

CITY OF DAVIS
COMBINED MUNICIPAL SERVICE REVIEW/
SPHERE OF INFLUENCE UPDATE
FINAL DRAFT

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CITY OF DAVIS
Municipal Service Review /
Sphere of Influence Update

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TABLE OF CONTENTS

1.0 Executive Summary1.0-1

2.0 Introduction.....2.0-1

3.0 Growth and Population Projections3.0-1

4.0 Infrastructure Analysis 4.0-1

 4.1 Water.....4.0-2

 4.2 Wastewater.....4.0-7

 4.3 Drainage.....4.0-9

 4.4 Solid Waste 4.0-12

 4.5 Circulation and Roadways 4.0-13

 4.6 Law Enforcement..... 4.0-17

 4.7 Fire Protection and Emergency Medical Service..... 4.0-22

 4.8 Parks, Recreation, and Community Services 4.0-28

5.0 Financing, Rates, and Facilities Sharing.....5.0-1

6.0 Local Accountability and Management Efficiencies.....6.0-1

7.0 Government Structure Options7.0-1

8.0 Municipal Service Review Determinations.....8.0-1

9.0 Sphere of Influence Determinations.....9.0-1

TABLE OF CONTENTS

LIST OF FIGURES

- Figure 1.0-1 – Proposed City of Davis Sphere of Influence
- Figure 1.0-2 – Existing City of Davis Sphere of Influence
- Figure 1.0-6 – Changes to the City of Davis Sphere of Influence
- Figure 3.0-1 – FMMP Important Farmlands & Williamson Act Lands
- Figure 3.0-2 – City of Davis General Plan Designations
- Figure 3.0-3 – Urbanized Areas
- Figure 3.0-4 – City Owned Lands
- Figure 4.3-1 – Drainage Areas
- Figure 4.6-1 – Police Sector Boundaries
- Figure 4.7-1 – Fire District Boundaries
- Figure 4.8-1 – Parks, Open Space and Golf Courses
- Figure 9.0-1 – SOI Sites Considered

1.0 EXECUTIVE SUMMARY

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ABOUT THE CITY OF DAVIS

The City of Davis, located in the southern part of Yolo County in a predominantly agricultural area, was incorporated in 1917 and has a council-manager form of government. The City provides a full range of services including police and fire protection; water and wastewater utilities; construction and maintenance of streets, roads and infrastructure; planning and zoning; parks; and general administrative and support services. With a current population of approximately 64,938, the City has seen slow but steady growth over the past decade.

PURPOSE OF THE DOCUMENT

This Municipal Service Review (MSR) is required to update the City's Sphere of Influence (SOI) to ensure that adequate public services can be provided within the probable physical boundaries and service area of the City over the next 20 years. A Sphere of Influence Update is being prepared, based on the determinations with this report.

In addition, the City's SOI does not accurately reflect the current areas for new growth to meet growth demands over the 20-year planning period. The City's available residential, industrial and commercial land base is building out at a steady pace and additional lands are needed to accommodate projected growth. This SOI Update will designate the areas where growth is most appropriate, and where future annexations may occur.

ACTIONS FOR APPROVAL

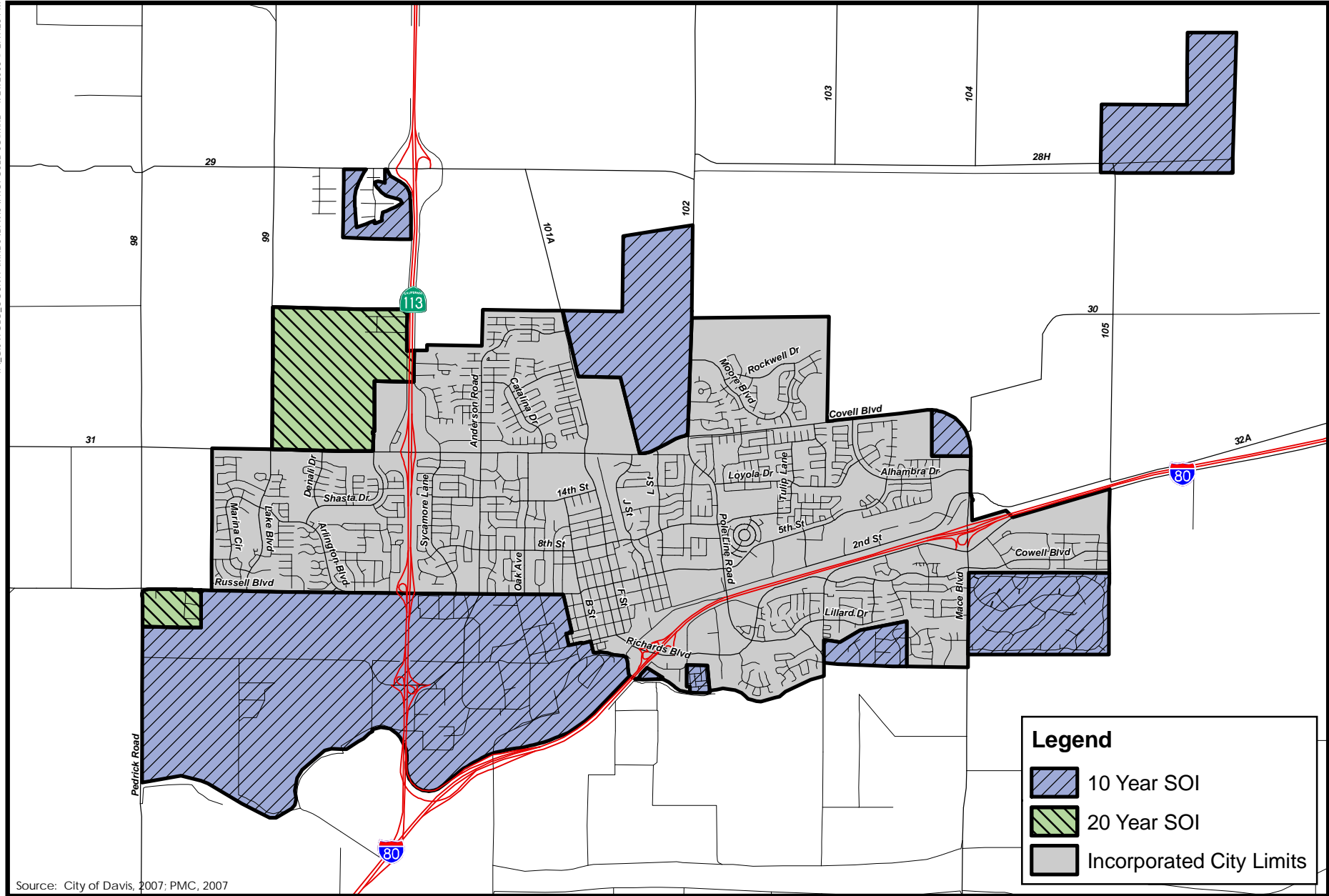
Actions for approval of this SOI Update include:

1. Completion of this Combined Municipal Service Review/Sphere of Influence Update;
2. Completion of the environmental review process consistent with the California Environmental Quality Act (CEQA);
3. Public outreach and notification; and
4. Yolo Local Agency Formation Commission (LAFCo) approval and adoption of the Municipal Service Review and Sphere of Influence Update for the City of Davis.

PROPOSED SPHERE OF INFLUENCE

The primary differences between the 1988-adopted SOI and the proposed SOI include the removal of several prime agricultural areas, the extension of the SOI to a non-prime agricultural area, moving the property owned by the University of California at Davis within the 10-year SOI, and the adjustment of areas to reflect where growth is likely to occur. **Figure 1.0-1** shows the proposed SOI, with **Figure 1.0-2** showing the existing SOI, and **Figure 1.0-3** showing the changes.

