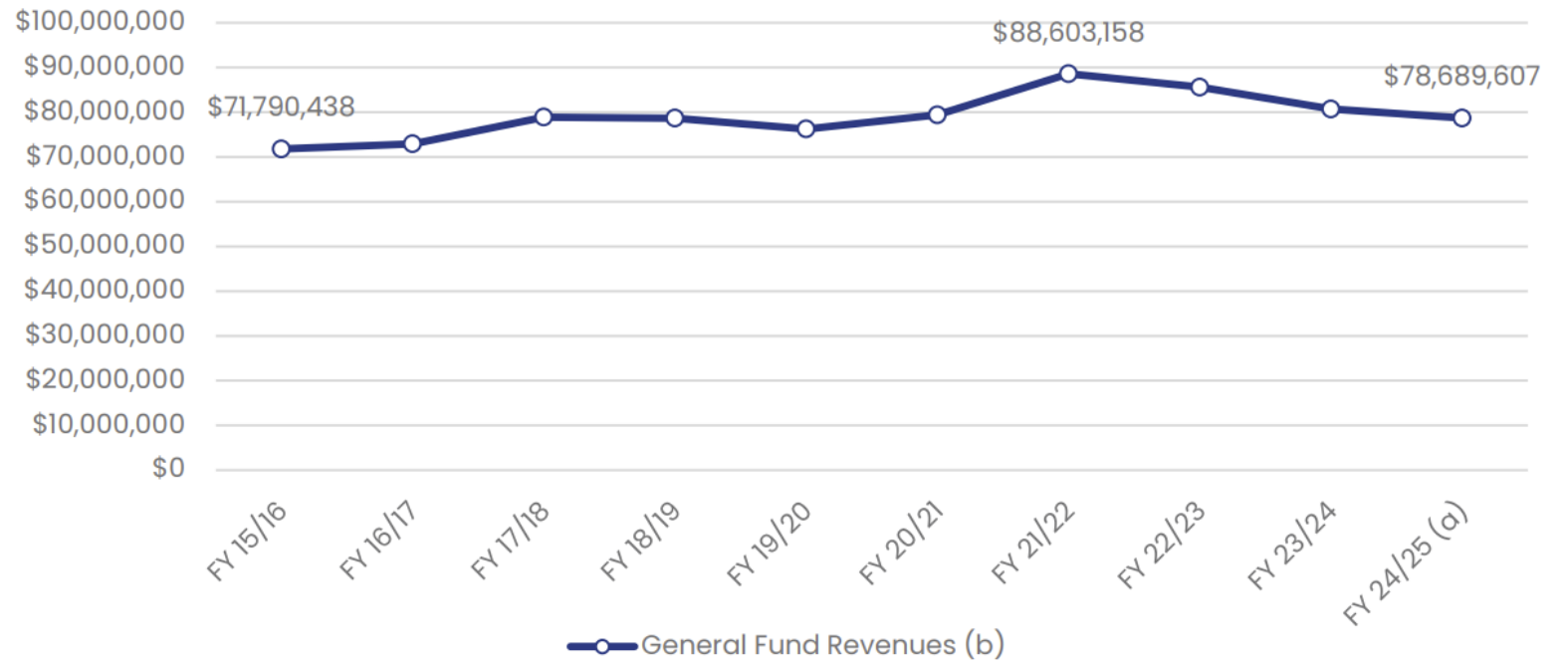
04-13-26 Joint Commission Meeting  
CEJC, OSHC, PC, RPC, SSC, & TC



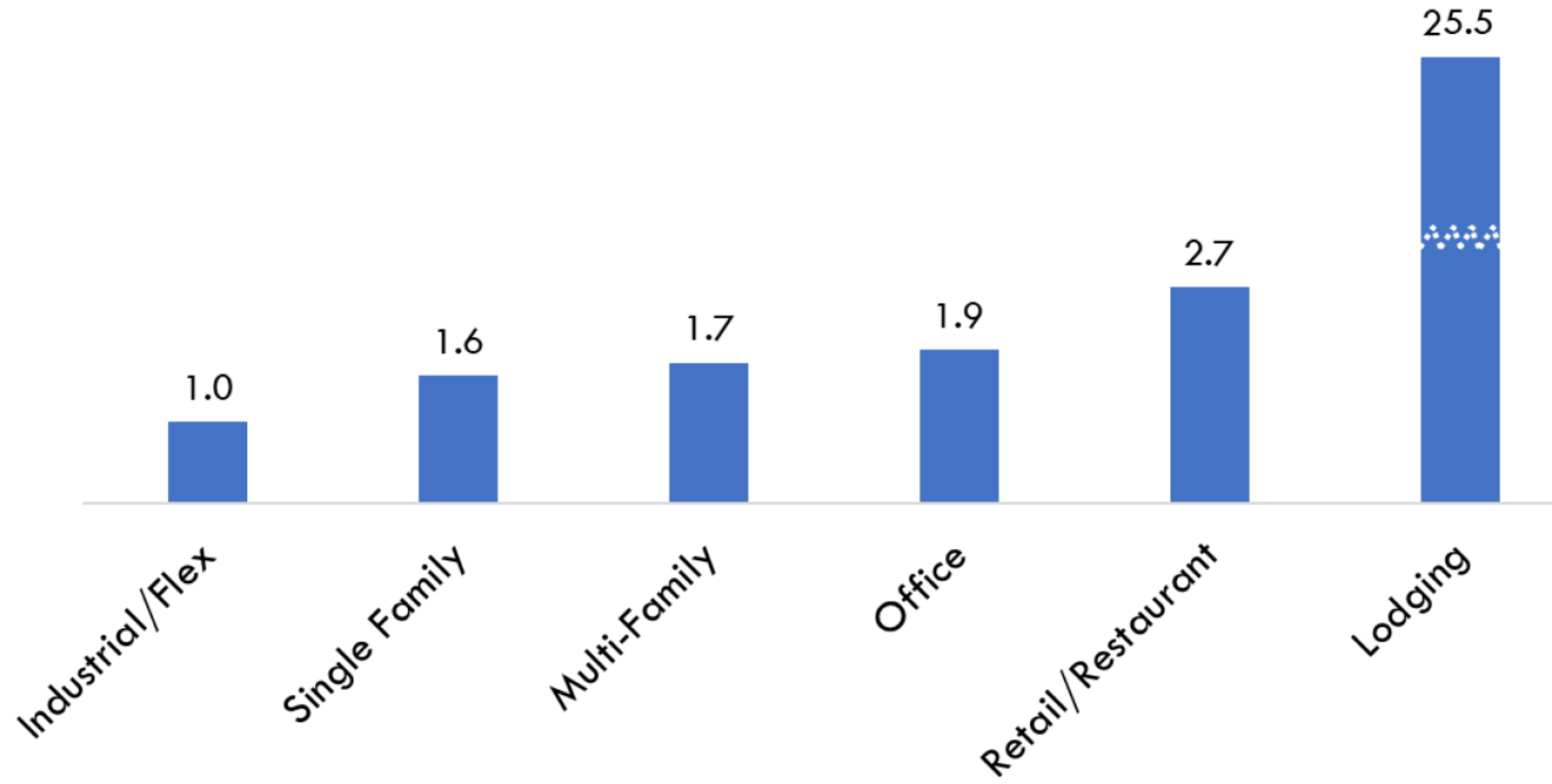
**ADVANCE STRATEGIC  
DEVELOPMENT &  
INFRASTRUCUTRE**

# Revenue Trends

- **Structural deficit**, meaning expenditures exceed revenues
- **Property tax revenue and sales tax** revenue account for nearly two-thirds of the total General Fund Revenues
- 2024 Sales Tax and Davis Collection should increase revenues



# Relative Fiscal Impacts by Square of Land Use



# What we heard so far?



# What We Heard – Workshop #1

“Our #1 economic asset is: Talent. We need to house our own workforce. Too many workers are commuting in.”

“More multi-use buildings that allow residents to live close to or in commercial areas- upzoning.”

“More public transportation and calmer streets- fewer cars!”

“We need more affordable housing to bring in young families and more diversity. Otherwise, we all lose when our schools close.”

“Expand City limits for housing.”

# What We Heard – Survey #1

“People can live and work in Davis. It is easy to get to other cities by public transport. Housing is available at every stage of life and growth (college rentals, starter houses, family homes and retirement condos). A way for people to overcome houselessness.”

“It includes jobs and economic sustainability, vibrant downtown and transportation to jobs and downtown.”

“Affordable homes (especially for aging residents), food (support small scale businesses), affordable public transit and safe biking/walking etc.”

“There would be places for people to sit and mingle (such as plazas within neighborhoods) and ideally there would be grocery stores, coffee shops within walking distance. Houses would be very environmental (no gas!) with mini-splits, solar, gray water”

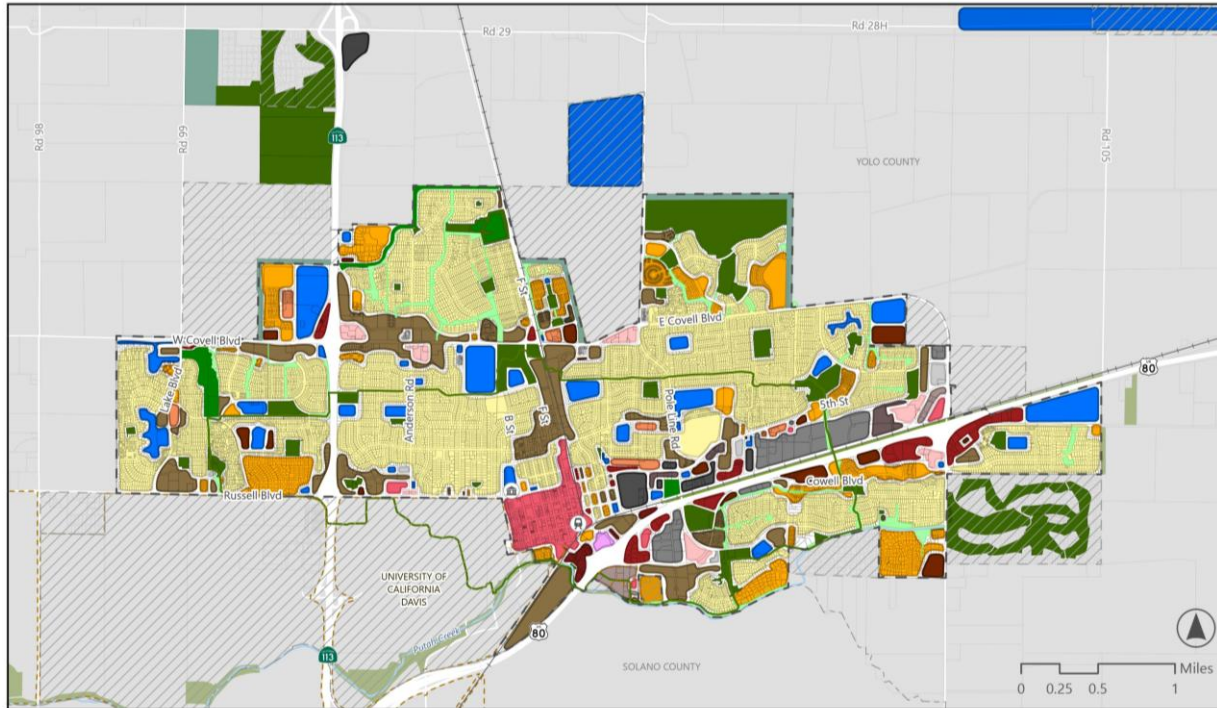
# Takeaways from Community Meetings, Commission, and Council

- Need for housing, particularly affordable housing
- Need for spaces for new businesses of all sizes
- Desire to maintain service quality
- Desire to improve infrastructure and increase recreation programming
- Concern about single family zoning as an exclusionary practice / concern about eliminating single family zoning
- Concern about Measures J/R/D
- Desire for more local jobs and businesses, but not business-friendly

# Concepts Inside City Limits



# Concept 1: Concentrated Growth



## Concentrate growth in select areas

Downtown maximize mixed-use development potential

Opportunity sites accommodate significant density

1. Intensify Downtown



2. Mix uses on select non-residential parcels



3. Intensify select employment areas



4. Intensify low density residential areas in select areas



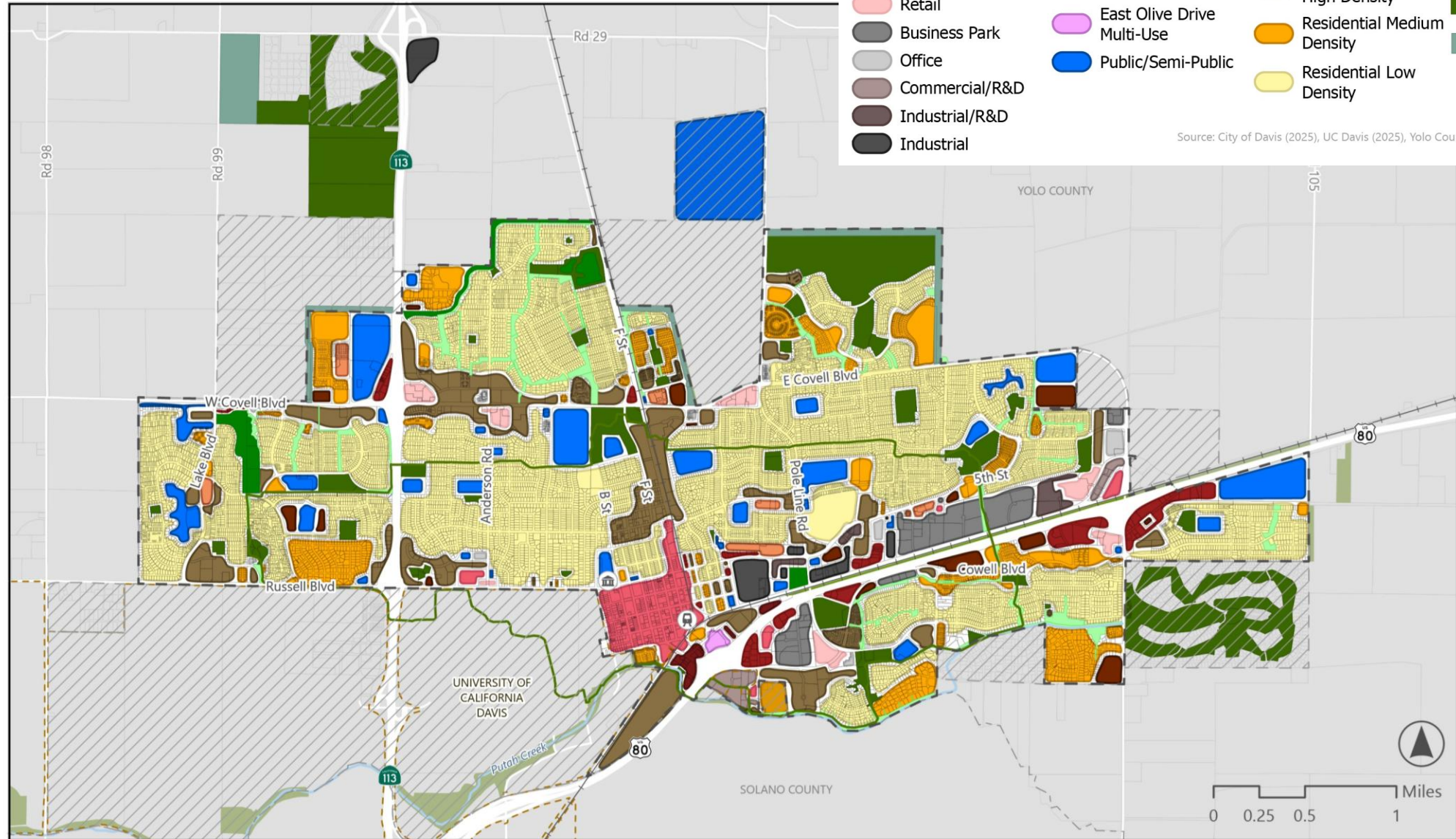
5. Intensify allowed housing on select DJUSD sites



# Concept 1: Concentrated Growth

- |                    |                            |                                 |                                      |
|--------------------|----------------------------|---------------------------------|--------------------------------------|
| General Commercial | Mixed Use                  | Residential High Density        | Natural Habitat Area                 |
| Commercial Service | Neighborhood Mixed-Use     | Residential Medium High Density | Greenbelt                            |
| Retail             | East Olive Drive Multi-Use | Residential Medium Density      | Park                                 |
| Business Park      | Public/Semi-Public         | Residential Low Density         | Urban Agricultural Transitional Area |
| Office             |                            |                                 |                                      |
| Commercial/R&D     |                            |                                 |                                      |
| Industrial/R&D     |                            |                                 |                                      |
| Industrial         |                            |                                 |                                      |