Current City Boundaries:	6,355 acres	Projected Peripheral Growth:	0.75% annually
1988 Primary SOI:	7,793 acres	1988 Secondary SOI:	3,411 acres
Proposed Primary SOI:	10,448 acres	Proposed Secondary SOI:	627 acres
Non-Urbanized Land within Proposed SOI:	996 acres		



Source: City of Davis, 2007; PMC, 2007

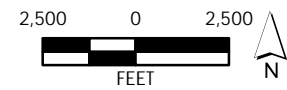


Figure 1.0-1
Proposed City of Davis Sphere of Influence



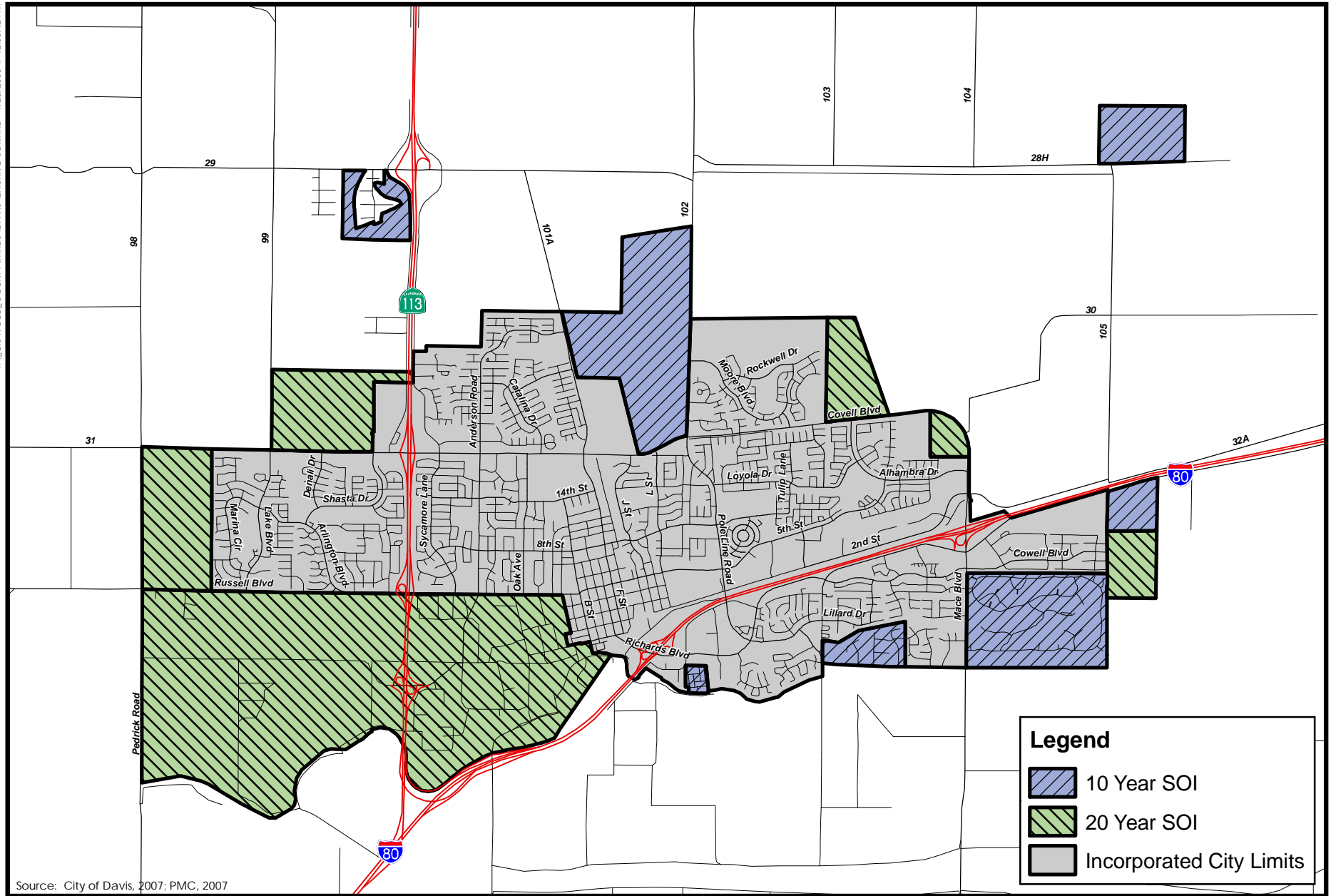


Figure 1.0-2
Existing City of Davis Sphere of Influence

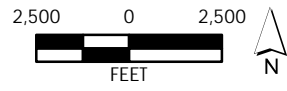
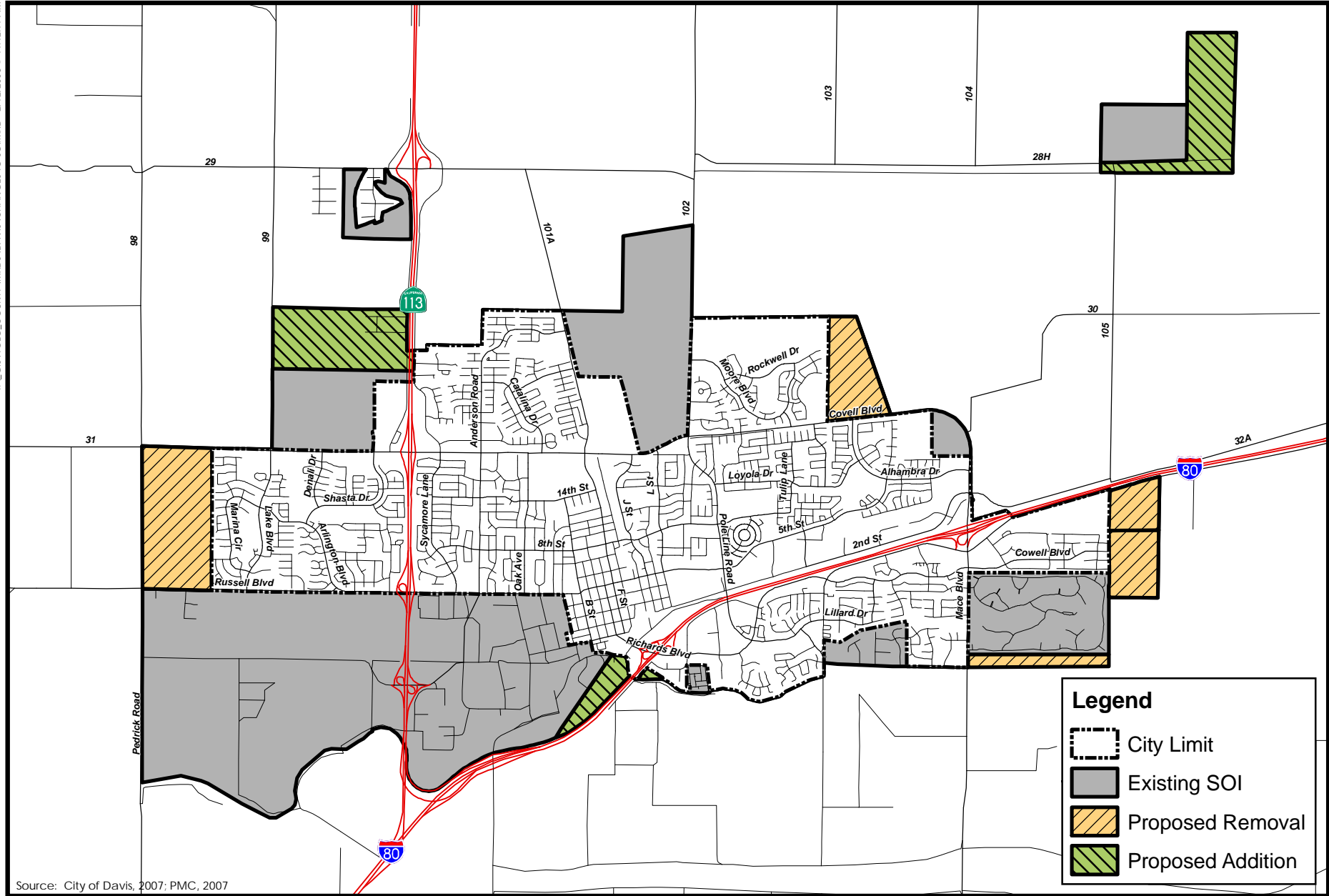


Figure 1.0-3
Changes to Existing Sphere of Influence

2.0 INTRODUCTION

2.0 INTRODUCTION

PURPOSE OF THE COMBINED MUNICIPAL SERVICE REVIEW / SPHERE OF INFLUENCE UPDATE

This combined Municipal Service Review (MSR) and Sphere of Influence Update (SOI Update) is intended to provide an analysis of the available services within the City and determine if municipal services can be extended to adequately serve future growth areas that may be included within the City of Davis's boundaries.

This MSR/SOI Update will be used to update the City of Davis' Sphere of Influence (SOI). The SOI indicates the probable physical boundaries and service area of the City over the next 20 years. Updating the City's SOI will define the areas likely to annex into the City's boundaries. **Figure 1.0-1** shows the proposed SOI.

This MSR evaluates the structure and operation of City services. The MSR includes a discussion of the plans and ability of each provider to ensure adequate municipal service provision to future developments currently outside of the City boundaries. Key sources for this study were publicly available documents, City Council hearings, master plans, and department-specific information gathered through research and interviews.

This has been prepared by the Yolo Local Agency Formation Commission (LAFCo), in accordance with the requirements of the Cortese-Knox-Hertzberg Local Reorganization Act of 2000, the Governor's Office of Planning and Research Municipal Service Review Guidelines, and the Yolo LAFCo policies as a means of identifying and evaluating public services for the City of Davis and to update the City's SOI.

BACKGROUND

The Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires each LAFCo to update SOI for all applicable jurisdictions in the County. A SOI is defined by Government Code Section 56425 as "a plan for the probable physical boundary and service area of a local agency or municipality". The Act further requires that a MSR be conducted prior to or, in conjunction with, the update of a sphere of influence.

The City of Davis' Municipal Service Review has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and in conjunction with an update to the City's Sphere of Influence.

LAFCO'S ROLE

The fundamental role of LAFCo is to implement the CKH Act, consistent with local conditions and circumstances. The CKH Act guides LAFCo's decisions. The major goals of LAFCo as established by the CKH Act include:

- Encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- Promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- Discourage urban sprawl;

2.0 INTRODUCTION

- Preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- Exercise its authority to ensure that affected populations receive efficient governmental services;
- Promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide necessary services and housing;
- Make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- Establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions, and financial resources;
- Determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary, consider reorganization with other single purpose agencies that provide related services;
- Update SOIs as necessary but not less than every five years; and
- Conduct a review of all municipal services by county, jurisdiction, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs.

To carry out State policies, LAFCo has the power to conduct studies, approve or disapprove proposals, modify boundaries, and impose terms and conditions on approval of proposals. Existing law does not provide LAFCo with direct land use authority, although some of LAFCo's discretionary actions indirectly affect land use. LAFCo is expected to weigh, balance, deliberate, and set forth the facts and determinations of a specific action when considering a proposal.

SERVICES AND ISSUE REVIEW

The analysis has been divided up into six sections: Growth and Population Projections; Infrastructure Needs and Capabilities; Financing, Rates, and Facility Sharing; Local Accountability and Management Efficiencies; Government Structure; and Sphere of Influence Determinations. These sections represent the analysis and determinations required in the topic areas set forth in the CKH Act. The determinations required have been consolidated within the six sections for ease of reading.

Growth and Population Projections

This section analyzes the projected growth within the City and within the probable physical boundaries and service area of the City over the next 20 years.

Infrastructure Needs and Capabilities

This section analyzes whether sufficient infrastructure and capital are in place, and reviews capabilities for accommodating future growth in service demands. Services studied include:

- Water
- Wastewater
- Drainage
- Solid Waste
- Circulation and Roadways
- Law Enforcement
- Fire Protection and Emergency Medical Services
- Parks, Recreation and Community Services

Financing, Rates, and Facility Sharing

This section examines the fiscal status of the City. The City's funding sources, rate structure, expenditures, and debts are evaluated to determine viability and ability to meet existing and expanded service demands. This section includes factors affecting the financing of needed improvements, including utilized opportunities and shared facilities for City Departments and agencies to reduce costs.

Local Accountability and Management Efficiencies

This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. Overall management practices are discussed and considered.

Government Structure

This section evaluates the ability of the City to meet its demands under its existing government structure, alternatives to the current government structure, boundaries, and future service areas.

Municipal Service Review Determinations

This section summarizes the required Municipal Sphere of Influence determinations for the sections previously considered.

Sphere of Influence Determinations

This section evaluates the proposed Sphere of Influence for the City of Davis, relative to the capabilities of the services provided and future growth.

SPHERE OF INFLUENCE UPDATE PROCESS

Yolo LAFCo's methodology for SOI lines has a requirement for a 10-year growth boundary for immediate growth and projected service extension (Primary SOI), along with the required 20-year long term growth boundary (Secondary SOI). The SOI delineates the service capability and

2.0 INTRODUCTION

expansion capacity of the City's services. The 10-year line will represent the ability of the City to provide adequate services within ten years. The 20-year line will show the long-term expectations of the provision of municipal service influence, impact, and control.

The process of preparing these documents has several steps, as shown below.

Sphere of Influence Update Process Outline

1. Concurrent preparation of a draft Municipal Services Review and a draft Sphere of Influence Update.
2. Completion of the environmental review process consistent with the California Environmental Quality Act (CEQA).
3. Public review of the Municipal Service Review, updated Sphere of Influence, and environmental review documents.
4. Approval of the Municipal Service Review, updated Sphere of Influence, and acceptance of the appropriate environmental document.

Sphere of Influence Guidelines

The Sphere of Influence guidelines adopted by Yolo County LAFCo provide direction in updating the Sphere of Influence of the City of Davis. Each of the following guidelines has been addressed in either the Sphere of Influence Update or the Municipal Service Review for the City.

LAFCo will consider the following criteria when studying and determining the SOI:

1. Retention and strengthening of community identities, as well as increasing efficiency and conserving resources, by providing essential services within a framework of controlled growth.
2. Identification of the county's prime agricultural land and protection of this land through all available devices, such as including controlling the provision of services, requiring infill development first, and preferring non-prime land for growth. Other open-space resources such as stream banks, flood plains, and present and future recreation areas should also be protected for public benefit.
3. Creation of realistic and controlled, yet flexible, planning areas into which anticipated services can be expanded, as growth requires and as the communities' resources provide.
4. Provision of infrastructure systems such as streets, sewers, water, open space for parks and recreation as a product of growth, rather than growth inducing.
5. Encouragement of city annexation or incorporation as a means of supplying the full range of urban services as required.
6. Evaluation of the availability and need for basic services in each community and forecast these to meet anticipated population growth, and recommend creation, expansion, consolidation and/or reorganization of districts when need for such change is indicated.

3.0 GROWTH AND POPULATION PROJECTIONS

3.0 GROWTH AND POPULATION PROJECTIONS

This section analyzes the projected growth within the City and within the probable physical boundaries and service area of the City over the next 20 years.

CURRENT CONDITIONS

The City of Davis is an urban city with a steadily slow-growing population. The City is immediately adjacent to the University of California, Davis (UC Davis) and, as a result, is known as a “university town”. The City is known for its environmental stewardship through its environmental policies and practices. The City has stated that future growth should be slow, maintain a “small-town” feel, preserve prime agricultural land, provide a buffer between other cities, and have adequate access to the City’s core areas.

The City’s available residential, industrial and commercial land base is currently building out at a steady pace and is projected to require additional areas for growth within the 20-year period. The remaining major undeveloped areas and areas that have been identified for potential redevelopment include the Callori Property, Grande Site, Lewis Property, Lillard Property, Mace Ranch, Nugget Fields, Oakshade, Ott, PG&E Service Center, Simmons Estates, University Research Park, Willowbank, and Willow Creek, as identified by the City’s General Plan Update Committee. Redevelopment and infill projects provide additional opportunities for some expansion and growth within the City, but are estimated to be insufficient for the projected growth within the next 20 years. Additional lands outside the current boundaries are necessary to accommodate projected growth.