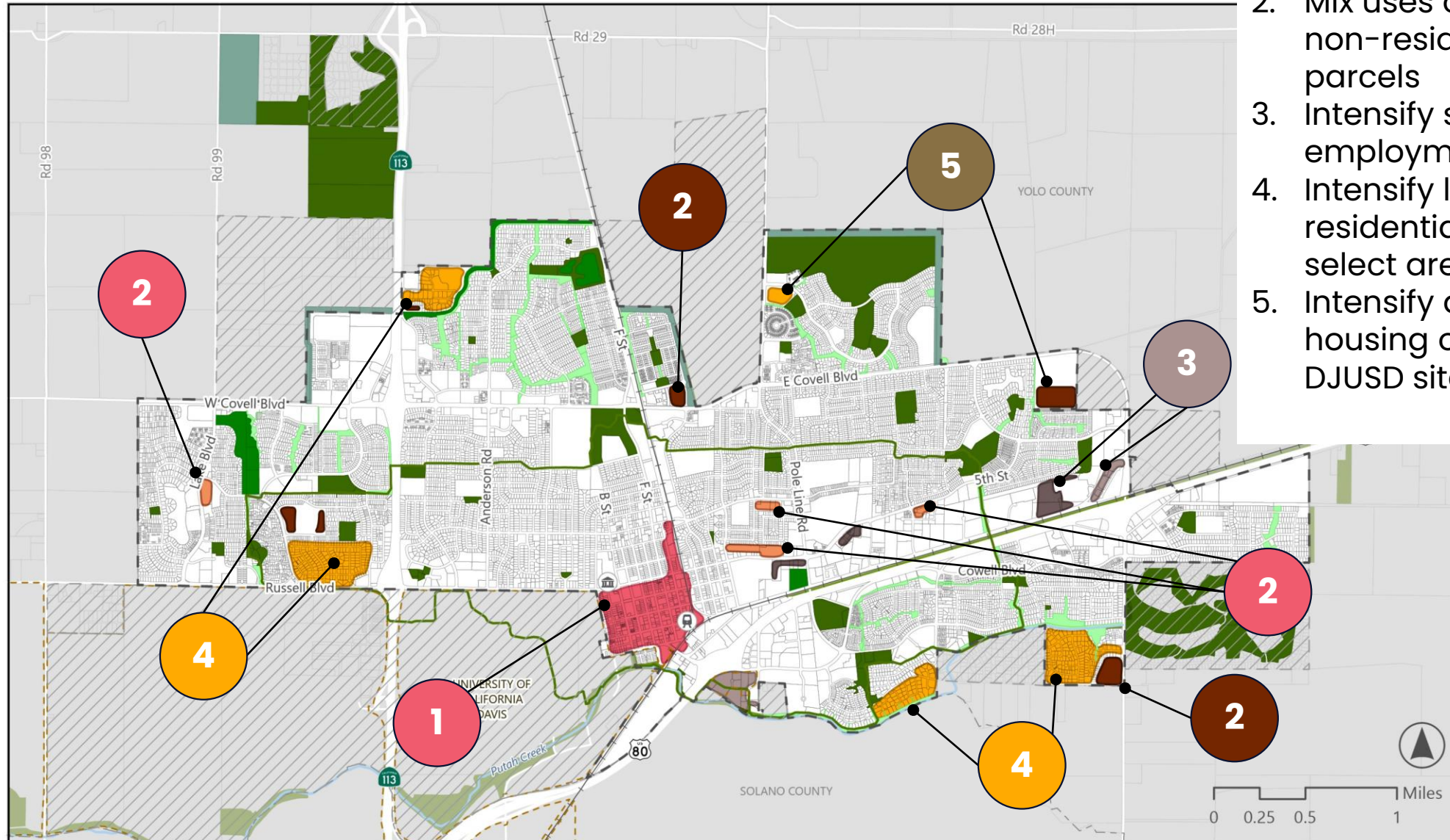
Source: City of Davis (2025), UC Davis (2025), Yolo County (2025), CalTrans (2025), California



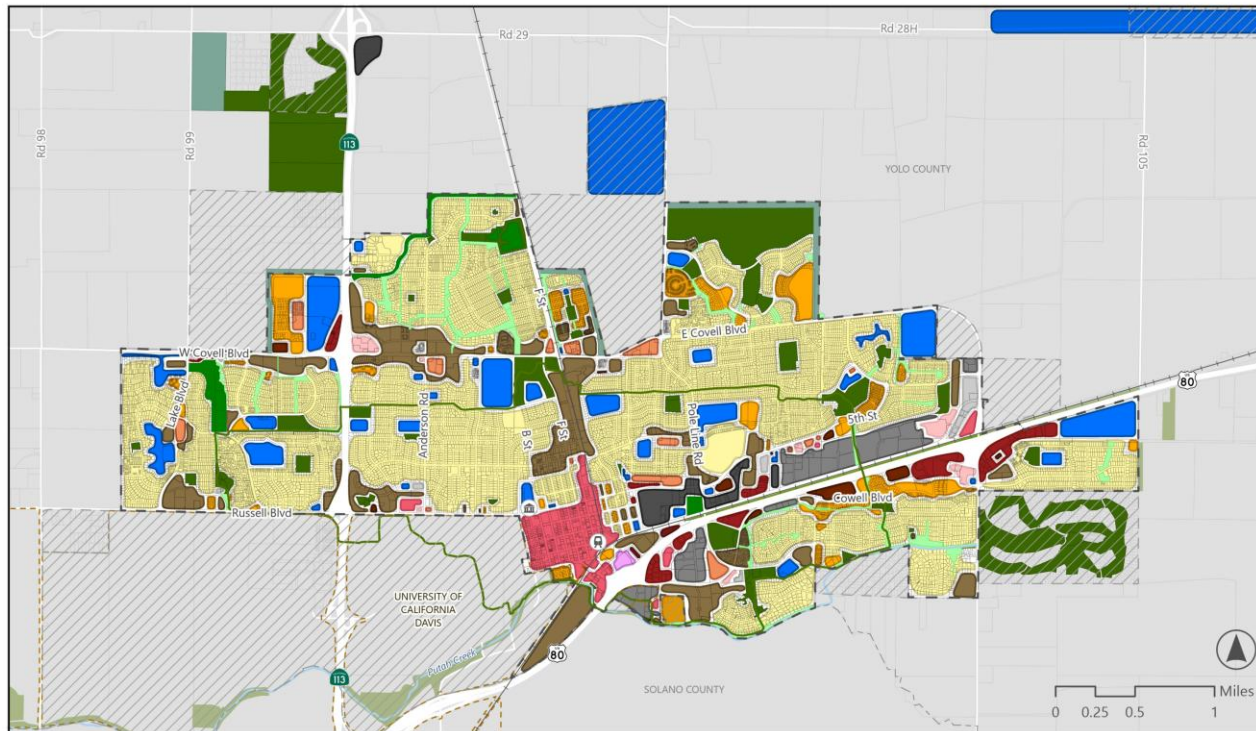
# Concept 1: Concentrated Growth

## Strategies

1. Intensify Downtown
2. Mix uses on select non-residential parcels
3. Intensify select employment areas
4. Intensify low density residential areas in select areas
5. Intensify allowed housing on select DJUSD sites



# Concept 2: Dispersed Infill



## Distribute land use change across the city

Commercial corridors, opportunity sites, and Downtown have moderate mixed-use development potential

Single family areas allow more housing types

1. Expand Downtown boundary



2. Mix uses near transit & on more non-residential parcels



3. Intensify all employment areas

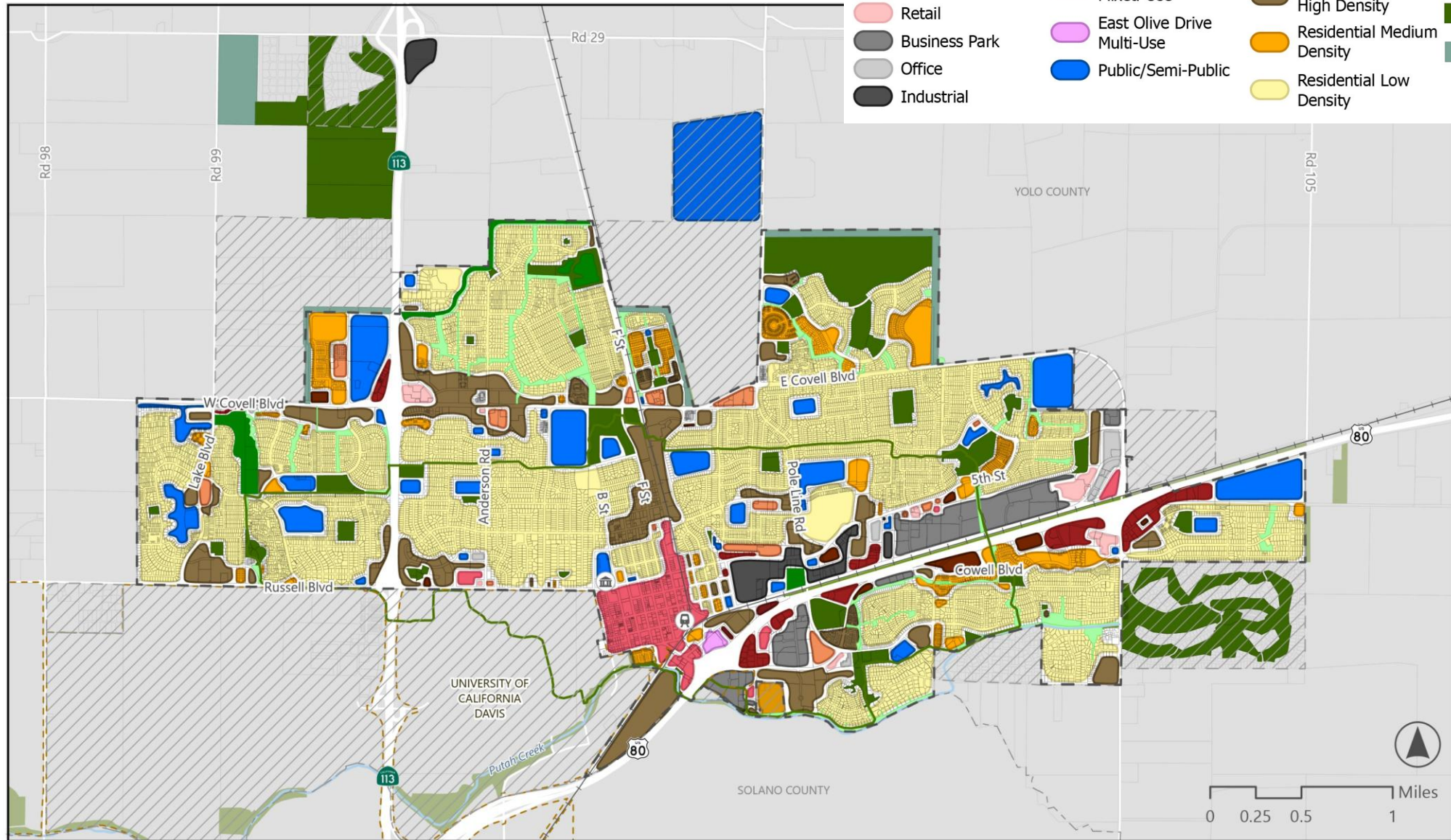


4. Variety of housing types in all low density residential areas



# Concept 2: Dispersed Infill

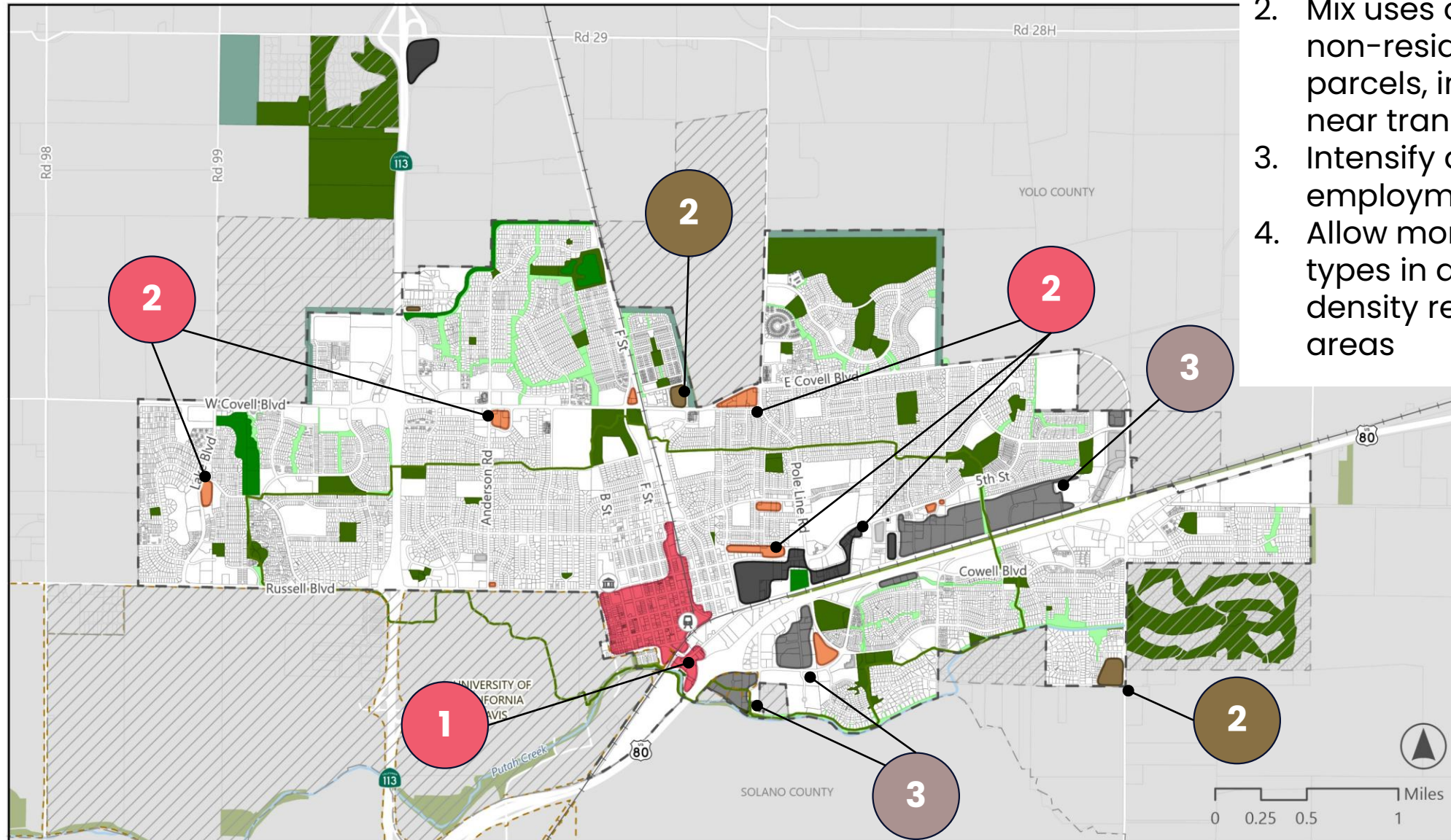
- |                    |                            |                                 |                                      |
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| Business Park      | Public/Semi-Public         | Residential Low Density         | Urban Agricultural Transitional Area |
| Office             |                            |                                 |                                      |
| Industrial         |                            |                                 |                                      |



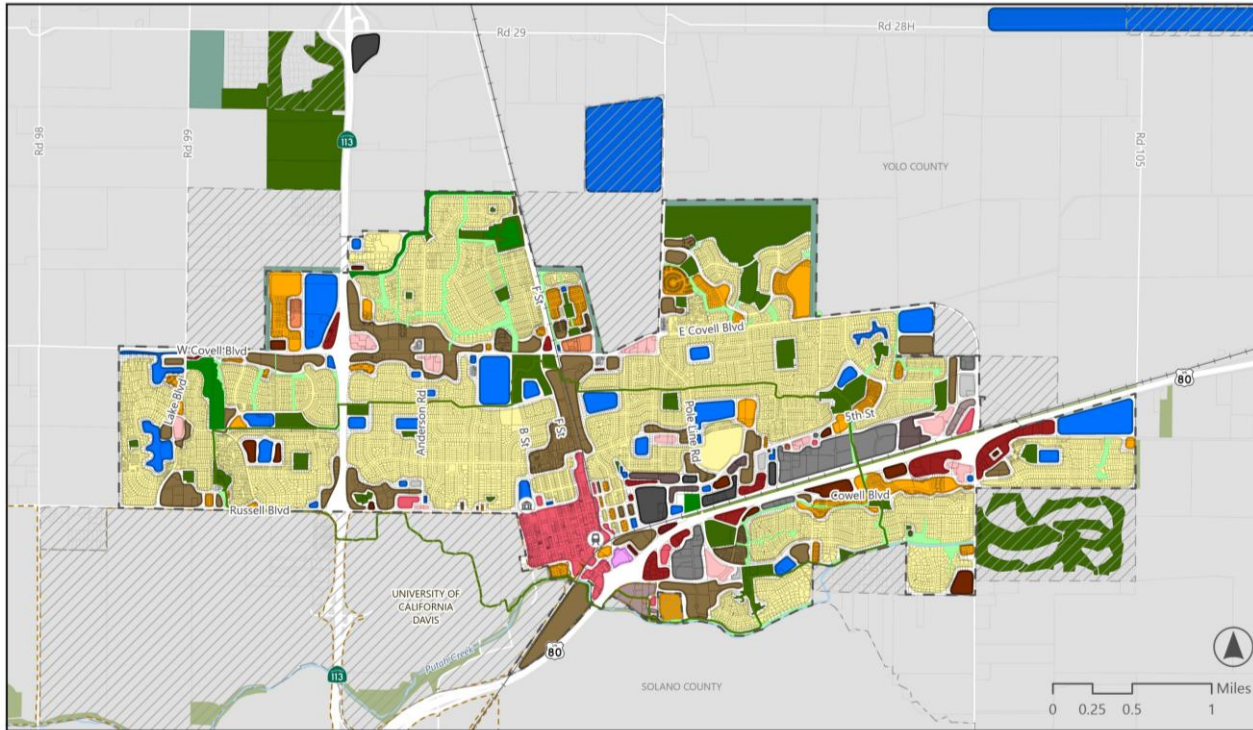
# Concept 2: Dispersed Infill

## Strategies

1. Expand Downtown
2. Mix uses on more non-residential parcels, including near transit
3. Intensify all employment areas
4. Allow more housing types in all low-density residential areas



# Concept 3: Employment Focus



## Focus on growing employment areas

Downtown expands and intensifies, while all employment areas are intensified to promote new jobs and support local businesses

Select faith-based lands and DJUSD sites support housing or mixed use

1. Expand and intensify Downtown



2. Mix uses on select faith-based parcels



3. Intensify all employment areas



4. Redesignate select employment parcels higher intensity



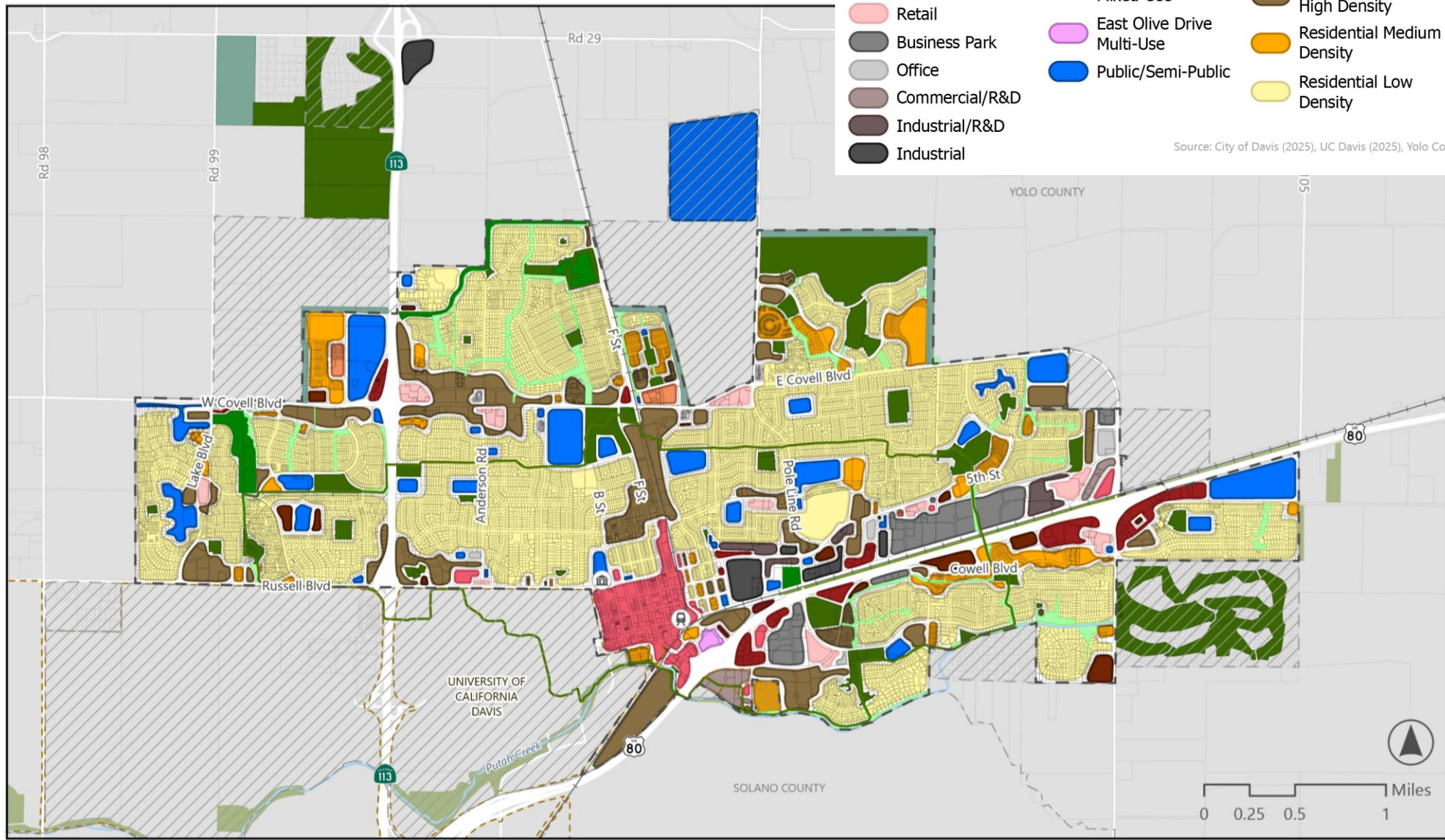
5. Intensify allowed housing on select DJUSD sites



# Concept 3: Employment Focus

- |                    |                            |                                 |                                      |
|--------------------|----------------------------|---------------------------------|--------------------------------------|
| General Commercial | Mixed Use                  | Residential High Density        | Natural Habitat Area                 |
| Commercial Service | Neighborhood Mixed-Use     | Residential Medium High Density | Greenbelt                            |
| Retail             | East Olive Drive Multi-Use | Residential Medium Density      | Park                                 |
| Business Park      | Public/Semi-Public         | Residential Low Density         | Urban Agricultural Transitional Area |
| Office             |                            |                                 |                                      |
| Commercial/R&D     |                            |                                 |                                      |
| Industrial/R&D     |                            |                                 |                                      |
| Industrial         |                            |                                 |                                      |

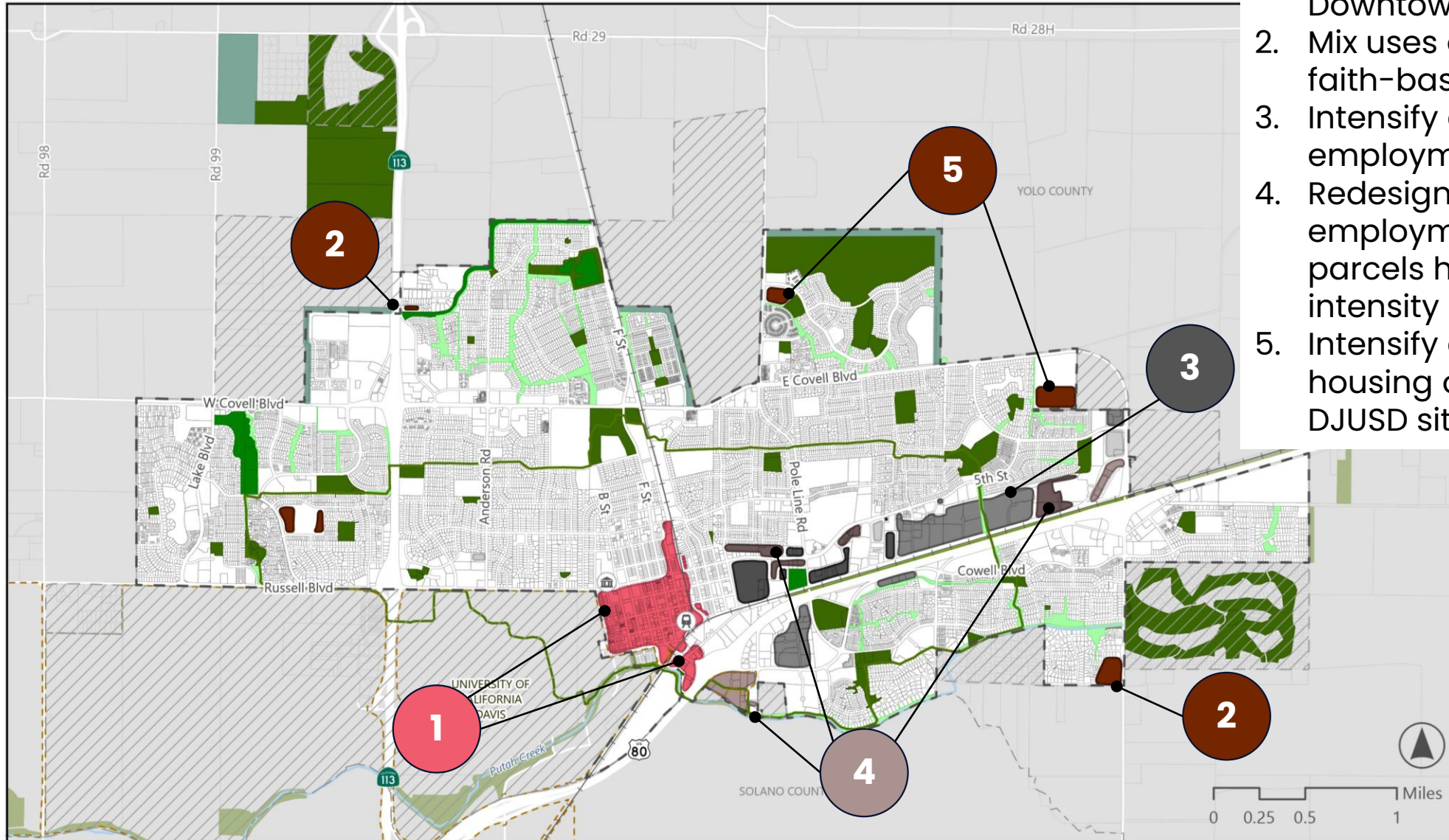
Source: City of Davis (2025), UC Davis (2025), Yolo County (2025), CalTrans (2025), California



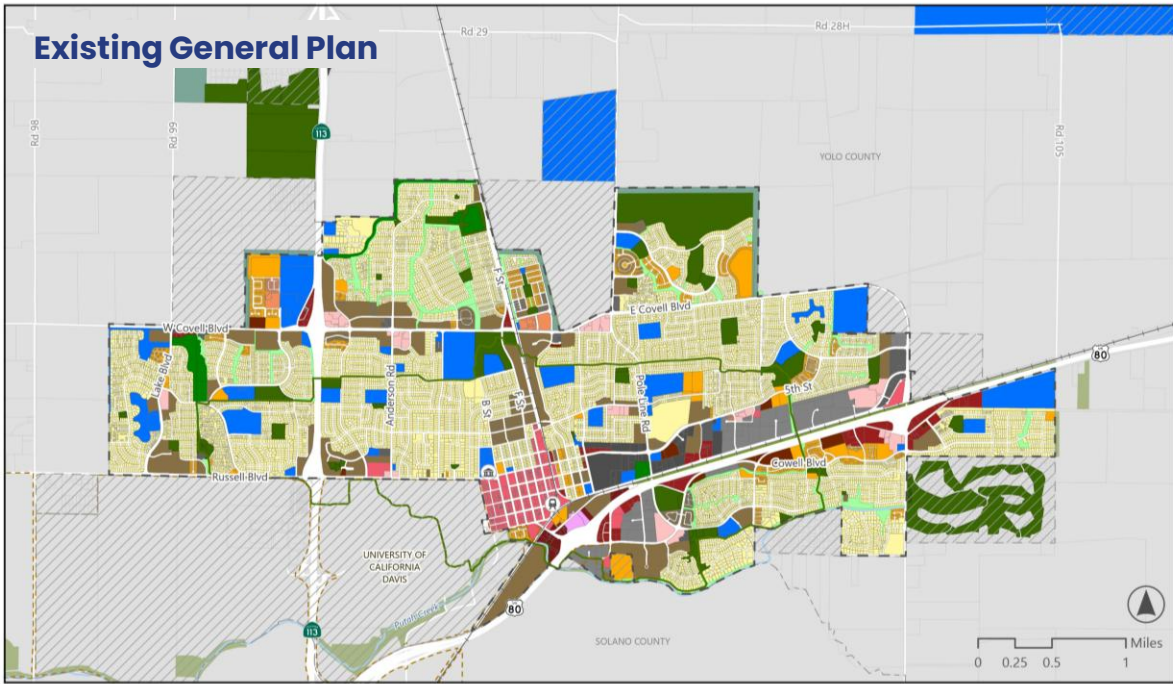
# Concept 3: Employment Focus

## Strategies

1. Expand and intensify Downtown
2. Mix uses on select faith-based parcels
3. Intensify all employment areas
4. Redesignate select employment parcels higher intensity
5. Intensify allowed housing on select DJUSD sites

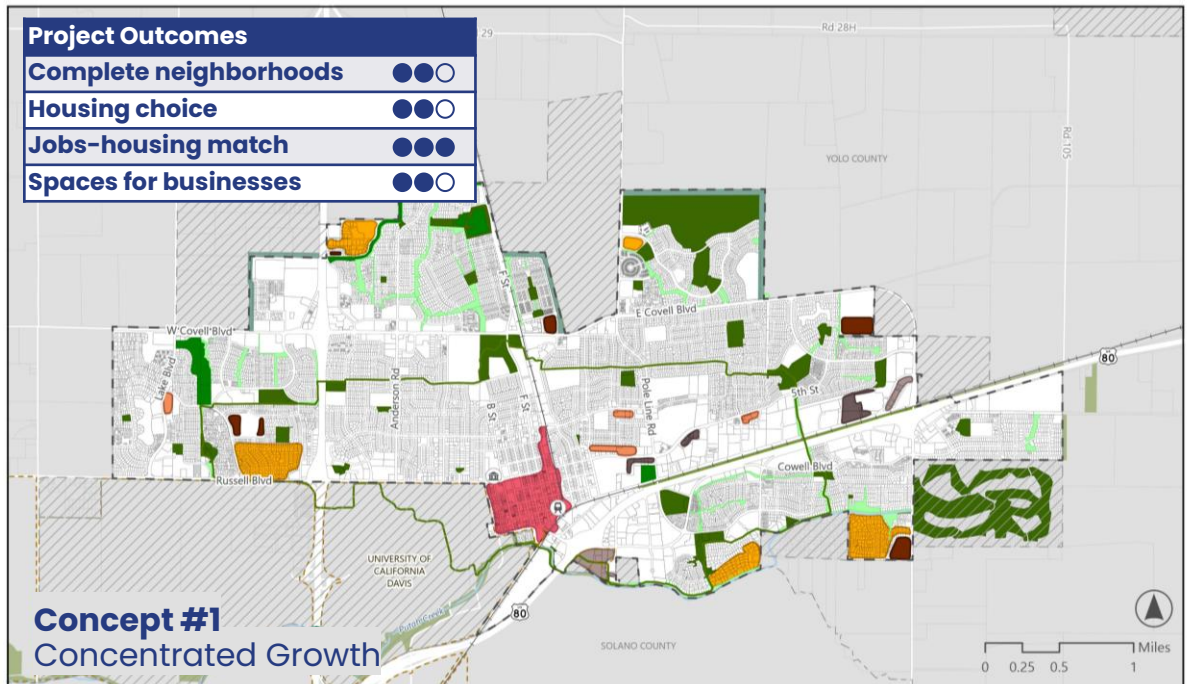


# Existing General Plan



# Project Outcomes

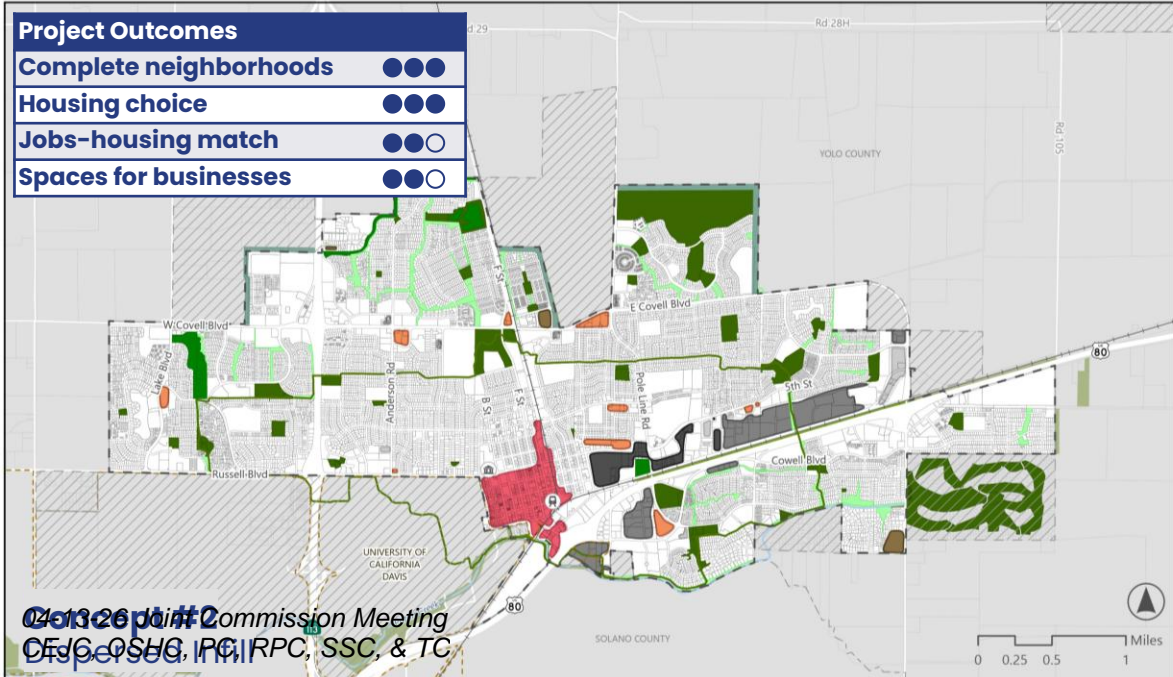
Complete neighborhoods	●●○
Housing choice	●●○
Jobs-housing match	●●●
Spaces for businesses	●●○