Several large development projects have been conceptually proposed outside of the City limits; however, none have been approved. With no major annexations within the past decade, the City has limited options within existing City boundaries to accommodate growth.

GROWTH CONSTRAINTS

There are several constraints that limit the City’s expansion of boundaries. The major constraints are discussed below.

New Housing Limits

The City maintains a cap on the number of new housing units permitted per year. Under Resolution No. 05-27, the City Council limited the City’s annual average growth rate to 1% based on the number of residential dwelling units. The City maintains this 1% growth rate cap by restricting the number of new dwelling units permitted per year. The growth cap could restrict the City’s future growth. The 1% growth is currently equivalent to approximately 260 units per year.

In addition, the City further restricts the growth of new peripheral residential units to a maximum of 60% of the 1% growth cap per year. This would allow an outward growth of approximately 0.6% of the City, with the remaining development being infill. This would limit the expansion of the City’s boundaries by specifying the permitted amount of outward development.

The City has exceptions to the residential unit cap. Units exempt from the 1% limit include permanently affordable housing, approved second units, and units within “vertical” mixed use buildings. Major residential developments are required to dedicate 25% of the units to affordable housing, either directly by constructing affordable units, or by contribution of a fee for the

3.0 GROWTH AND POPULATION PROJECTIONS

construction of affordable units. The affordable unit requirement could contribute an additional annual growth of 0.25%, resulting in a total growth rate of 1.25% for the City, or an estimated 0.75% peripheral growth.

Voter Approval of Changes to General Plan Land Use Designations

Virtually all annexation and development of lands outside of the City's current boundaries are required to gain voter approval. Measure J, approved by voters in 1999, requires voter approval for proposed changes to agricultural and open space general plan land use designations. Voters must approve a proposal by a simple majority.

Since virtually all lands at edge of the urban area are designated as agricultural or open space lands, Measure J voter approval would be required for any annexation of undeveloped lands into the City. As of December 2007, only one project was subject to Measure J, the Covell Village development, which was rejected by voters. As a result, the lands retained their agricultural land use designation, development of the land was not permitted (as developments would be inconsistent with the agricultural land use designation), and no annexation occurred.

Measure J includes exemptions, which could ease restrictions on certain developments outside of the City. Measure J exemptions permit the changing of land use designations, without voter approval, for schools, parks, and affordable housing necessary to meet regional fair share needs. This removes a significant land use restriction to allow schools, parks, and affordable housing to be eventually annexed into the City.

Political Boundaries

The City of Davis may only expand within Yolo County. The City lies just north of the border between Solano County and Yolo County. Cities must remain within their respective county boundaries. As such, the City is unable to expand towards the south into Solano County.

University Property

The City of Davis has no land use authority within the university owned properties. UC Davis is a state institution and is exempt from local planning regulations. If the City does annex UC Davis property, the university is not required to adhere to the City's land use regulations. As a result, the City is unable to direct the City's growth or land uses on the university property.

In addition, UC Davis does not fall under the purview of the LAFCo as a municipal service provider. Therefore, UC Davis may provide municipal services without LAFCo approval.

University Enrollment

The City's population may fluctuate from year to year, depending on the student enrollment at UC Davis. UC Davis has insufficient housing to accommodate its student population and a majority of students live within the City of Davis. During periods of higher enrollment, there are more students living within the City.

Although UC Davis' expansion and enrollment rates may directly affect the City's population and growth rate, the City's growth policies limit the amount of growth that may occur within the City itself. UC Davis prepared a Long Range Development Plan in 2003 to guide the physical development on campus to accommodate projected enrollment increases through 2016. The plan also includes a new 224-acre residential neighborhood to accommodate some of the

university's projected growth. The construction of new on-campus housing may limit the growth of UC Davis affiliated residents within the City. However, UC Davis' growth will have an impact on the City's growth and services needed.

Agricultural Preservation Policies

Yolo County's agricultural preservation policy directs most urban development into existing cities. This focuses urban development towards existing community areas, such as Davis, with large population centers in the incorporated cities. This results in nearly 85% of the County's population within one of the County's four cities. This is anticipated to continue to restrict annexation of agricultural lands for urban development, particularly prime farmland. **Figure 3.0-1** shows the important farmland classifications and farmlands currently under a Williamson Contract.

The City of Davis has a Right to Farm and a Farmland Preservation ordinance to protect surrounding agricultural lands. The ordinances encourage the preservation of agricultural land within the City's planning area beyond what is deemed necessary for development. The ordinance also requires a minimum of a 2:1 ratio of agricultural mitigation. Development projects that convert agricultural land to nonagricultural land are required to protect two acres of agricultural land for each acre converted. In addition, the City has specific ordinances to protect presently farmed areas and areas with a Class 1, 2, 3 or 4 soil rating.

PROJECTED GROWTH

Regional studies indicate that the City of Davis' housing and job growth is expected to remain steady. The 2035 Metropolitan Transportation Plan (MTP) projects the City will reduce its share of regional employment and housing, with more than 80 percent of the City's growth is expected to occur through scattered infill and redevelopment in the downtown. The MTP estimates that remaining growth is expected to occur through annexation of portions of the City's current Sphere of Influence.

The City's growth restrictions were primarily used to estimate the City's growth over the 20-year planning period. These self-imposed restrictions limit the potential for significant growth, and instead, guide a steady growth of the City.

Various assumptions based on current policies were used to project the growth rate over the next 20 years. The assumption included the following: the City's current 1% growth restrictions; the permitted ratio of peripheral units; average persons per dwelling unit; growth is concentrated towards cities, and the City's growth would require the same proportion of current land uses. This resulted in a maximum projected growth rate of 0.75% for new undeveloped areas. Developed areas that could be annexed into the City are not included.

Population

The current permitted rate of residential growth will require additional areas outside of the existing City boundaries to accommodate future residents. The population is assumed to grow at a maximum average of 1.25% per year, by restricting new residential units to 1% per year, and a requirement for new units to contribute an additional 25% of the 1% for affordable housing. Using the current population and a 1.25% uniform annual population growth rate, the City is projected to grow from 64,938 people to 84,294 people in the year 2028. This results in a 29.8% growth rate in population over the next 20 years. **Table 3.0-1** shows the population projections in 10-year increments.

3.0 GROWTH AND POPULATION PROJECTIONS

Although the City's ordinance permits a maximum average growth of 1.25% per year, it is unlikely that the city will reach this maximum growth rate. The city's growth rate for the past five years was significantly below the 1.25% maximum. However, the maximum growth rate is used for LAFCo projections in the event that the City does experience increased growth demands to allow for adequate future growth planning.

**TABLE 3.0-1
POPULATION ESTIMATES AND PROJECTIONS**

	2007 Estimated	2018 Projected	2028 Projected	Annual Growth Rate	Net Growth 2007-2028
Population ^{1,2}	64,938	74,446	84,294	1.25%	19,356

1 Population for City of Davis based on California Department of Finance Estimate, Table E-4.

2 Population growth is based on an exponential trend using the annual growth rate.

Projected Land Demands

Utilizing the City's residential unit growth limitations and affordable housing requirement, the City's area is projected to grow from the current size of 6,355 acres to 7,356 acres in the next 20 years. This assumes the City will have the same existing densities and land use types as current land uses. The City's total needed acreage is assumed to grow at a maximum average of 0.75% per year, by restricting new development of peripheral residential units to 0.60% per year, and an additional 25% of the 0.60% for affordable housing. As such, the City's SOI will need to designate the growth areas over the next 20 years to accommodate a projected growth of approximately 1,001 acres. **Table 3.0-2** shows the land demand projections in 10-year increments.