## Concept #1 Concentrated Growth

# Project Outcomes

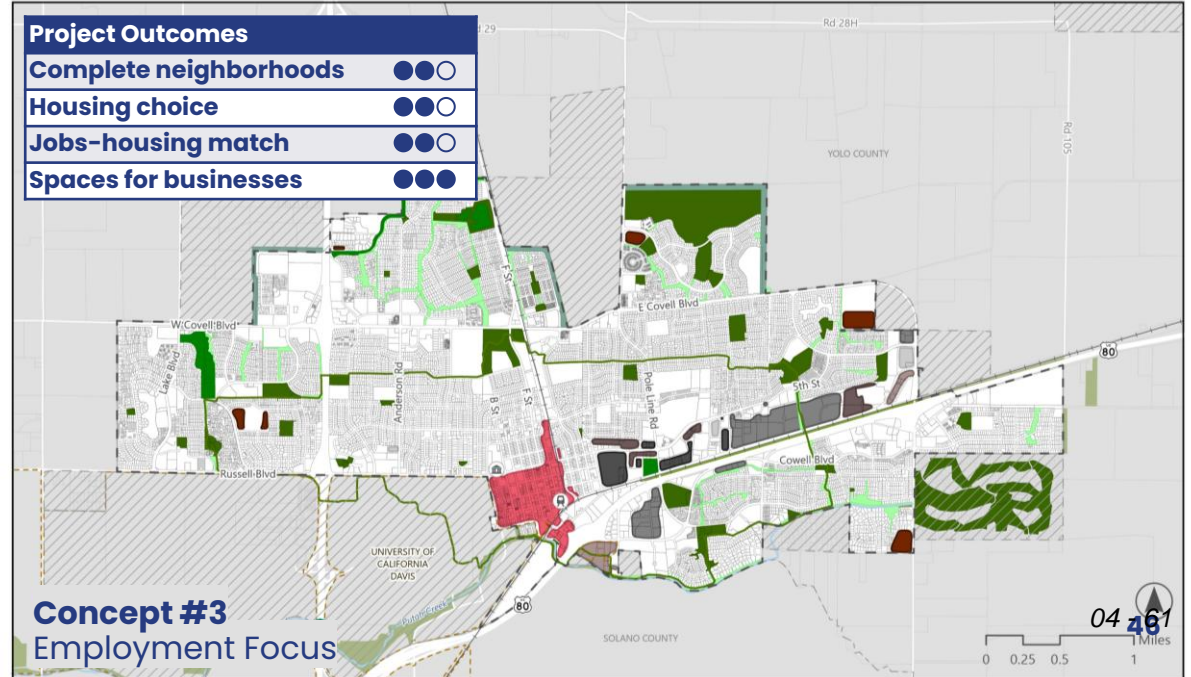
Complete neighborhoods	●●●
Housing choice	●●●
Jobs-housing match	●●○
Spaces for businesses	●●○



04/26/2011 Commission Meeting  
 DEJ, OSHG, IPC, RPC, SSC, & TC

# Project Outcomes

Complete neighborhoods	●●○
Housing choice	●●○
Jobs-housing match	●●○
Spaces for businesses	●●●



## Concept #3 Employment Focus

# Comparison of the Concepts

	Concept #1	Concept #2	Concept #3
<b>New Housing Units</b>	3,000 – 4,000	1,500 – 2,500	2,000 – 3,000
<b>New Jobs</b>	1,000 – 1,500	500 – 1,000	1,500 – 2,000
<b>% of housing units within a 5-min walk from a parks</b>	55%	45%	35%
<b>% of housing units within a 5-min walk of a transit stop</b>	80%	90%	85%
<b>% of jobs within a 5-min walk of a transit stop</b>	25%	80%	50%

# Concepts Outside City Limits



# Areas Outside City Limits

- Areas outside City Limits are treated differently
- Existing considerations for this area
  - Natural Hazards, agricultural and conservation land
  - Measure J/R/D
  - Existing unbuilt, approved projects

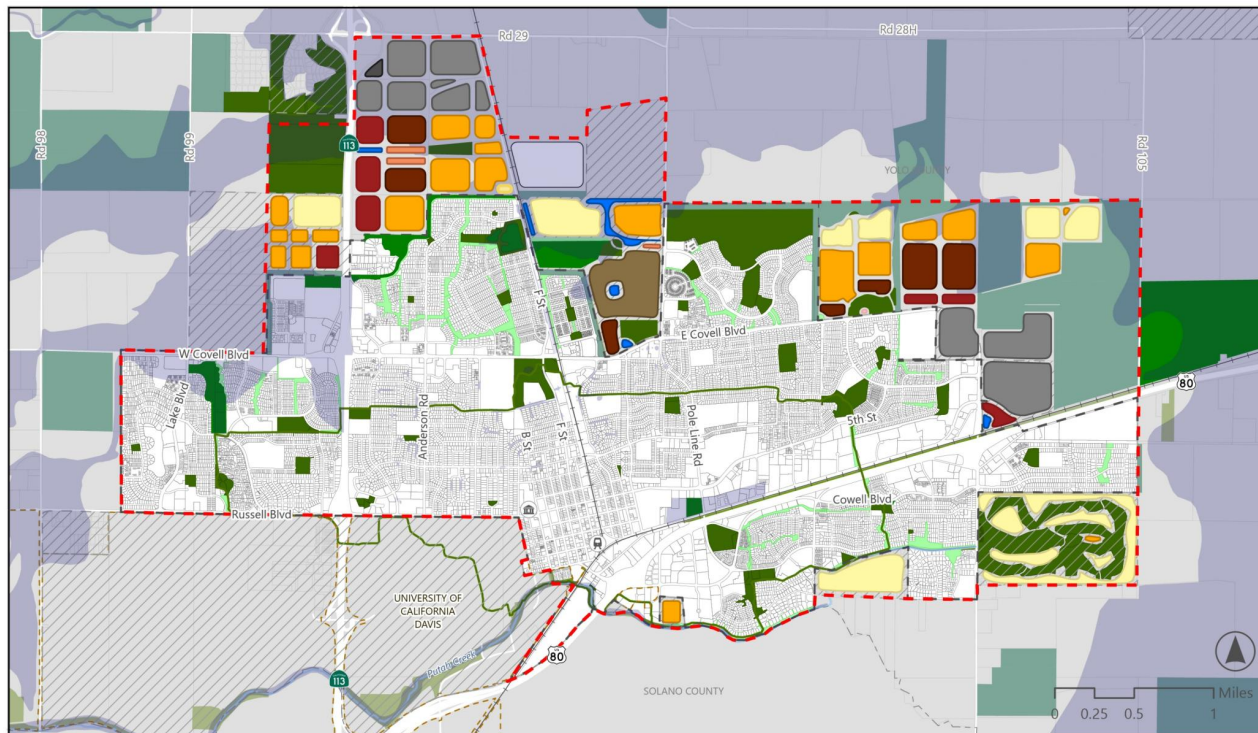


# What is Annexation?

- Formally adding or incorporating an area into the City of Davis Sphere of Influence or City Limits
- Extends City's authority, services, and taxing authority
- Land must be within the City's SOI first, before it can be annexed into City Limits



# Concept: Outside City Limits



## Create hubs for employment and housing

Preserve open spaces

Manage housing, employment, and mobility comprehensively adjacent to city limits

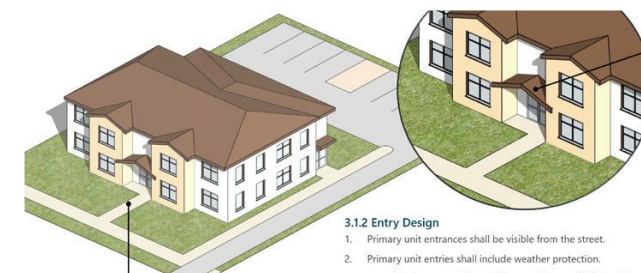
1. Establish an urban limit line



2. Designate open spaces



3. Create design guidelines for new neighborhoods



4. Assign land uses and complementary mobility network

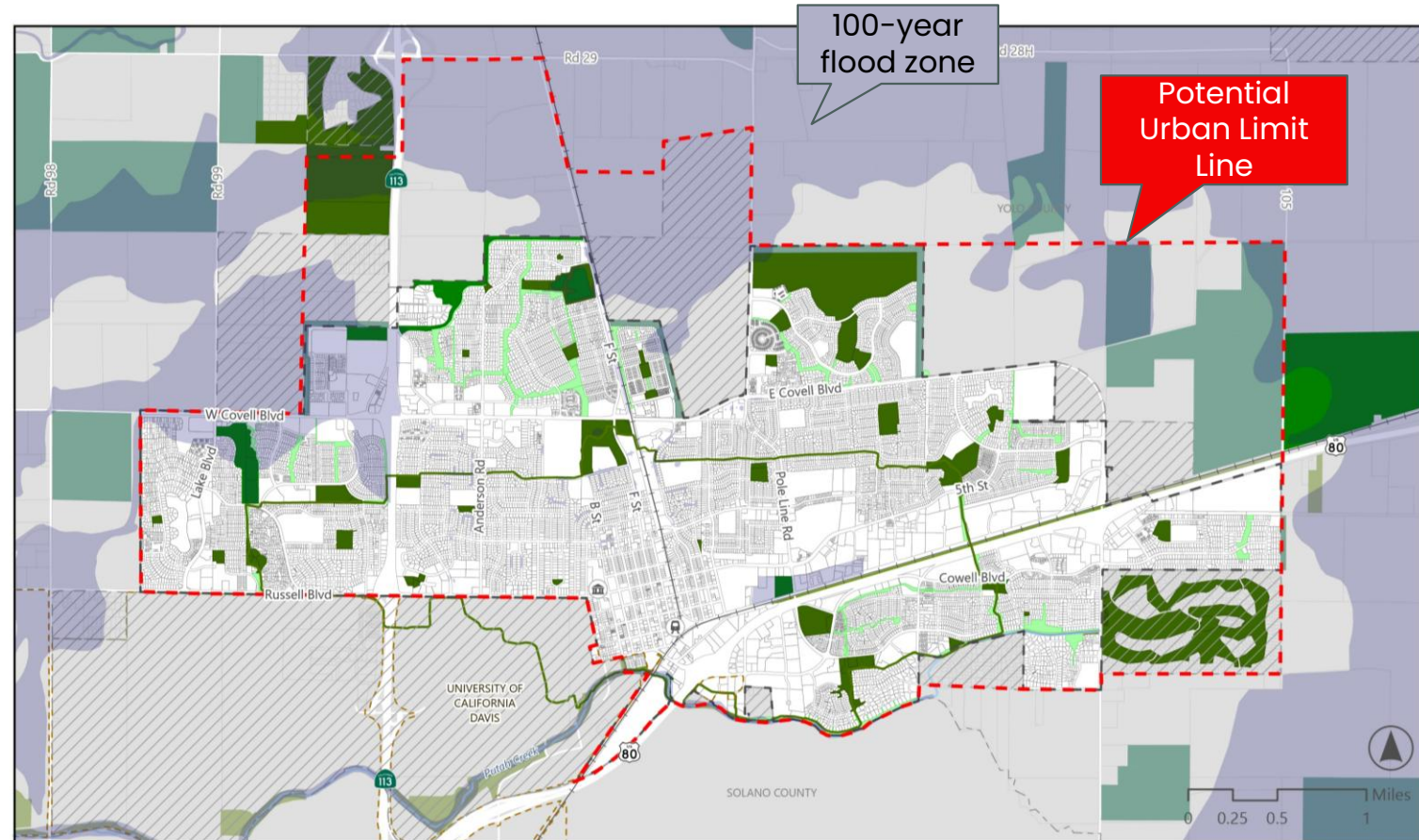


5. Consider annexation of existing residential areas

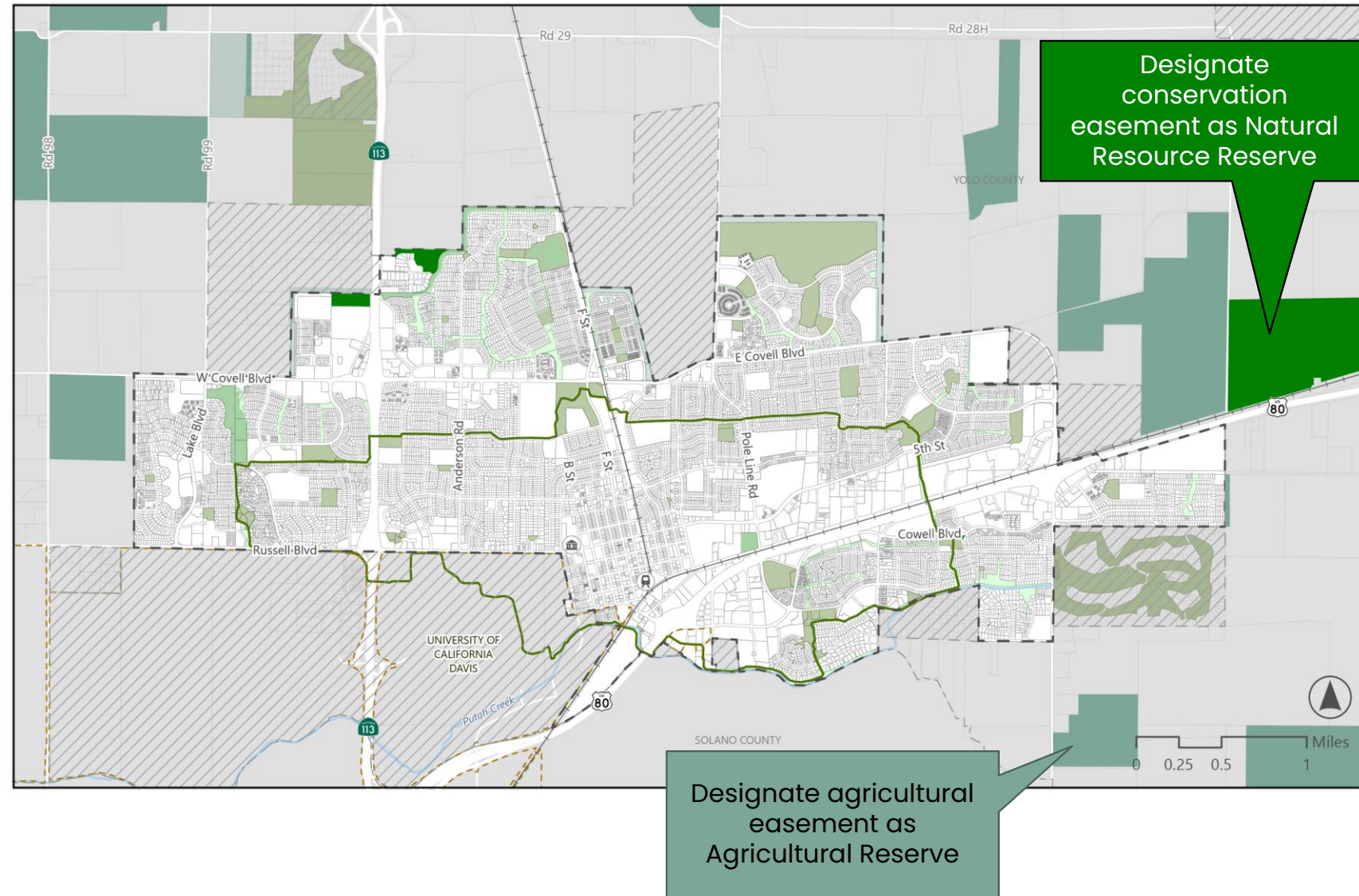


# What is an Urban Limit Line?

- A planning tool that restricts development within a defined area to limit urban sprawl
- Urban Limit Lines are not required and can be adjusted in the future

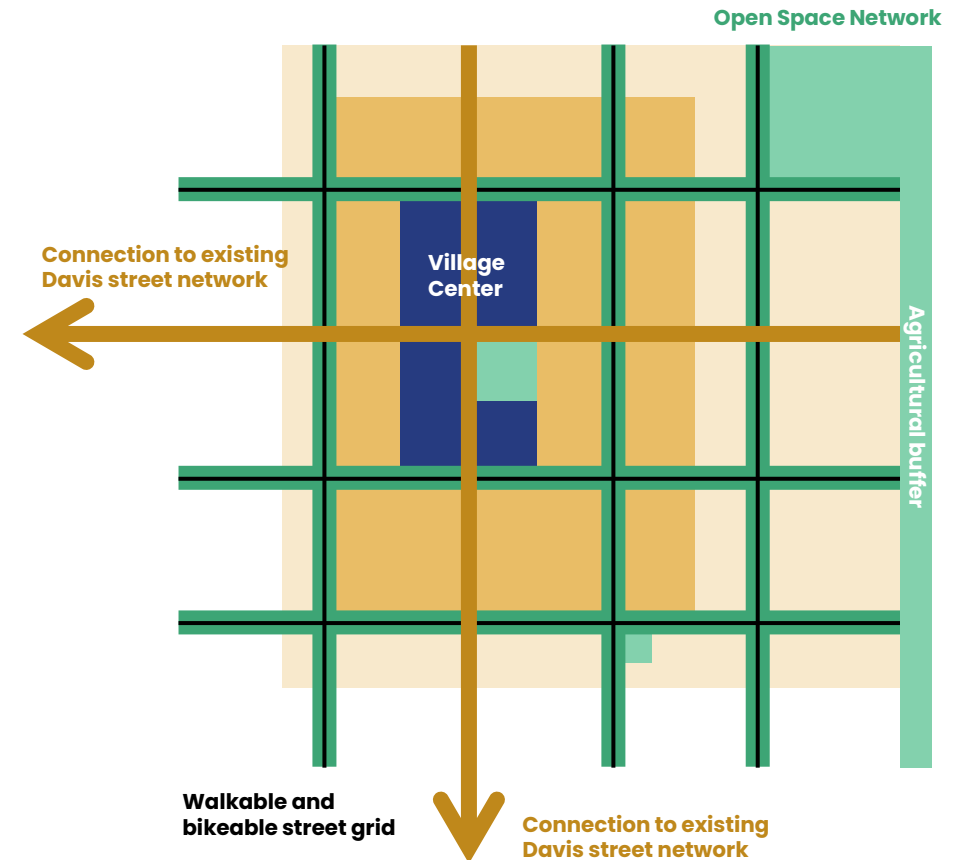


# Designate Open Space Program lands as Natural Resource Reserve or Agricultural Reserve Areas

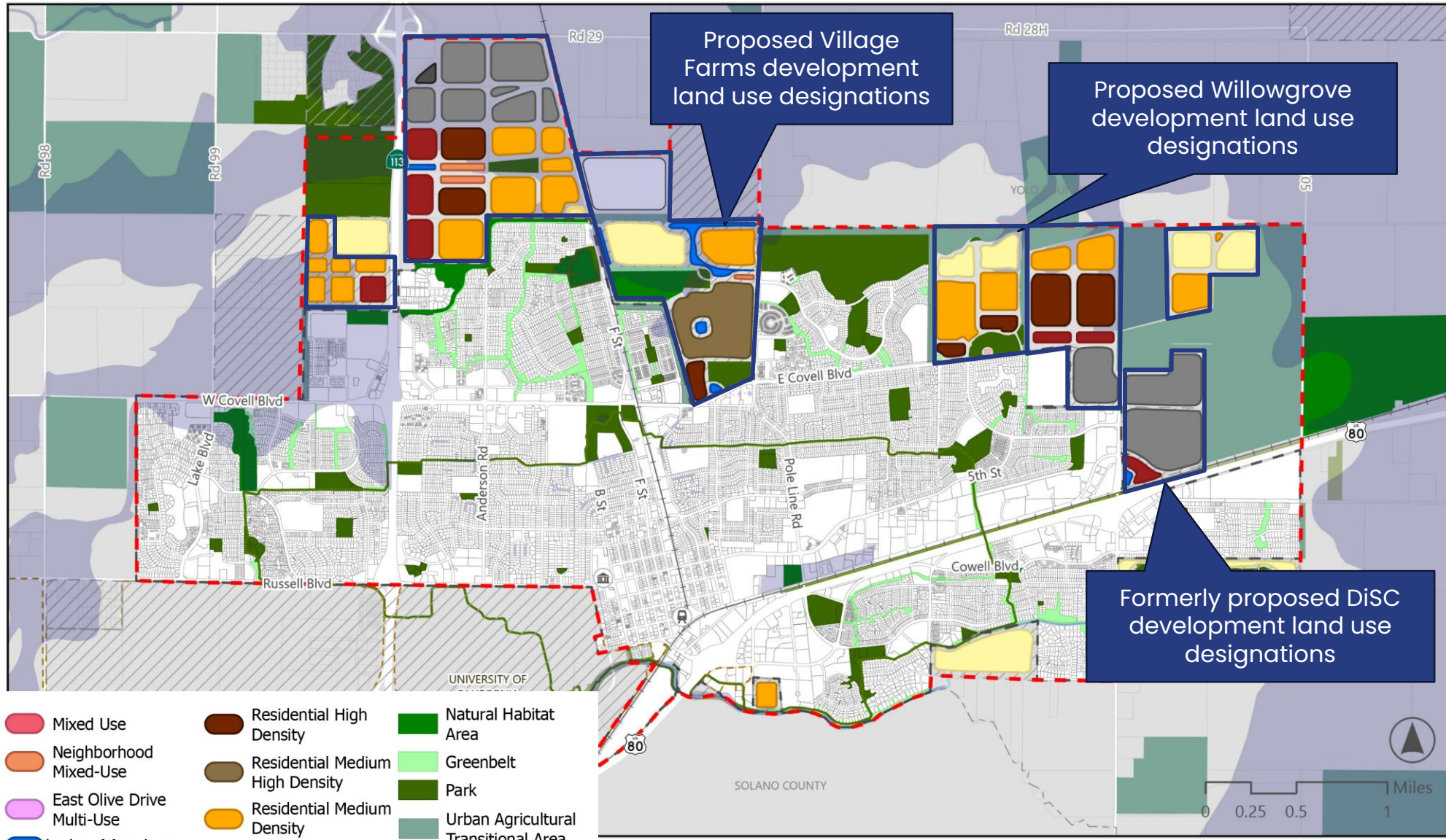


# Create design guidelines for neighborhoods

Proposed Guidelines
Connect new streets to the existing street network
Walkable block sizes
A street grid configuration
Continuous sidewalks along streets
Infrastructure for multi-modal transportation options
Connected network of different types of open spaces
Buffers for agricultural and natural resources
Street trees
Variety of housing types
Neighborhood-serving uses and amenities



# Concept: Outside City Limits



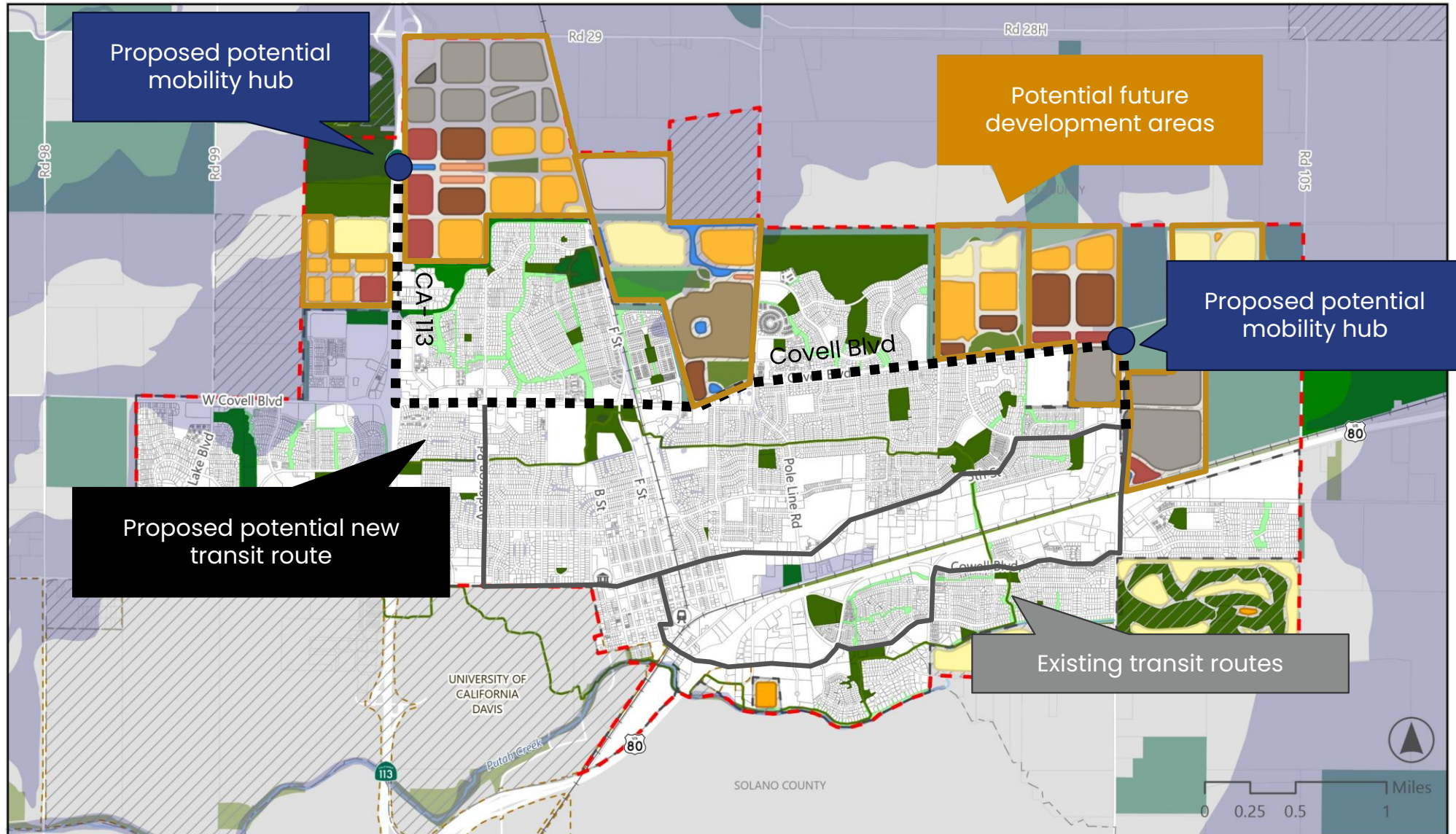
Proposed Village Farms development land use designations

Proposed Willowgrove development land use designations

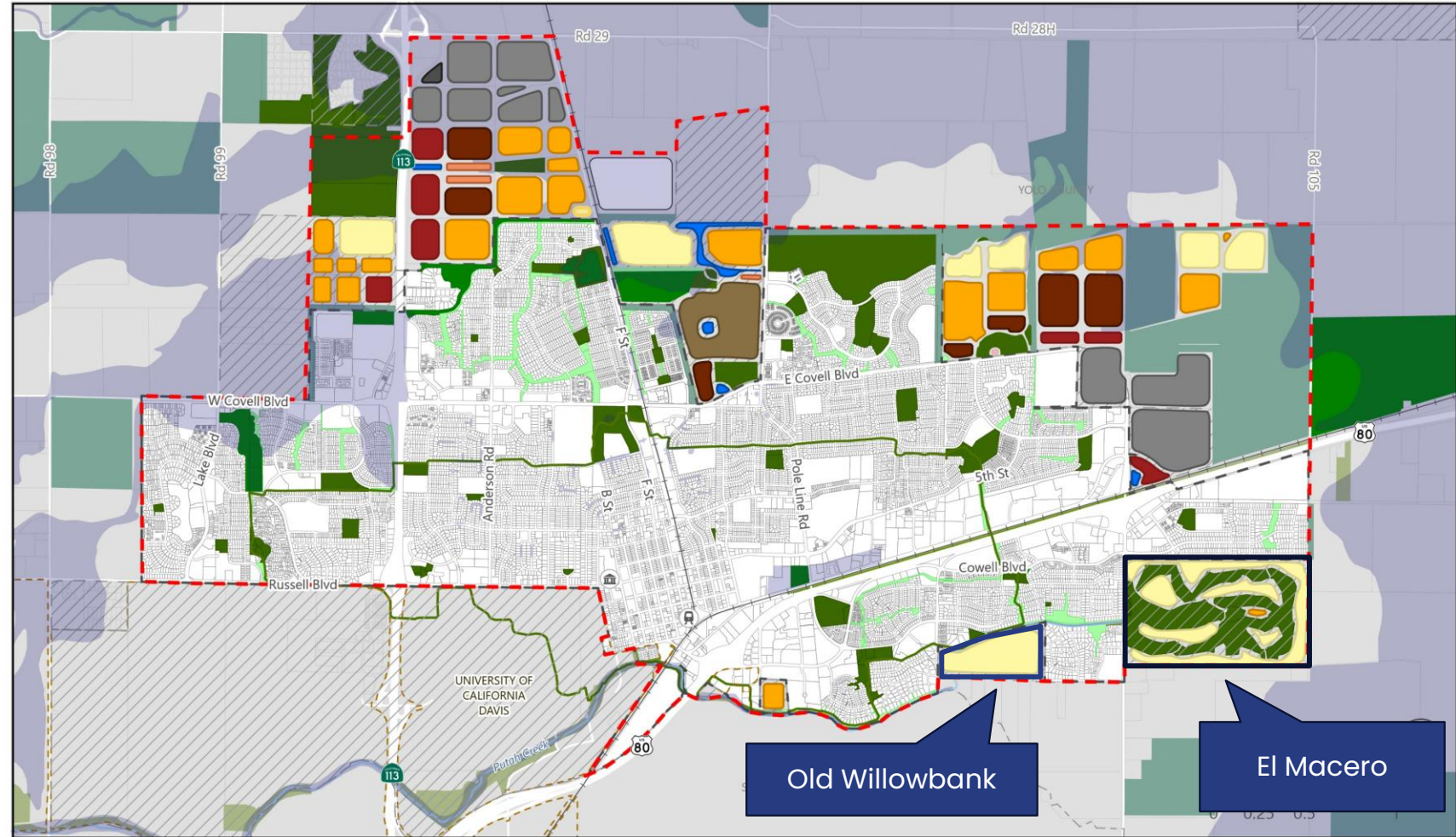
Formerly proposed DiSC development land use designations

- General Commercial
- Commercial Service
- Retail
- Business Park
- Office
- Industrial
- Mixed Use
- Neighborhood Mixed-Use
- East Olive Drive Multi-Use
- Residential High Density
- Residential Medium High Density
- Residential Medium Density
- Residential Low Density
- Natural Habitat Area
- Greenbelt
- Park
- Urban Agricultural Transitional Area

# Concept: Outside City Limits



# Consider annexation of existing residential areas



- |                     |  |                |                    |                            |                                 |                          |
|---------------------|--|----------------|--------------------|----------------------------|---------------------------------|--------------------------|
| City of Davis       | Publicly Accessible Open Space                         | Amtrak Station | General Commercial | Mixed Use                  | Residential High Density        | Natural Resource Reserve |
| Sphere of Influence | Greenbelts   | City Hall      | Commercial Service | Neighborhood Mixed-Use     | Residential Medium High Density | Greenbelt                |
| UC Davis Campus     | Parks  | Highways       | Retail             | East Olive Drive Multi-Use | Residential Medium Density      | Park                     |
| County Boundary     | Publicly Accessible Open Space Outside the City Limits | Major Roads    | Business Park      | Public/Semi-Public         | Residential Low Density         | Agricultural Reserve     |
|                     | Lakes  | Local Roads    | Office             |                            |                                 |                          |
|                     |  | Rail Lines     | Industrial         |                            |                                 |                          |
|                     |  | Bike Loop      |                    |                            |                                 |                          |
|                     |  | Rivers/Creeks  |                    |                            |                                 |                          |

Source: City of Davis (2025), UC Davis (2025), Yolo County (2025), CalTrans (2025), California Department of Fish and Wildlife (2025).

# Questions for Subcommittee

## **Areas Inside City Limits:**

In the context of your Commission's role and responsibilities:

- Do you think the three concepts provide a range of options to achieve a balance of jobs and housing in the future?
- Did we miss any specific locations for future or expanded jobs or housing?
- Do you have any recommended changes to the concept maps?

## **Areas Outside the City:**

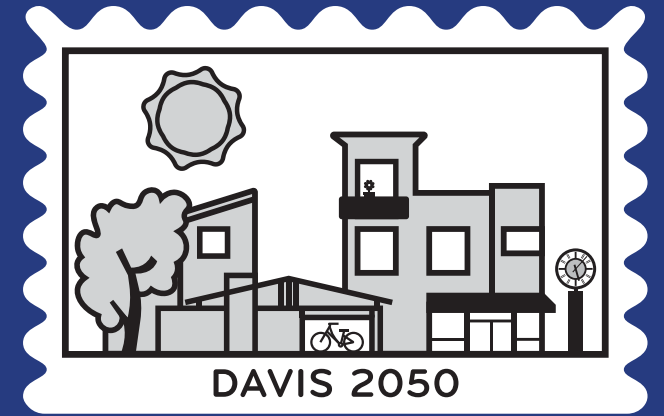
In the context of your Commission's role and responsibilities:

- Should the areas outside City Limits focus on providing housing, jobs, or a combination of both, or other?
- What types of housing and/or jobs should be provided outside City Limits?
- Do you generally support the proposed Urban Limit Line as it is drawn?