**TABLE 3.0-2
PROJECTED LAND DEMANDS FOR NEW DEVELOPMENT**

	Current 2007	Net Growth 2008-2018	Net Growth 2018-2028	Annual Growth 2008-2018	Net Growth 2007-2030
Permitted Peripheral		392	416	0.60%	808
Exempted Peripheral		96	97	0.15%	193
Total Growth		488	513	0.75%	1,001
Overall City Acreage ^{1,2}	6,355	6,843	7,356		

1 Acreage is based on an exponential trend using the annual growth rate.

2 Assumes that similar development types, densities, and land use demands.

** Peripheral growth are based on the City's self imposed limits on the number of new housing units permitted, Resolution No. 05-27*

GROWTH PLANNING

The City's projected growth and anticipated future improvement needs are based upon the General Plan that projects the locations and land use types of future growth within the City of Davis. The 2001 General Plan serves as the overall guiding policy document for land use and development for the City. The Land Use Element of the General Plan designates the general distribution and intensity of all present and future uses of land in the community. The General Plan Land Use Diagram is the site-specific map that illustrates the desired arrangement and location of land uses. Development that occurs within the City must be consistent with the City's

General Plan and the City's Zoning Ordinance. **Figure 3.0-2** shows the City's General Plan Land Use designations.

The Zoning Ordinance and Zoning Map provide more specific development and land use regulations for the City. The Zoning Ordinance is designed to implement the General Plan and promote, protect, and preserve the general public health, safety, and welfare of the residents.

Future Growth Areas

The City's available residential, industrial and commercial land base is building out at a steady pace, resulting in the need for additional undeveloped lands.

No future growth areas have been specifically defined in the City's General Plan. A city's General Plan is used to project future land uses, population increases, and development over a time span of 20 years. While the General Plan does not identify specific areas, various policies serve to guide future growth. Based on these growth policies, three large undeveloped areas are most appropriate for future growth, since no agricultural buffers have been designated for these areas. The three large undeveloped areas are commonly known as Covell Village, Signature Property, and Nishi Property. These areas are not sufficient to accommodate the projected 20-year growth demands. Please see **Section 9.0** for more information about each site and a location map.

Beyond these properties, the City's most likely future growth areas are sites where urban development has been previously considered. These areas include the Lin, Parlin, Shriners Property, and the southern portions of Stonegate Three. These areas are immediately adjacent to the City's existing boundaries, and are appropriate to be developed for urban uses and become a part of the City in the future.

Other growth areas include existing, partially developed areas that are substantially surrounded or served by the City. Such areas include: El Macero area, a 375 acre residential community and a golf course, with a population of approximately 768 residents; Royal Oaks Mobile-home Ranch, a privately-owned mobile-home park with a population of approximately 500 residents; unincorporated Willowbank community, with a population of approximately 300 residents; Binning Tract, near the golf course; and the Cactus Corner area are all outside of the City's boundaries. These areas could experience further growth and urbanization, and could become a part of the City in the future. **Figure 3.0-3** shows these urbanized areas outside of the City.

Municipal Property

City-owned property used for municipal purposes, but are surrounded by the County, are appropriate for future annexation into the City. Current sites include the City's Davis Golf Course and the City's Wastewater Treatment Plant. Other city-owned property within the County considered for municipal uses includes portions of the Old Davis Landfill. These properties, when owned by the City and used for municipal purposes, can become a part of the City's boundaries, even if they are surrounded by the County. **Figure 3.0-4** shows the City Owned Lands outside the City limits.

Sphere of Influence

The City's SOI represents the probable physical boundaries and service area of the City within the next 20 years. The SOI includes undeveloped areas, adjacent developed areas, and

3.0 GROWTH AND POPULATION PROJECTIONS

municipal property. **Figure 1.0-1** shows the City's current boundaries and the proposed Sphere of Influence.

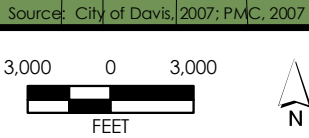
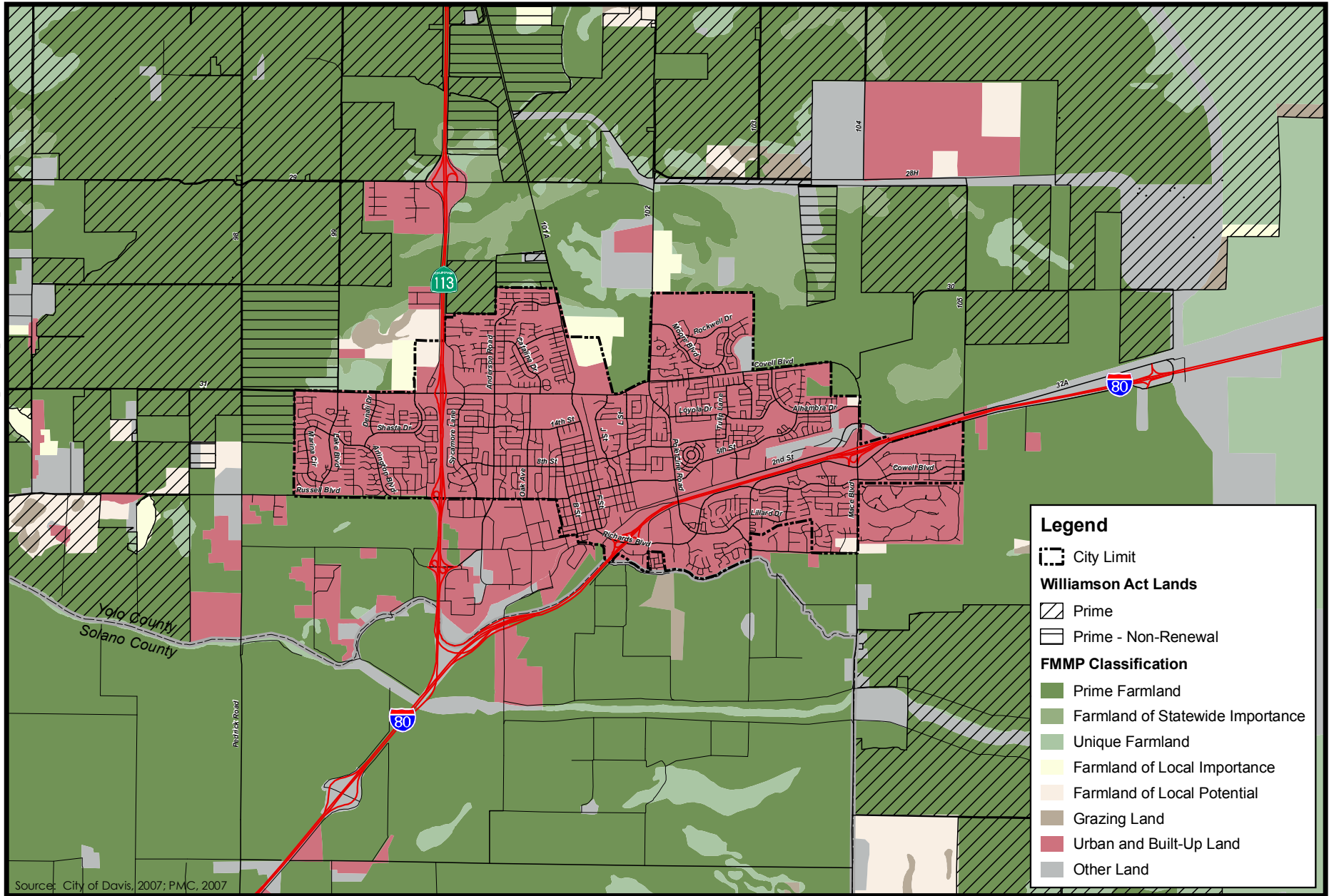
DETERMINATION

Growth and Population

The City is constrained to the south by the County boundary line and UC Davis property. In addition, the City is surrounded by agricultural lands, with most lands designated as prime farmland.