# What's Next

Refine Land Use Concepts and present to public for feedback through a series of engagement events:

- **April 30, 2026** – Community Workshop and Survey to solicit community feedback on the land use concepts
  - *Same materials as at Commissionapalooza #2*
- **April–June 2026** – Pop-up Events and Survey #2
- **May–June 2026** – Meetings with community groups, businesses, and property owners



General Plan Update

# Thank you!

For any comments or questions reach out to  
[mstark@cityofdavis.gov](mailto:mstark@cityofdavis.gov)

## **Attachment 2**

### **Phase 1 Community Engagement Activities**

Phase One, Listening and Discovery, community engagement took place between February and November 2025. During this time, the General Plan Team collected public input on draft project outcomes and vision statement, community priorities and critical issues, and strategies to bridge the gap between issues and desired outcomes. Public input was collected through a variety of methods as follows:

- Community Workshop #1 (August 13, 2025)
  - 174 attendees
  - Presentation and seven interactive open house stations
    - View the meeting summary on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/e45aa0\\_7c781010fd95436fbb7d5038c9590d94.pdf](https://www.davisgeneralplan.com/files/ugd/e45aa0_7c781010fd95436fbb7d5038c9590d94.pdf)
- Pop-up Workshops (August – October 2025)
  - Six pop-up events at different locations throughout Davis
  - Interactive materials similar to content from Workshop #1
    - View the pop-up workshop summary on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_5b918e6c1a0a482db138c0ba4fb1aece.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_5b918e6c1a0a482db138c0ba4fb1aece.pdf)
- Survey #1 (August 11 – October 31, 2025)
  - 582 total responses (560 in English, 22 in Spanish)
  - 22-Question opt-in survey
    - View survey #1 summary on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_07bd706b7e9943b9b98db3d97c355740.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_07bd706b7e9943b9b98db3d97c355740.pdf)
- Commissions (February – November 2025)
  - Planning Commission (2/26/25)
    - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_be393ec0f4ab43f884c678c6fbd5f386.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_be393ec0f4ab43f884c678c6fbd5f386.pdf)
  - Commissionapalooza #1 (4/23/25)
    - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_c60c5adda2e5422da96f3d42005c4c7e.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_c60c5adda2e5422da96f3d42005c4c7e.pdf)
  - Planning Commission (9/24/25)
    - [https://www.davisgeneralplan.com/files/ugd/7c2d34\\_3cdbccd9feef4435a035725ab4ba4227.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_3cdbccd9feef4435a035725ab4ba4227.pdf)
  - Recreation and Parks Commission (10/15/25)
    - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_c891e3d50ee4b558534ee9511c53311.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_c891e3d50ee4b558534ee9511c53311.pdf)

- Open Space Commission (11/3/25)
  - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_284e954ec76c412c9e7967a1e604de25.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_284e954ec76c412c9e7967a1e604de25.pdf)
- Transportation Commission (11/10/25)
  - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_a7f021938b744d8fa7a1ffbe2656466b.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_a7f021938b744d8fa7a1ffbe2656466b.pdf)
- Social Services Commission (11/17/25)
  - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_6ac359fe37db48cebb7f0ad7b8a8ef0d.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_6ac359fe37db48cebb7f0ad7b8a8ef0d.pdf)
- Climate and EJ Commission (11/24/25)
  - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_f4a4ac89bde448f5a47c9b8af022b474.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_f4a4ac89bde448f5a47c9b8af022b474.pdf)
- City Council (May 2025 – February 2026)
  - May 13, 2025
    - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_9469c46546734355b0401ab695f038e1.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_9469c46546734355b0401ab695f038e1.pdf)
  - August 19, 2025
    - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_ed3da2eea1894bbd970bc499dd130ba8.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_ed3da2eea1894bbd970bc499dd130ba8.pdf)
  - February 3, 2026
    - View the presentation on the project website here:  
[https://www.davisgeneralplan.com/files/ugd/7c2d34\\_d3ec1a315d544820909832dbf4afebc2.pdf](https://www.davisgeneralplan.com/files/ugd/7c2d34_d3ec1a315d544820909832dbf4afebc2.pdf)
- Meeting-in-a-box (August – November 2025)
  - 33 participants across four informal meetings of neighbors, students and a Community Based Organization (CBO)
- Community Partner Meetings (April – August 2025)
  - Multiple one-on-one interviews with community partners across Davis

# Vision Statement and Project Outcomes



*Revised February 2026*

Project outcomes will serve as a series of parameters for the project, process, and community engagement. These outcomes will be used to evaluate land use and mobility alternatives, policy ideas and implementation activities developed later in the process. The outcomes may also be the basis for evaluating the long-term performance of the General Plan implementation.

The vision and project outcomes were updated at the conclusion of the Listening and Discovery phase of the General Plan update.

## Vision Statement

Davis advances safe, fair, affordable, healthy and sustainable neighborhoods where everyone has what they need to thrive and succeed.

## Project Outcomes

### *Healthy and Resilient Community*

- **Complete neighborhoods:** Sustain walkable neighborhoods with a mix of uses to maintain a healthy living environment, a connected community and vibrant and resilient neighborhoods where people live, work and study.
- **Active transportation:** Prioritize multimodal strategies and the city's robust network of bicycle and pedestrian paths to promote a safe, comfortable and equitable network for all. Encourage mode shift by promoting shared rides and active transportation alternatives, micromobility, and public transit to reduce reliance on single-occupancy vehicles and climate pollution.
- **Connected and biodiverse park and open space system:** Enhance the city's connected and accessible parks and open space system to support recreation, social gathering, health, adaptation, biodiversity and ecological resilience.

## Vision Statement and Project Outcomes

- **Housing choice:** Provide for a range of housing types that meet housing needs for different income levels, stages of life, disadvantaged populations and generations through the lifespan of the General Plan across multiple Regional Housing Needs Allocations.
- **Jobs-housing match:** Increase the availability of affordable and workforce housing to support the regional economy and local businesses and to lower vehicle miles traveled.
- **Spaces for businesses to flourish:** Provide a continuum of commercial, research and development, and industrial spaces that meet the lifecycle needs of emerging and maturing home-grown businesses, those businesses interested in relocating or expanding in Davis.
- **Climate-readiness:** Advance innovative and fair policies to reduce climate pollution and increase community resilience in order to meet the State’s carbon neutrality goals.
- **Areas to meet housing, business and community needs.** Establish a long-term vision to meet future needs rather than relying on ad-hoc decision-making on individual projects to enable long-term planning for infrastructure and public facilities needed to provide the desired service levels for the existing community and the areas targeted for change.
- **Davis-based approach:** Ensure recommendations are rooted in the neighborhoods, arts, culture, character, communities and land unique to Davis. Maintain those core qualities while allowing the community to evolve and mature over time.

## Engagement

- **Building knowledge and ownership:** Work with a diversity of community members and partner agencies to build knowledge, trust and ownership in the GPU process and the fiscal and regulatory framework of the City of Davis.
- **Listen to new voices:** Give voice to priority communities, including low-income households, seniors, LGBTQ+, BIPOC (Black, Indigenous, and People of Color) community members, students and those with disabilities, who traditionally are not engaged in planning.
- **Clear and accessible language:** Use clear and accessible language to show tradeoffs and discuss policy ideas for broad community input.

## Leadership

- **Regional leadership:** Provide regional leadership through actions taken by the City to advance innovative policy, regulation and programs to create a safe, fair and climate-ready community.
- **High-quality community services:** Maintain high-quality community services as Davis’s population changes and the community grows over time.

## Vision Statement and Project Outcomes

- **Fiscal sustainability:** Maintain positive city revenues through multiple funding streams to continue provision of high-quality services.

## Document Preparation

- **Consistency with the State:** Ensure the updated General Plan meets recent and emerging best practice and State requirements that can be anticipated in the future.
- **Adaptability:** Ensure the updated General Plan is flexible to changing local conditions, State priorities and climate change, while still providing a strong vision and roadmap for the future.
- **Focused process and plan:** Guide the planning process and General Plan towards addressing the specific issues and required level of detail to enable the General Plan to serve as an effective guiding document.
- **Ease of use and monitoring:** Ensure the updated General Plan is clear, accessible and easy to use for community members, decision-makers and City staff. Ensure clear implementation pathways and establish quantifiable metrics and targets to monitor progress over time.

## STAFF REPORT

**DATE:** October 8, 2025

**TO:** Climate and Environmental Justice Commission  
Fiscal Commission  
Open Space and Habitat Commission  
Planning Commission  
Social Services Commission

**FROM:** Sherri Metzker, Community Development Director

**SUBJECT:** 2025 Measure J/R/D Amendment, Commissionapalooza

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### **RECOMMENDATION**

1. Hold a joint public meeting with five City Commissions regarding a proposed Amendment to Measure J/R/D (DMC Chapter 41, Citizens Right to Vote on Future Use of Open Space and Agricultural Lands);
2. Discuss possible amendments; and
3. Receive public comment.

### **COUNCIL GOALS**

Shoring Up the Housing Continuum

### **FISCAL IMPACTS**

The Yolo County Elections Office renders specified services relating to the conduct of an election on behalf of the City. The City is then responsible for its share of the costs. If the election item is a city-sponsored request, such as a proposed change to Measure J/R/D, the fees are paid by the city from the General Fund. If the election item is a proposed project required to go the voters under Measure J/R/D, the fees are paid by the project applicant. Election fees can vary widely depending on factors such as number of registered voters, length of a ballot, number of precincts participating in an election, voter turnout, and whether or not the election can be consolidated with other elections conducted on the same day.

For example, the City Clerk received an estimated cost of \$380,000 from the Yolo County Elections Office if the City held a 2025 special election with no other local, state or federal items on the ballot. In contrast, the November 2024 general municipal election cost the City \$116,747 for a council election in three districts and a citywide ballot measure. The November 2024 election had all jurisdictions in the county

participating, as well as county, state and federal offices and special districts, each of which paid a share of the costs.

**JOINT COMMISSION MEETING**

The agenda and format of this joint meeting is different from typical commission meetings. However, a similar joint commission meeting was held in April 2025 to kick off the General Plan Update process for six commissions (Climate and Environmental Justice, Open Space and Habitat, Planning Commission, Social Services, Recreation and Park, Transportation) and the Measure J/R/D Commissionapalooza will be conducted using the same process and procedures.

The Chair for each commission will sit at the dais. To simplify logistics, staff recommends the Planning Commission Chair be selected as the Lead Chair of the joint special meeting. Each commission will be assigned a designated area on one side of the Community Chambers audience seating to enable commissioners to sit together as a unit, and at designated times, provide feedback in a coordinated manner. The other side of the audience seating will be available for the public. Time for public comment will be provided after commission feedback.

Commissioners are asked to come prepared to provide input in the context of their commission’s role and responsibilities. There will also be an opportunity for individual commissioners to comment on input from their commissioner colleagues and on the general topic of possible Measure J/R/D amendments.

<b>COMMISSION</b>	<b>FOCUS</b>
Climate & Environmental Justice	Environmental Mitigation Package; Community Benefit
Fiscal	Community Benefit
Open Space & Habitat	Urban Limit Line; Community Benefit
Planning	Affordable Housing; Urban Limit Line; Community Benefit
Social Services	Affordable Housing; Community Benefit

**BACKGROUND**

On April 4, 2025, staff met with the Long Range Growth (Measure J/R/D revision) Council Subcommittee (Chapman, Vaitla) to discuss the potential revisions to Davis Municipal Code (DMC) Chapter 41, Citizens Right to Vote on Future Use of Open Space and Agricultural Lands. The impetus for such revisions comes from General Plan Housing Element Program 2.6, which says in part,

*“• Amend language already in Measure J/R/D that exempts from its public vote requirements projects that provide affordable housing or facilities needed for city services, or other changes to city ordinances that would help create affordable housing. Any change to Measure J/R/D/ would require a public vote.”*

According to the Housing Element, this amendment was intended to be placed on the ballot in November 2024 (but no later than November 2026). As of today, no amendment has been placed on a ballot. On May 13, 2025, the City Council held a public meeting to discuss potential amendments to Measure J/R/D and directed staff to seek commission feedback on various concepts to consider.

It should also be noted that the City recently received two emails, one from Chelsea Lee of Sacramento Area Council of Governments (SACOG) and one from Fidel Herrera of California Housing and Community Development Department (HCD) indicating that HCD intends to begin reviewing the City's actions regarding its adopted Housing Element (See Attachments 2 & 3). Among other things, HCD will be focusing on, "zoning amendments that remove government constraints." HCD expressed similar concerns about Measure J/R/D during the Housing Element approval process, given its low level of successful outcomes.

## **ANALYSIS**

### ***Measure J/R/D***

The City Council General Plan Subcommittee (Long Range Growth Subcommittee was consolidated with and renamed General Plan Subcommittee in July 2025) has been working with staff to consider possible content of proposed revisions for Measure J/R/D and to develop corresponding amended language. The Subcommittee has reviewed the language of the current Chapter 41 and has recommended that the provisions be changed from a very limited set of exemption provisions, to broader exemptions that incentivize desired community enhancements. A copy of Chapter 41 is attached to this report (See Attachment 3). In general, it states that a Measure J/R/D vote is not necessary when the change to the general plan land use designation is for:

- a public school site;
- a public park site;
- a city facility such as a treatment plant;
- when it includes a redesignation of the property north of Sutter Hospital to a use that includes medical facilities;

Or if the council finds all of the following:

- if the land use change is necessary to meet the city's legal fair share of housing;
- if no other land is available to meet the city's fair share of housing;
- the parcel to be redesignated is not more than 5 acres in size unless the City Council states that the change is necessary to meet the city's fair share of housing;
- any proposal approved under this subsection shall be required to have all housing units permanently affordable to persons or families of moderate, low and very low income.

Although in the past the city of Davis has been able to meet its legal fair share of housing within the city limits, very few vacant parcels or land eligible for development

now remains within the city limits, making it more challenging to meet housing requirements. Furthermore, the State of California has changed the rules on what sites would actually be eligible to be included in the Housing Element (See Attachment 4). The Measure J/R/D process thus becomes increasingly applicable to housing applications.

The concept as proposed is that project applicants who propose to redesignate property currently identified for Agriculture or Open Space would be exempt from the provisions of a Measure J/R/D vote if the proposed project includes certain features. The commissions are asked to consider and provide feedback on what those features, or combination of features, should be. Additionally, staff needs to know how many features (or value metric) should be included to receive an exemption. Overall, whichever recommendations are proposed by commissions, the ultimate amendment should be simple, clear and direct on implementation.

Staff will take the recommendations from this meeting to the City Council for review and next steps.

### **Affordable Housing**

One method to qualify for the waiver of a Measure J/R/D vote could be to provide a larger proportion of affordable housing than the City's Inclusionary Housing Ordinance requires, but less than the current exemption requires. An example would be to exempt a project that provides a minimum of 50% of the dwelling units as affordable according to a split among various income groups.

#### **Example:**

20% Moderate Income  
10% Low Income  
10% Very Low Income  
10% Extremely Low Income

Related to that provision could be a land dedication and project funding wherein a developer provides a parcel that is assigned a particular density to create affordable housing. The density and minimum acreage should be provided. In addition, the infrastructure (i.e. roadways and utilities) could also be required to be built by the primary developer. It is recommended that the Social Services Commission and Planning Commission provide feedback on these proposed features.

### **Climate/Environment**

A second method to qualify for the waiver of a Measure J/R/D vote could be to provide a substantial environmental mitigation package. In this case, the city could look to waive Measure J/R/D when a project includes features to achieve complete carbon neutrality, like >100% mitigation of greenhouse gas emissions, construction of and connection to a microgrid, or a project that provides additional agricultural land mitigation beyond the ordinance requirements. It is recommended that the Climate and Environmental Justice Commission provide feedback on these proposed features.

**Community Benefits**

Community Benefits might be included as a third method to qualify for the waiver of a Measure J/R/D vote. In this case, the developer might provide city facilities beyond those that are routinely required. This could be done as either a financial contribution or actual construction. It could include buildings, roads, utility lines, or drainage features. The required Community Benefit contribution could be determined by a per-acreage or other formula. Some examples could be construction of shelters from extreme weather, carbon sequestration on a significant level, a carbon farm, renewable electricity production. It is recommended that all commissions provide feedback on these proposed features.

**Urban Limit Line**

In combination with all of the other incentives, the Planning Commission and City Council could work to determine a City of Davis Urban Limit Line. Urban Limit lines are a planning tool beyond which urban development would not be allowed. This would give the public a general idea of the ultimate limits of urban development for the city. Ideally, this concept would be done in concert with the General Plan Update. Much of the same information to conduct a proper analysis would be done with both concepts (e.g. the General Plan and Urban Limit Plan). Measure J/R/D could also be amended to include language on the maximum acreage within the Urban Limit Line that would be subject to the exemption. It is recommended that the Open Space and Habitat Commission and Planning Commission provide feedback on this proposed features

**Timing of J/R/D Amendment**

It is expected that the Measure J/R/D amendment could be placed on the ballot in 2026. To do so, the amendment must be drafted and an election called by the City Council no later than June 2026. If the amendment could be drafted by January, it could be placed on the June 2026 ballot.

<b>ELECTION DATES</b>	<b>YOLO COUNTY LOCAL MEASURE DUE DATES</b>	<b>LAST CITY COUNCIL MEETING BEFORE DUE DATE</b>
June 2, 2026 Special Election (Gubernatorial Primary)	January 13, 2026	January 6, 2026
November 3, 2026 General Election	June 16, 2026	June 16, 2026

The County requires all jurisdictions that wish to hold an election to submit their resolutions calling an election 140 days prior to the election date. This deadline gives the elections staff adequate time to prepare all the documentation needed for the election, particularly when there are multiple jurisdictions involved.

## **ENVIRONMENTAL REVIEW**

An amendment to Measure J/R/D that would revise the exceptions to voter approval would not be a “project” as defined by the California Environmental Quality Act as it would constitute an “organizational or administrative activit[y] of government that will not result in direct or indirect physical changes in the environment.” CEQA Guidelines, § 15378(b). Measure J/R/D does not impose substantive limits on development in peripheral areas of the City, but rather establishes additional procedural requirements for development. Presenting an amendment of Measure J/R/D to the voters would not commit the City to approve any specific project but would solely impact the process by which a project might be approved. For these reasons, an amendment to Measure J/R/D to revise exemptions to the voter approval requirement does not require additional CEQA analysis. Projects seeking approval through Measure J/R/D or seeking to utilize an exception to Measure J/R/D would be required to undergo environmental review as required by CEQA.

## **Attachments**

1. Email from Chelsea Lee, SACOG
2. Email from Fidel Herrera, HCD
3. Davis Municipal Code Chapter 41
4. Excerpts from the Housing Element Inventory Guidebook

## ATTACHMENT 1

### Received via Email 8/29/25 SACOG Notification on Cycle 6 Housing Element Program Implementation

Good Morning all,

Thank you for attending SACOG's recent webinar on Aug. 25; it was nice to meet many of you on Monday! For those I have not met, I look forward to working with you on the Cycle 7 RHNA/Housing Element Update.

As I mentioned briefly during the webinar, SACOG has received a heads-up from HCD that they will soon begin outreaching to SACOG jurisdictions to inquire about the status of Cycle 6 Housing Element implementation. HCD has been conducting these reviews geographically and by the COG HE due dates.

While we don't know exactly how this will play out, here is our understanding of what you can expect when they reach out to you:

- HCD will begin its review of each jurisdiction by assessing progress on key programs and deadlines that were indicated in your Cycle 6 HEs. HCD also reviews APR data and looks at existing conditions with respect to AFFH, in order to get a better understanding of what degree of enforcement to take. Their review rubric has three tiers: low, medium, and high.
- HCD focuses on key, high-priority programs to track. A suggestion is to refer back to your HE letter of adopted compliance to get a sense of what areas HCD will be asking for updates on. The letter usually will have called out specific programs HCD is tracking.
- HCD prioritizes programs related to statutory rezones, significant zoning changes that accommodate large portions of the RHNA, such as through a Specific Plan or Downtown revitalization, AFFH, and zoning amendments that remove govt. constraints (e.g. commitments to increase heights in higher density residential zones, changes that open up access to housing choice for special population groups (seniors, persons with disabilities, unhoused, etc.).
- Generally speaking, HCD's approach to enforcement has several steps. They usually begin by meeting with staff for progress updates and by sending out LOIs (Letters of Inquiry).
- As you can imagine, it's completely normal for jurisdictions to have some late or incomplete progress towards program milestones. Thus, it is unusual for HCD to head straight for "high" enforcement action. Even in the worst-case scenario, they will hold a series of meetings with staff to work with you on a timeline for making progress before escalating. It's worth being aware that HCD has increased statutory authority on enforcement now and, while rare, in extreme

cases it is possible for them to provide a Notice of Violation (NOV), which essentially revokes HE compliance.

- For any incomplete, but critical HE programs, our understanding is that HCD is most interested in understanding what steps have been taken, and what remaining work needs to be done. Being able to provide updates and outline a plan to keep moving towards implementation goes a long way with them in determining what path of action they will take.

If SACOG can be of assistance in answering any additional questions about this process, please let us know. Thank you.

Warm Regards,

**Chelsea Lee (she/they) | Associate Planner**

Sacramento Area Council of Governments

1415 L Street, Suite 300 | Sacramento, CA | 95814

(916) 340-6227

[clee@sacog.org](mailto:clee@sacog.org)

## ATTACHMENT 2

**Received via Email 9/4/25**

### **SACOG Housing Element Implementation Program Reminder**

Per Government Code section 65585 (i), HCD can review any action or inaction taken in relationship to the adopted housing element. This includes implementation of program actions included in the housing element. The California Department of Housing and Community Development (HCD) through its Housing Element Implementation (HEI) Program is proactively monitoring, reviewing and engaging with jurisdictions on the implementation of the housing element. HCD's HEI Program utilizes annual progress reports (Government Code section 65400) to review programs that were essential to housing element compliance. Upon a preliminary review of the annual progress report, HCD will reach out to jurisdictions to gain a stronger understanding of progress, then will internally determine next steps based on the conditions and circumstances.

This communication serves as a notice to SACOG that HCD will be reviewing housing element program implementation in the upcoming weeks. HCD welcomes the opportunity to answer any questions and looks forward to working with you all. For more information and specific questions regarding the Housing Element Implementation Program, please contact Fidel Herrera at [Fidel.Herrera@hcd.ca.gov](mailto:Fidel.Herrera@hcd.ca.gov).

**Fidel Herrera,  
Housing and Community Development**

## ATTACHMENT 3

### Article 41.01 Citizens Right to Vote on Future Use of Open Space and Agricultural Lands

#### § 41.01.000 **Title.**

This article shall be known as the "Citizens' Right to Vote on Future Use of Open Space and Agricultural Lands Ordinance."

#### § 41.01.010 **Purpose and findings.**

##### **(a)** Purpose.

- (1) The purpose of this article is to establish a mechanism for direct citizen participation in land use decisions affecting city policies for compact urban form, agricultural land preservation and an adequate housing supply to meet internal city needs, by providing the people of the City of Davis the right to vote, without having to evoke referenda, on General Plan land use map amendments that would convert any agricultural, open space, or urban reserve lands, as designated on the land use map of the City of Davis General Plan, dated August 1, 1999, to an urban or urban reserve land use designation and on any development proposal on the Covell Center or Nishi properties.
- (2) The purpose of this article is to ensure that the purposes and principles set forth in the City of Davis General Plan relating to voter approval, land use, affordable housing, open space, agricultural preservation and conservation are fully considered by establishing an expanded land use entitlement process for proposed conversion of properties to urban use that are designated or in agricultural or open space use. This action recognizes that continued conversion of agricultural lands to meet urban needs is neither inevitable nor necessary, and that any land use decision affecting such properties shall be subject to a public vote.

**(b)** Findings. The city council and the voters of the city hereby incorporate all of the recitals set forth above and, in addition, find that:

- (1)** The protection of existing agricultural and open space lands, natural habitats and reserves surrounding the City of Davis, and within the Davis Planning Area, is of critical importance to the present and future residents of the City of Davis. Agriculture has been and remains a major contributor to the local and regional economy, directly and indirectly creating employment for many people, and providing valuable food crops distributed worldwide.

- (2) Continued urban encroachment into agricultural and open space lands, natural habitats and reserves impairs agriculture and threatens the public health, safety, and welfare by causing increased traffic congestion, associated air pollution, and potential adverse impacts to the quantity and quality of available water resources. Continued urban encroachment into agricultural lands also requires significant new public infrastructure and facilities and places additional stresses on existing public infrastructure and facilities.
- (3) The unique character of the City of Davis and the quality of life enjoyed by city residents depend on the protection of agricultural, open space lands, and natural habitats and reserves on its periphery. The protection of such lands aids the continued viability of agriculture, defines urban/rural boundary, and brings mental and physical benefits from the broad vistas at the urban edge onto open space and agricultural lands. It also contributes to the protection of wildlife including rare, endangered, or threatened species, environmentally sensitive areas, and irreplaceable natural resources.
- (4) The General Plan contains policies for compact urban form, and protection of agricultural lands from urban development including a policy that prohibits new urban development on open space and agricultural lands. The General Plan further calls for the use of all available mechanisms to preserve open space and agricultural lands and provides for the implementation of growth management systems.
- (5) The city has actively promoted both the preservation of agricultural lands and habitat and the availability of affordable housing within the city through the existing policies in the city's General Plan and the city's implementing activities, including, but not limited to, the right-to-farm ordinance, the city's acquisition of open space, agricultural lands and habitat, the city's participation in the agricultural lands stewardship program, the city's affordable housing ordinance, and other city programs and policies designed to promote agricultural preservation and/or affordable housing.
- (6) This citizens' right to vote on future use of open space and agricultural lands ordinance implements the General Plan and is consistent with the city's adopted General Plan and furthers and implements the policies of the General Plan. The city finds that this ordinance will provide for a balance between the preservation of agricultural lands and open space and the housing needs of the city.

§ 41.01.020 **Voter approval.**

**(a)** Voter approval of changes to land use designations on the land use map from agricultural or urban reserve to urban land use designations or from agricultural to urban reserve land use designations.

(1) Each and every proposed amendment or modification of the land use map to modify the land use designation of lands designated for agricultural, open space or urban reserve use on the land use map to an urban or urban reserve designation is a significant change that affects the city and its ability to maintain its vision for a compact urban form surrounded by farmlands and open space. Any such proposal, therefore, requires public participation in the decision, including, but not limited to, voter approval of the proposed amendment or modification of the land use map.

(2) Any application for an amendment or modification of the land use map that proposes changing the land use map land use designation for any property from an agricultural, open space, or urban reserve land use designation (e.g., agricultural, open space, agricultural reserve, urban reserve, environmentally sensitive habitat, Davis greenbelt) to an urban land use designation or from an agricultural designation to an urban reserve designation shall require:

**(A)** Establishment of baseline project features and requirements such as recreation facilities, public facilities, significant project design features, sequencing or phasing, or similar features and requirements as shown on project exhibits and plans submitted for voter approval, which cannot be eliminated, significantly modified or reduced without subsequent voter approval;

**(B)** Approval by the city council, after compliance with the California Environmental Quality Act, the state planning and zoning laws and any other applicable laws or regulations; and then

**(C)** Approval by an affirmative majority vote of the voters of the City of Davis voting on the proposal.

The land use designation amendment or modification shall become effective only after approval by the city council and the voters. The city shall not submit any application to the voters if the application has not first been approved by the city council, unless otherwise required by law.

(3) If, after compliance with the California Environmental Quality Act and any other applicable laws, the city council modifies or amends the land use designation for any property from an urban land use designation to an agricultural, open space, or urban reserve land use designation, the land use designation of that property shall not be amended or modified from the agricultural, open space, or urban reserve designation to an urban land use designation without first complying with

this article, including, but not limited to, the voter approval requirements set forth in subsection (a)(2) of this section.

**(b)** Voter approval of development proposals on remaining large vacant properties (Covell Center and Nishi properties) designated for urban land uses on land use map, dated August 1, 1999.

(1) In recognition of the pace and extent of development that has occurred during the first half of the 1987 General Plan planning period, careful consideration shall be given to future use of the remaining two large vacant properties currently designated for urban uses on the land use map that are not subject to a development agreement or do not have a vested right to proceed with development of the property. Key considerations for requiring voter approval prior to development on these two properties are impacts on already overburdened public facilities and infrastructure, long-term preservation of adjoining agricultural lands, preservation of viewsheds and valuable habitat areas, and to ensure that the city maintains a compact and efficient urban form as mandated by General Plan policies. Accordingly, any land use decision that directly affects one or both of these properties, or any portions thereof, including any legislative action, subdivision map application, site plan review, or planned development application, requires full public participation, including an affirmative vote of the people on any city council action to approve such a request. Specific properties included under these provisions are:

(A) The property known as Covell Center, or any portion of said property, bordered by Covell Boulevard on the south, the Hunt property and County Road 101A on the west, County Road 102/Pole Line Road on the east, and the southern edge of the city-owned property and extending to F Street on the north as shown on the land use map (Exhibit A attached to the ordinance codified in this article and included by reference).

(B) The Nishi property, or any portion thereof, the boundaries of which are established in the Gateway/Olive Drive specific plan dated January, 1996 (Exhibit B attached to the ordinance codified in this article and included by reference).

(2) Any application for a development proposal or land use change leading to urban development on all, or any portion of either of these properties shall require:

**(A)** Establishment of baseline project features and requirements such as recreation facilities, public facilities, significant project design features, sequencing or phasing, or similar features and requirements as shown on

project exhibits and plans submitted for voter approval, which cannot be eliminated, reduced or significantly modified without subsequent voter approval;

**(B)** Approval by the city council, after compliance with the California Environmental Quality Act, the state planning and zoning laws and any other applicable laws or regulations; and then

**(C)** Approval by an affirmative majority vote of the voters of the City of Davis voting on the proposal.

The land use entitlements for development on all, or any portion of either of these properties shall become effective only after approval by the city council and the voters. The city shall not submit any application to voters if the application has not first been approved by the city council, unless otherwise required by law.

(3) Voter approval of an application applicable to one or both of the above properties shall be required for:

(A) Any land use entitlement or development proposal application request affecting the entire property; except a request that would change the land use designation to an agricultural land use designation;

(B) Any land use entitlement request for the development of a portion of the property.

(c) Once the voters have approved a land use map designation or land use entitlement for a property, additional voter approval shall not be required for:

(1) Subsequent entitlement requests that are consistent with the overall approved development project or land use designation and entitlements including the baseline project features and required provision of open space, recreational amenities, design features and public facilities, as specified in the exhibits and plans approved by the voters.

(2) Any requested modification to a land use designation or development project entitlement that does not increase the number of permitted dwellings or units or the intensity of commercial/industrial development and does not significantly modify or reduce the baseline project features and required provision of open space, recreational amenities, design features and public facilities, as specified in the exhibits and plans approved by the voters. The city council may adopt procedures for the hearing of a request for modification.

Chapter 41.01.030 **Exemptions.**

The requirement for voter approval set forth in this article shall not apply to any of the following:

- (a) Land to be used for public schools, except should such land be deemed not needed for public school purposes, any proposal to convert such land for urban use shall be subject to the voter approval requirements of this article.
- (b) Land to be used for public parks, except should any such land be deemed not needed for public park purposes, any proposal to convert such land to urban use shall be subject to the voter approval requirements of this article.
- (c) Other city facilities that require large acreage that cannot feasibly be located on lands designated for urban uses (e.g., a sewer treatment facility, solid waste disposal facility, corporation yard, etc.).
- (d) Any re-designation of the parcel immediately north of Sutter Davis Hospital designated urban reserve on the land use map, after compliance with the California Environmental Quality Act and other applicable laws, for use as medical facilities or medical offices and uses subordinate or accessory to medical facilities or medical offices.
- (e) After notice and hearing as required by state law and after compliance with the California Environmental Quality Act, the city council may, without a vote of the electorate of the city, approve residential development on land designated agriculture, agriculture reserve or urban reserve if the city council finds that all of the following circumstances exist:
  - (1) The approval is necessary and required to meet the city's legal fair share housing requirement;
  - (2) There is no other land already designated for urban use that can accommodate the City's legal fair share housing requirement; and
  - (3) Not more than five acres per year in total area is designated under this exemption for residential development. Additional acreage may be designated under this exemption if the city council finds that the acreage is necessary to meet the city's legal fair share obligation based on maximum multifamily densities.

Any proposal approved under this subsection shall be required to have all housing units permanently affordable to persons or families of moderate, low and very low income.

The intent of this exemption is to provide sufficient land for housing to accommodate moderate, low and very low-income housing, as may be necessary over time.

- (f) Any development project that has obtained a vested right pursuant to state law prior to March 8, 2000, the effective date of Ordinance 2008 adopting Measure J.

#### 41.01.040 Definitions

As used herein, the following words and phrases shall have the following meanings:

**Agriculture and open space land use designation, agricultural land use designation or urban reserve land use designation** shall refer to the 1987 General Plan land use designations and the uses permitted within these land use designations that provide for agricultural or open space uses, including, but not limited to, agriculture, agriculture reserve, agricultural open space, environmentally sensitive habitat area, greenbelt/agriculture buffer, or urban reserve as they exist on August 1, 1999, in particular:

- (1) Agricultural reserve** means agricultural lands designated as permanent agriculture. This designation is used in areas to ensure a permanent buffer between adjacent jurisdictions.
- (2) Agricultural open space** means lands in agricultural use and land designated to protect valuable natural resources.
- (3) Agricultural uses** include farmlands (including farmhouses and farm buildings) and land to be used for the production of food and fiber. Residential and nonresidential uses that preclude agricultural uses are prohibited.
- (4) Urban reserve** means land designated for potential urban development after the development of land designated for urban uses on the General Plan land use map.

It is the intent of the agricultural and open space land use designations to protect valuable natural resources such as agricultural land and natural habitat, to allow for productive agricultural use, to ensure a permanent buffer between adjacent jurisdictions and to serve as a visual amenity around urban development. It is further the intent of these land use designations to preserve existing wildlife habitat and develop new wildlife habitat. Wildlife preserves, low intensity recreation, nature study and interpretive centers are permissible uses if the particular use is compatible with agricultural and/or habitat uses.

**General Plan land use map, General Plan map or land use map** specifically refers to the land use map from the 1987 City of Davis General Plan, as amended through August 1, 1999.

**Affordable to moderate and very low-income persons or families** shall have the same meaning and income levels as those used in the city's affordable housing ordinance, Article 18.05 of the City's Municipal Code, or as used by the United States Department of Housing and Urban Development.

**Urban use or urban land use designation** refers to any land use designation that permits development, including, but not limited to, any residential use (with a density greater than one unit per twenty gross acres), retail, office, highway/service commercial, recreational/commercial, business parks, public/semi-public, industrial, or other non-open space or non-agricultural use characteristic of urban development.

**Significantly or significantly changed or modified** means that the proposed change or modification materially alters the essential characteristics of the project or the baseline feature or requirement.

#### § 41.01.050 **Elections.**

- (a)** Except for the renewal or repeal of this article pursuant to Section 4 of Ordinance Nos. 2350 and 2581, any direct or indirect costs to the City of Davis caused by the elections mandated by this article shall be borne by the applicants of the amendment of the General Plan land use map designation or other development proposal requiring the election, unless otherwise prohibited by state law.
- (b)** Elections mandated by this article shall be consolidated with other elections, whenever feasible. Different proposals may appear on the same ballot at the same election provided that each separate proposal affecting a discrete property or development project shall be submitted to the voters as a separate measure.

## Attachment 4

### Excerpts from Housing Element Sites Inventory Guidebook

[https://www.hcd.ca.gov/community-development/housing-element/docs/sites\\_inventory\\_memo\\_final06102020.pdf](https://www.hcd.ca.gov/community-development/housing-element/docs/sites_inventory_memo_final06102020.pdf)

An effective housing element provides the necessary conditions for conserving, preserving and producing an adequate supply of housing affordable at a variety of income levels and provides a vehicle for establishing and updating housing and land-use strategies to reflect changing needs, resources, and conditions. Among other things, the housing element establishes a jurisdiction's strategy to plan for and facilitate the development of housing over the five-to-eight year planning period by providing an inventory of land adequately zoned or planned to be zoned for housing and programs to implement the strategy.