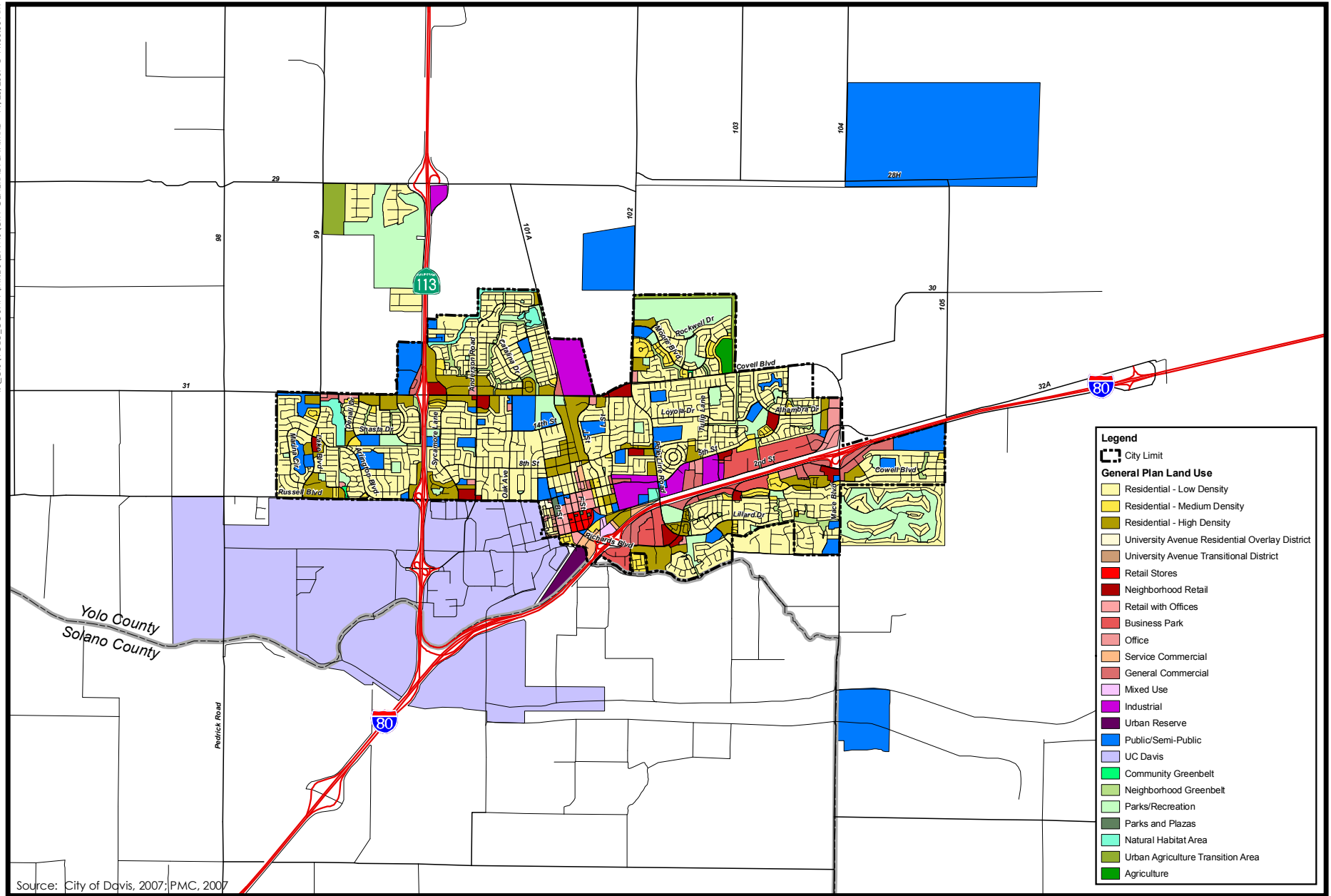
LAFCo has calculated growth projections for the City, based on the City's existing growth policies and conditions. The City's boundaries are projected to grow from the current size of 6,355 acres to 7,356 acres in the year 2028. The current population is projected to grow by 29.8% to 84,294 people in the year 2028. The City's projected growth will require additional lands outside of the current city boundaries. The City has not specifically identified future growth areas in the City's 2001 General Plan.

The proposed Sphere of Influence reflects the areas that are anticipated to become a part of the City's service area, generally with new development along the northern boundaries.



Source: City of Davis, 2007; PMC, 2007

Figure 3.0-1
FMP Important Farmlands & Williamson Act Lands



- Legend**
- City Limit
 - General Plan Land Use**
 - Residential - Low Density
 - Residential - Medium Density
 - Residential - High Density
 - University Avenue Residential Overlay District
 - University Avenue Transitional District
 - Retail Stores
 - Neighborhood Retail
 - Retail with Offices
 - Business Park
 - Office
 - Service Commercial
 - General Commercial
 - Mixed Use
 - Industrial
 - Urban Reserve
 - Public/Semi-Public
 - UC Davis
 - Community Greenbelt
 - Neighborhood Greenbelt
 - Parks/Recreation
 - Parks and Plazas
 - Natural Habitat Area
 - Urban Agriculture Transition Area
 - Agriculture

Source: City of Davis, 2007; PMC, 2007

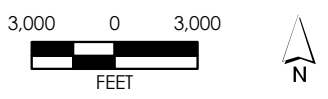


Figure 3.0-2
City of Davis
General Plan Designations
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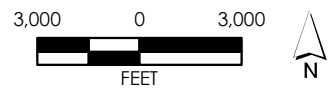
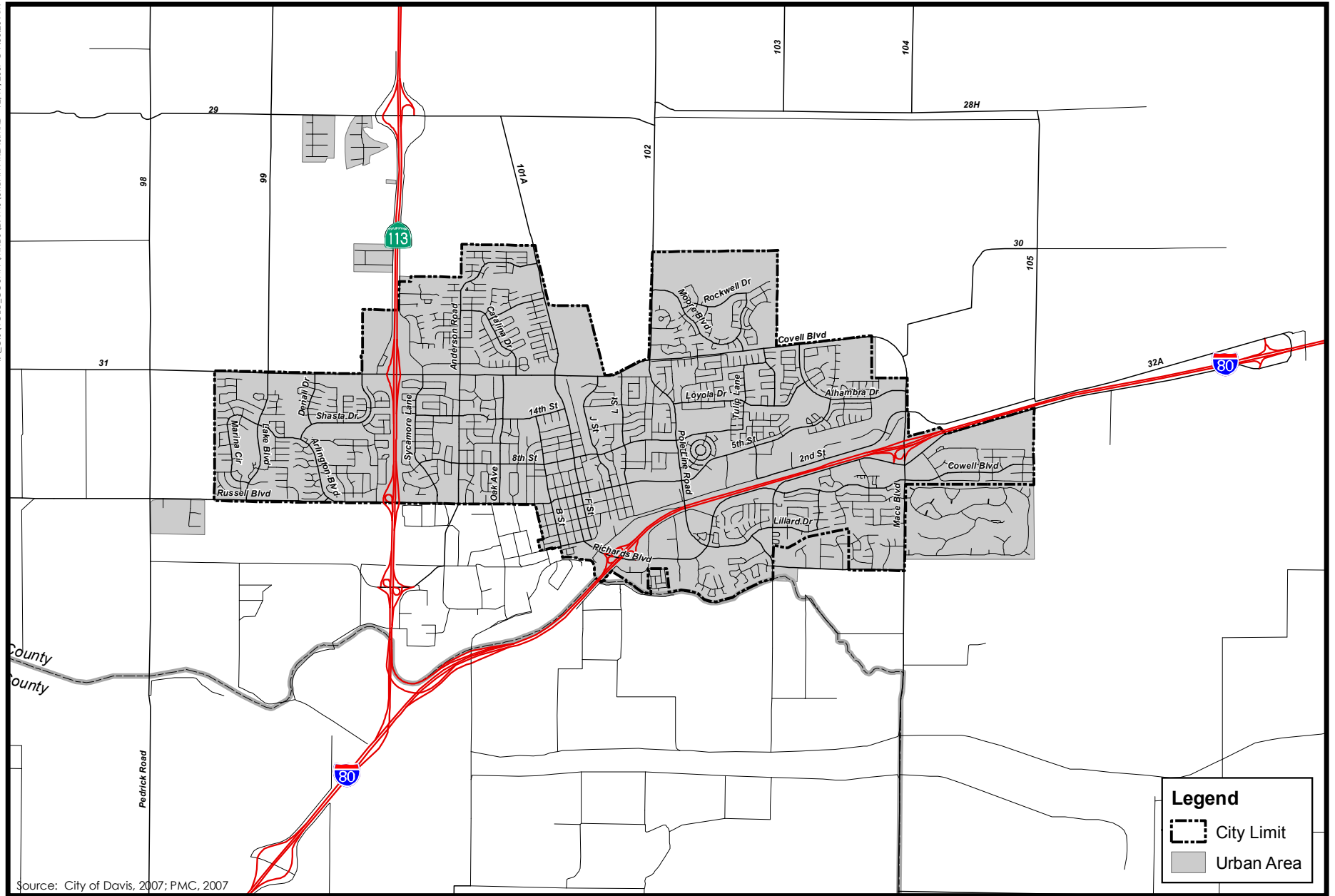


Figure 3.0-3
Urbanized Areas
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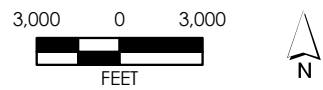
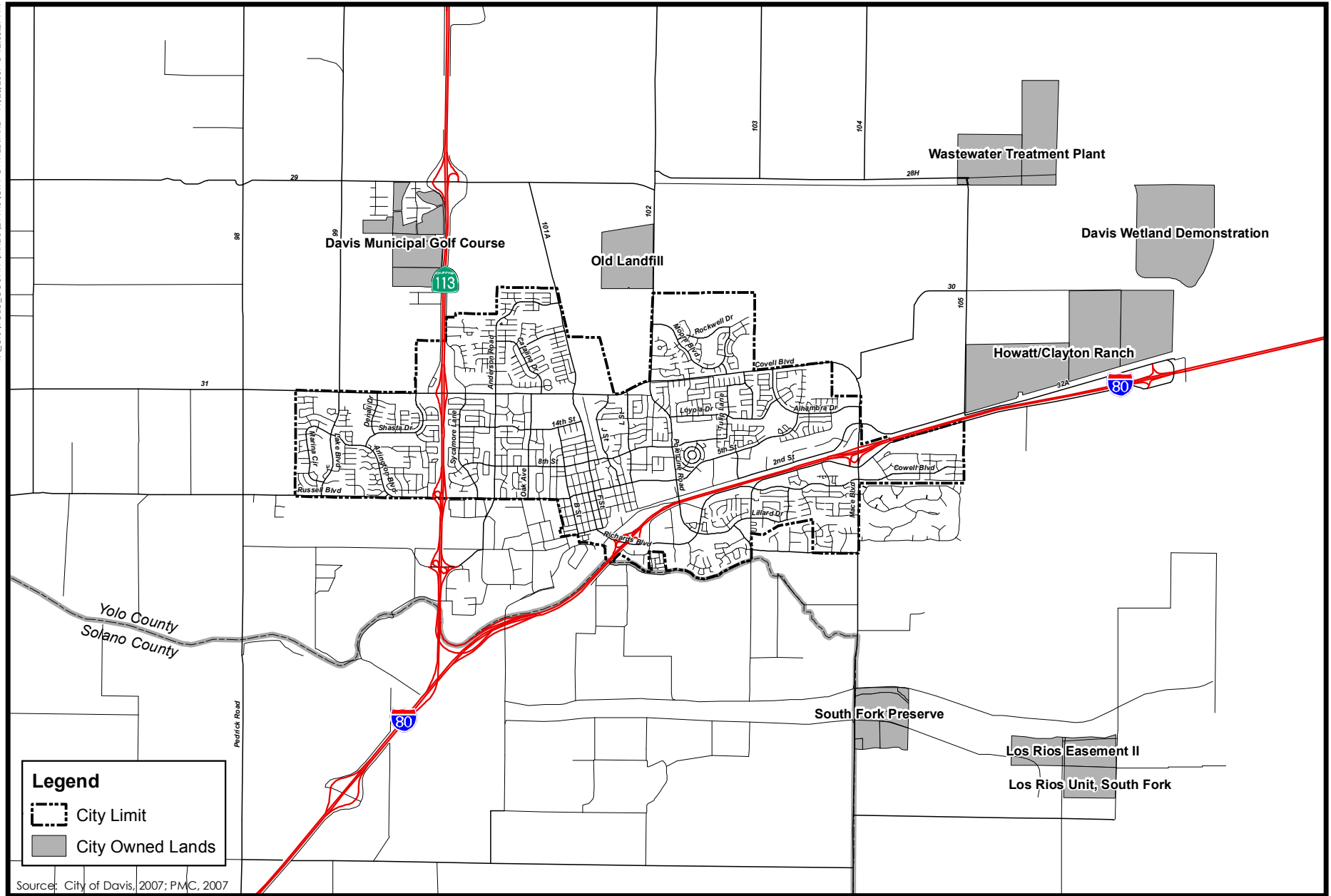


Figure 3.0-4
City Owned Lands
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4.0 INFRASTRUCTURE NEEDS AND CAPABILITIES

4.0 INFRASTRUCTURE ANALYSIS

This section addresses the adequacy of each of the City of Davis' major infrastructure to serve existing users and their abilities to service future demands. The adequacy of each service provided is generally based on each the City's self assessment, as determined by adherence to local preferences and expectations. This self assessment is augmented, where necessary and appropriate, by comparison to surrounding communities or industry standards.

The section is laid out by service, with each of the urban services considered in relation to the availability of infrastructure to meet the existing and future service demands. All of the municipal services are provided by the City, with the exception of solid waste disposal.

Within each service area, the analysis is presented in two ways; by the current level of service and the planned future level of service. The current level of services analyzes the City's current infrastructure and the services presently being provided. The future level of service assesses the plans for upgrades and expansions of services to serve projected growth and expansion of the City.

4.0 INFRASTRUCTURE ANALYSIS

4.1 WATER

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Davis' Public Works Department is the municipal water provider for the City. City staff is responsible for maintaining and repairing the water system.

Service Area

The Public Works Department provides domestic water for the entire City, two County Service Areas (CSA), and the Royal Oaks Mobile-Home Ranch. The City has an agreement to supply water directly from the City's distribution system to the El Macero CSA and the Willowbank CSA, which are adjacent to the City's boundaries. The Department has a total of 16,843 metered service connections, with the majority of 16,292 connections within the City. This represents a total service area population of approximately 67,740 people, as estimated by the City in 2007. In addition, the North Davis Meadows CSA contracts with the City to maintain their separate water system.

The City can also supply water to and receive water from the University of California, Davis (UC Davis), if necessary. UC Davis has its own independent water system and only relies on the City for a backup water supply. The agreement between UC Davis and the City makes provisions for a backup water supply for both agencies, as both agencies can connect to each others' distribution system to provide water. The two interties between the City and UC Davis are opened only after agreement from both parties.

Water Source

The City of Davis has one adequate and stable source of drinking water to serve the needs of its residents. The City draws groundwater primarily from 19 wells located throughout the City. The wells tap into aquifers beneath the city at depths ranging from 300 to 1,800 feet underground. The water is filtered naturally by the sand and gravel it passes through in the aquifers. In addition, the City purchases water from a well owned by the Lewis Operation Corporation. Groundwater supplies the municipal water needs of the entire City.

Many other users utilize the same groundwater source as the City. The City depends on the Sacramento Valley groundwater basin. Within the Groundwater Management Plan area, groundwater is currently the only source of drinking water and the principal source of irrigation water. Nearby cities, farms, and the university rely upon the same groundwater basin. In addition, there are numerous small, shallow wells serving individual residences. There are many competing demands for water from the same source. The California Department of Water Resources has not determined that the groundwater basin is over-drafted.