Other characteristics to consider when evaluating the appropriateness of sites include physical features (e.g., size and shape of the site, improvements currently on the site, slope instability or erosion, or environmental and pollution considerations), location (e.g., proximity to and access to infrastructure, transit, job centers, and public or community services), competitiveness for affordable housing funding (e.g., Low Income Housing Tax Credit scoring criteria), and likelihood or interest in development due to access to opportunities such as jobs and high performing schools. When determining sites to include in the inventory to meet the lower income housing need, HCD recommends that a local government first identify development potential in high opportunity neighborhoods. This will assist the local government in meeting its requirements to affirmatively further fair housing and ensure developments are more competitive for development financing.

Parcels included in the inventory, including any parcels identified for rezoning, must have sufficient water, sewer, and dry utilities available and accessible to support housing development. Or the parcel can be included in a program or plan of a public or private entity to secure sufficient water, sewer, and dry utilities supply to support housing development on the site in time to make housing development realistic during the planning period.

Sites must be identified throughout the community in a manner that affirmatively furthers fair housing opportunities (Government Code Section 65583(c)(10)). Affirmatively Furthering Fair Housing means "taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and fosters inclusive communities free from barriers that restrict access to opportunity based on protected characteristics. Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws.

For purposes of the housing element site inventory, this means that sites identified to accommodate the lower-income need are not concentrated in low-resourced areas (lack of access to high performing schools, proximity to jobs, location disproportionately exposed to pollution or other health impacts) or areas of segregation and concentrations of poverty.

The housing element must identify which RHNA income category that each site in the inventory is anticipated to accommodate. On the site inventory, specify whether the site or a portion of the site is adequate to accommodate lower income housing, moderate-income housing, or above moderate-income housing. Sites can accommodate units for more than one income category.

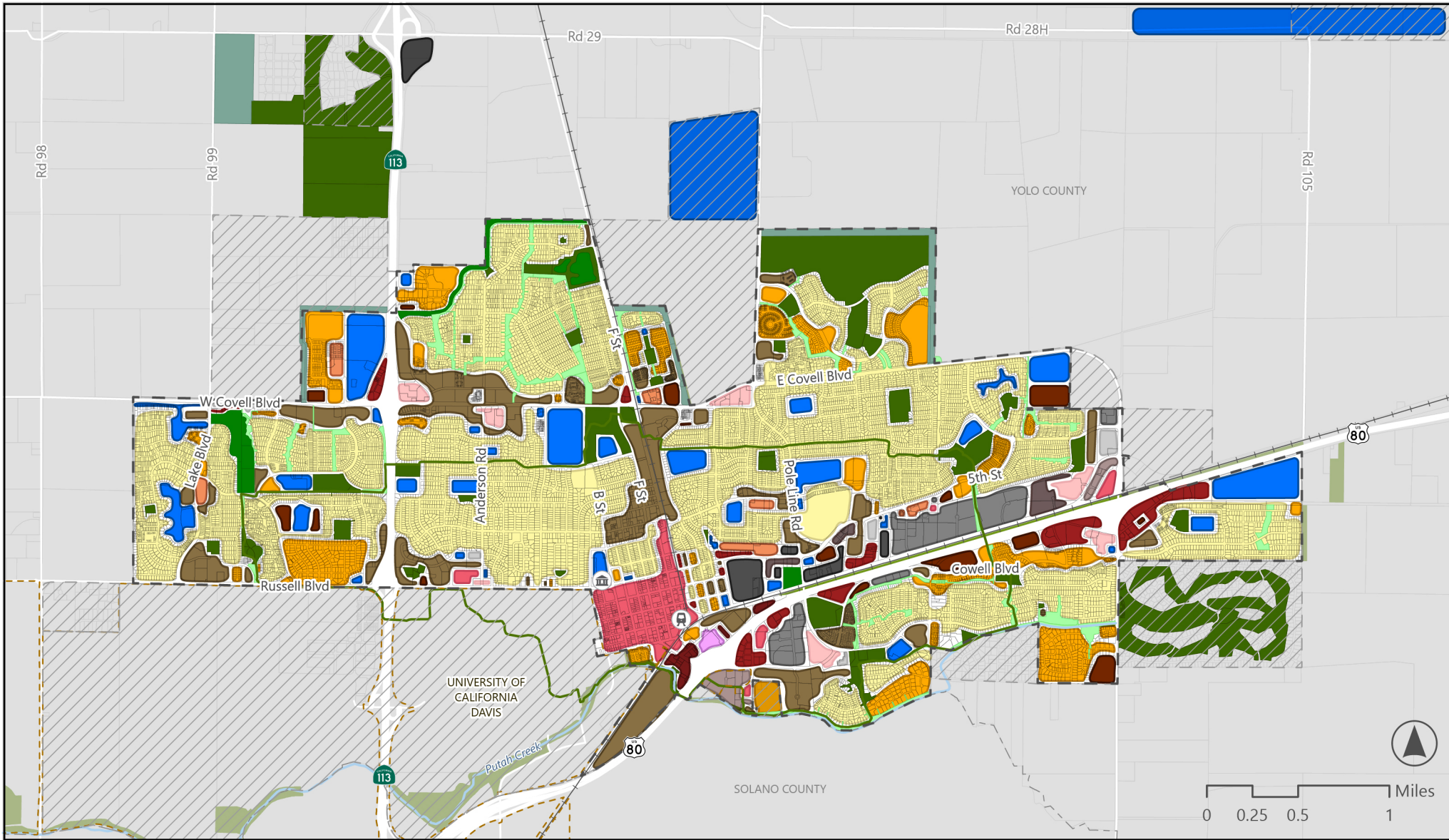
The housing element need only describe those environmental constraints where documentation of such conditions is available to the local government. This analysis must demonstrate that the existence of these features will not preclude development of the sites identified in the planning period at the projected residential densities/capacities.

If a proposed parcel is more than 0.5 acres or less than 10 acres, is the size of the site automatically considered appropriate to accommodate lower income RHNA? Not necessarily. If the size of the parcel in combination with the allowable density and accompanying development standards cannot support a housing development affordable to lower income households, further analysis and programs may be needed to demonstrate the suitability of that site to accommodate the portion of the RHNA for lower income households.

If the inventory identifies nonvacant sites to address a portion of the RHNA, the housing element must describe the realistic development potential of each site within the planning period. Specifically, the analysis must consider the extent that the nonvacant site's existing use impedes additional residential development, the jurisdiction's past experience converting existing uses to higher density residential development, market trends and conditions, and regulatory or other incentives or standards that encourage additional housing development on the nonvacant sites.

If the jurisdiction must rely on annexation to accommodate its RHNA, the housing element must include a program committing to completing the annexation within three years of the planning period.

# Concept 1: Concentrated Growth

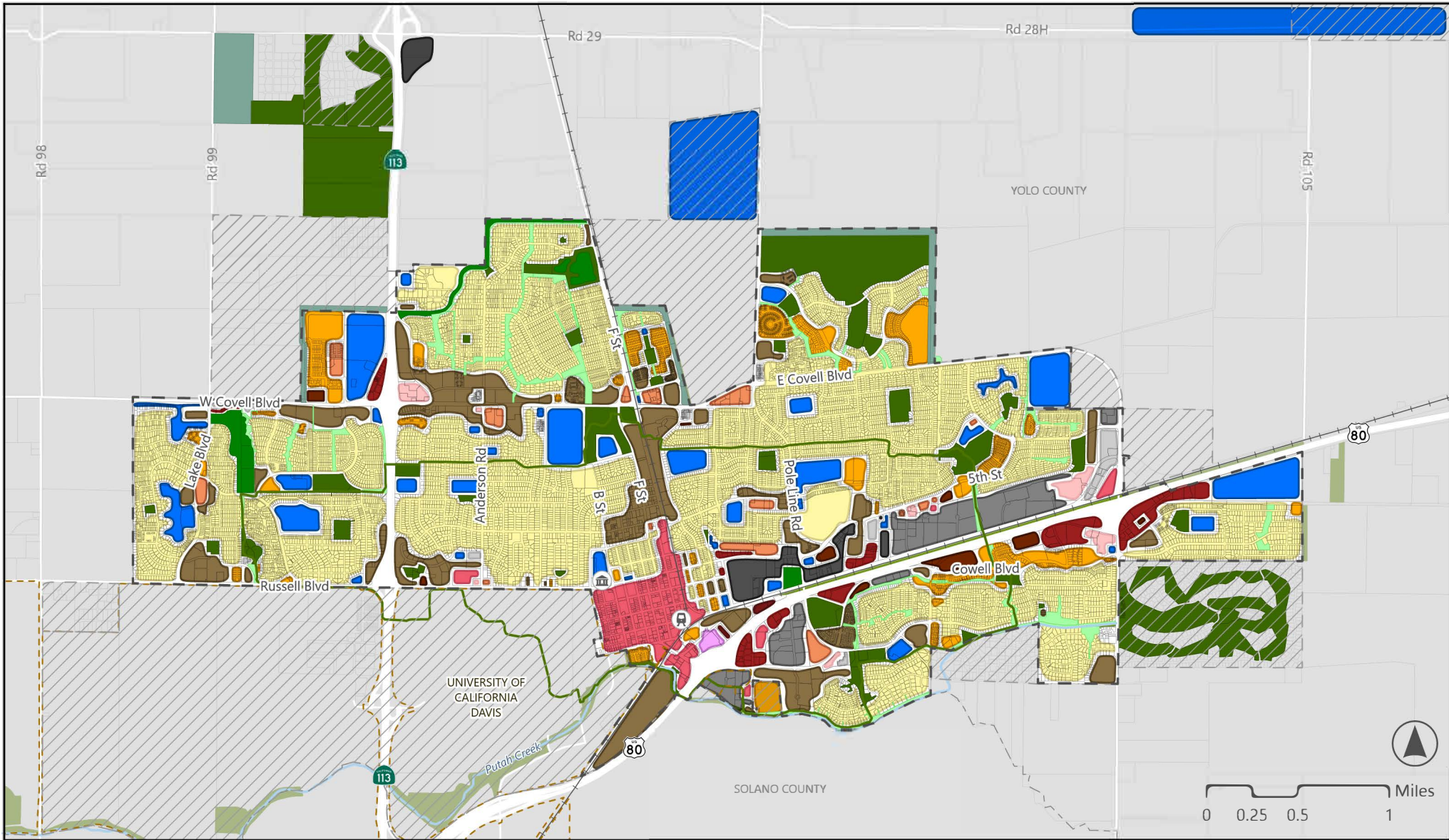


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|---------------------|--|----------------|--------------------|----------------------------|---------------------------------|--------------------------------------|
| City of Davis       | Publicly Accessible Open Space                         | Amtrak Station | General Commercial | Mixed Use                  | Residential High Density        | Natural Habitat Area                 |
| Sphere of Influence | Greenbelts   | City Hall      | Commercial Service | Neighborhood Mixed-Use     | Residential Medium High Density | Greenbelt                            |
| UC Davis Campus     | Parks  | Highways       | Retail             | East Olive Drive Multi-Use | Residential Medium Density      | Park                                 |
| County Boundary     | Publicly Accessible Open Space Outside the City Limits | Major Roads    | Business Park      | Public/Semi-Public         | Residential Low Density         | Urban Agricultural Transitional Area |
|                     |  | Local Roads    | Office             |                            |                                 |                                      |
|                     |  | Rail Lines     | Commercial/R&D     |                            |                                 |                                      |
|                     |  | Bike Loop      | Industrial/R&D     |                            |                                 |                                      |
|                     |  | Rivers/Creeks  | Industrial         |                            |                                 |                                      |

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CEJC, OSHC, PC, RPC, SSC, & TC



# Concept 2: Dispersed Infill

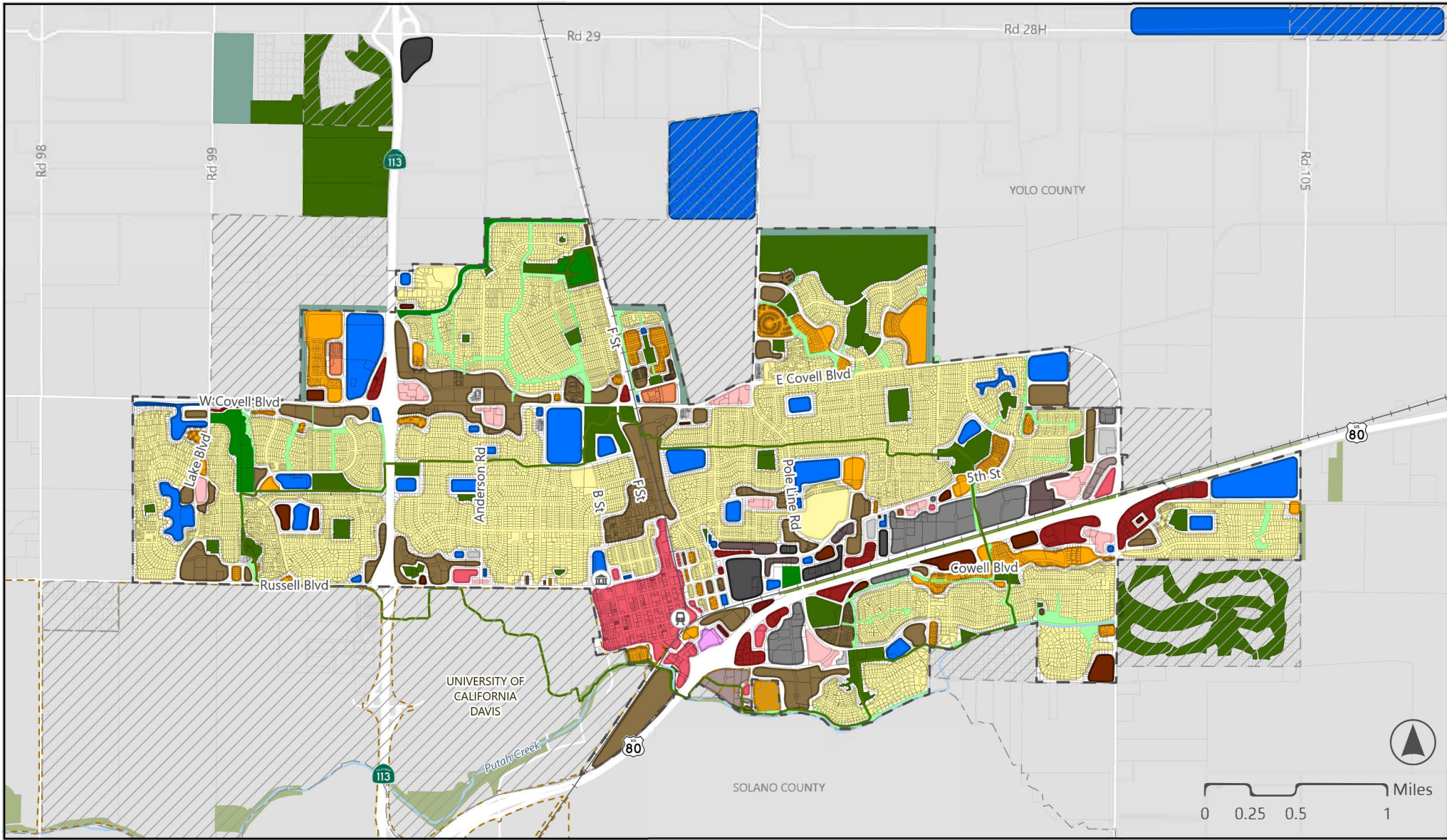


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|---------------------|--|----------------|--------------------|----------------------------|---------------------------------|--------------------------------------|
| City of Davis       | Publicly Accessible Open Space                         | Amtrak Station | General Commercial | Mixed Use                  | Residential High Density        | Natural Habitat Area                 |
| Sphere of Influence | Greenbelts   | City Hall      | Commercial Service | Neighborhood Mixed-Use     | Residential Medium High Density | Greenbelt                            |
| UC Davis Campus     | Parks  | Highways       | Retail             | East Olive Drive Multi-Use | Residential Medium Density      | Park                                 |
| County Boundary     | Publicly Accessible Open Space Outside the City Limits | Major Roads    | Business Park      | Public/Semi-Public         | Residential Low Density         | Urban Agricultural Transitional Area |
|                     | Rivers/Creeks  | Local Roads    | Office             |                            |                                 |                                      |
|                     |  | Rail Lines     | Industrial         |                            |                                 |                                      |
|                     |  | Bike Loop      |                    |                            |                                 |                                      |

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# Concept 3: Employment Focus



City of Davis	Publicly Accessible Open Space	Amtrak Station	General Commercial	Mixed Use	Residential High Density	Natural Habitat Area
Sphere of Influence	Greenbelts	City Hall	Commercial Service	Neighborhood Mixed-Use	Residential Medium High Density	Greenbelt
UC Davis Campus	Parks	Highways	Retail	East Olive Drive Multi-Use	Residential Medium Density	Park
County Boundary	Publicly Accessible Open Space Outside the City Limits	Major Roads	Business Park	Public/Semi-Public	Residential Low Density	Urban Agricultural Transitional Area
		Local Roads	Office			
		Rail Lines	Commercial/R&D			
		Bike Loop	Industrial/R&D			
		Rivers/Creeks	Industrial			

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CEJC, OSHC, PC, RPC, SSC, & TC

Source: City of Davis (2025), UC Davis (2025), Yolo County (2025), CalTrans (2025), California Department of Fish and Wildlife (2025).



# Concept: Outside City Limits