The City's current groundwater source is subject to a few vulnerabilities. A drinking water source assessment completed in 2002 determined that Davis' groundwater source is most vulnerable to historic and present-day land use activities, including agriculture, the historic use of septic systems, and past practices of dry cleaners, gas stations and light industry. Additionally, the water source is vulnerable to naturally occurring contaminants such as selenium and chromium. This assessment determined the water system's vulnerability to possible sources of contamination. Overall, the assessment concluded that there is a slight to moderate threat that the city's water source could become contaminated by these land use patterns and activities.

Water Quality

Water Treatment

The City's water supply receives minimal treatment. The only treatment administered is the addition of 0.4 parts per million of chlorine (sodium hypochlorite) for disinfection. The amount of chlorine added is within the safe range and is typical of water systems throughout the country. The chlorine dosage is added at various points in the water system, as the water does not pass through a central treatment or distribution facility. No additional treatment, such as fluoride, is added to the City's water distribution.

Dissolved Solids

The City's groundwater source is generally considered very hard and high in dissolved solids. Selenium and nitrates are two primary substances found in Davis tap water. Selenium is a natural element in the soil which may dissolve into groundwater and nitrates are chemicals that may occur from agricultural irrigation and cultivation of the soil due to fertilizers or leaching of water from septic systems. Both selenium and nitrate levels at all city wells are below the maximum standards set by federal and/or state agencies. Long term development of water wells over 1,500 feet deep is planned to improve the aesthetic characteristics of Davis water.

Complaints from residents regarding groundwater quality typically relate to high levels of dissolved solids. Typical complaints include taste, odor, and staining of plumbing fixtures. These problems are typical for this type of groundwater.

Water Quality Issues

The City is required to monitor water quality regularly, which includes taking hundreds of water samples in order to determine the presence of any radioactive, biological, inorganic, volatile organic or synthetic organic contaminants. Below is a summary of the most recent water quality issues.

Coliform

In February 2005, the City exceeded the drinking water standard for coliform bacteria. At the time, 78 bacteriological samples were collected from the Davis/El Macero water distribution system. Four of these samples, or 5.1%, were positive for coliform bacteria and failed to meet the current drinking water standard. The California Department of Health Services (DHS) standard for total coliform is no more than 5% of the samples collected during a month. Because of the violation, the City was required to issue a Public Notice of this failure, which was included in the 2004 Annual Water Quality Report and in the Davis Enterprise.

The DHS recommended that the City increase its chlorine dose from the then 0.2 ppm to between 0.5 and 0.8 ppm and collect additional samples from the source water. The City elected not to provide additional disinfection, but collected and analyzed additional samples until all were found to be free of coliform bacteria. No special precautions were recommended and the City continued to monitor the water system for bacteria on a weekly basis.

Manganese

In 2006, the City exceeded the aesthetic drinking water quality standard for manganese. At the time, two of the City's 21 wells exceeded the DHS-established Secondary Maximum

4.0 INFRASTRUCTURE ANALYSIS

Contaminant Level of 50 ppb (parts per billion) for manganese. These wells each contained 73 ppb and 98 ppb. A Secondary Standard is established for aesthetic reasons only and is not considered a health hazard, as manganese may cause discolored water. The City informed residents of this exceeded standard.

The City continues to use these wells as needed for peak demand season and in order to maintain system-wide pressure. The two wells are tested monthly for manganese to monitor any potential trends towards increasing levels.

Distribution, Treatment and Storage System

Wells

The City's water is supplied from 21 wells. Two of the 21 wells are designated for emergency use only. Of the 21 wells, 17 pump water from the intermediate aquifer at depths between approximately 200 and 600 feet. Newer wells currently pump water from the deep aquifer at depths ranging from 1,500 to 1,800 feet. Currently, the City has a well pumping capacity of approximately 27,645 gpm, with another 2,780 gpm available from booster pumps on storage reservoirs. The wells produce an average of 13 million gallons per day, sufficient for current demands. **Table 4.1-1** shows the production from the City's existing wells.

**TABLE 4.1-1
CITY OF DAVIS WELL INFORMATION**

Well No.	Date Drilled	Aquifer Level	Well Pumping Capacity, gpm	Well No.	Date Drilled	Aquifer Level	Well Pumping Capacity, gpm
1	1982	Intermediate	1,000	24	1982	Intermediate	2,200
7	1952	Intermediate	1,200	25	1987	Intermediate	1,250
11	1961	Intermediate	1,225	26	1987	Intermediate	1,600
12	1961	Intermediate	920	27	1989	Intermediate	1,250
14	1970	Intermediate	1,100	28	1991	Deep	850
15	1965	Intermediate	1,250	29	1997	Deep	1,400
19	1973	Intermediate	1,300	30	2001	Deep	2,500
20	1976	Intermediate	1,150	31	2001	Deep	2,500
21	1977	Intermediate	1,300	EM2 (El Macero)	1969	Intermediate	1,500
22	1977	Intermediate	1,750	EM3 (El Macero)	1991	Intermediate	1,280
23	1980	Intermediate	1,900	Total			30,425

* Typical well life is 30-50 years

The City plans for additional wells as needed to serve demands. Due to increasingly stringent water quality regulations and other water quality concerns, the City has begun shifting groundwater pumping from the intermediate to the deep aquifer. As such, the City is planning and has been removing several intermediate wells from service. Several wells are currently inactive. The City is currently proposing the addition of two new deep wells to replace wells that have been taken out of service. In addition, one well is currently under construction. The existing wells have been estimated to be adequate to meet the City's projected demand through 2010.

The City keeps track of the status of each well and has identified wells that require maintenance or are candidates for retirement. The City's active wells range in age from four to more than 50 years old. Since 1987, the City has removed six intermediate depth wells from service due to age, poor water quality, production, and/or operational and maintenance problems. All active wells are currently available to supply water to the system.

Distribution and Storage

The City's water distribution system consists of about 180 miles of water mains and serves over 15,300 customer connections. Pipe sizes range from 4 to 14 inches in size, with the majority being 8 inch. Most of the pipes are made of cement lined ductile iron and cast iron materials. There are some asbestos-cement pipes, mostly located in the El Macero area. The majority of the system is in good condition and is less than 35 years old. New pipelines are made of polyvinyl chloride (PVC) material.

The City is active in replacing old water mains. There are approximately 10 miles of water mains in the older parts of the system in Central Davis that are more than 85 years old, which are being replaced over the next five years.

The City has a generally sufficient water storage system for peak demands and to regulate water pressure. The City has a water production deficit of approximately 6,900 gpm. The City is working to address this issue. Three deep aquifer replacement wells and a 4 million gallon storage tank are planned to be constructed over the next four years to address this deficit. Other water infrastructure includes a 200,000 gallon elevated storage tank near Elmwood Drive and Eighth Street. The water level in the storage tank typically varies between 95 and 115 feet above ground level, which determines and maintains the water pressure between 40 and 50 pounds per square inch (psi) under most demand conditions. In addition, a four million gallon ground-based storage reservoir adjacent to Sutter Davis Hospital was completed in July 2002 for additional capacity.

Water Conservation

All water service connections within the City are metered, encouraging conservation. Installing water meters to measure water use establishes equity in paying for water used, thereby encouraging water conservation. The City completed all water service connection retrofitting to include water meter in 1997.

Other Providers

Some residents are not currently connected to the City's water system and are using private wells. No analysis is required for these private well users as a part of this Municipal Service Review.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The Public Works Department estimates that the City will grow at a 1.2 percent annual rate through 2030 and has developed plans for future facilities based on this estimate. This corresponds to a demand projection of 20,588 ac-ft of water for the year 2030.

Based on current long-term demand projections, water quality, and long-term reliability of the deep aquifer, the City needs to acquire other sources of water to be able to adequately serve future demands. In 1999, the City and UC Davis jointly completed a Deep Aquifer Study, which

4.0 INFRASTRUCTURE ANALYSIS

concluded that the deep aquifer was highly confined and may not be a sufficiently reliable source to satisfy future water supply needs of both Davis and UC Davis.

Planned Improvements

The City has performed adequate planning to identify the necessary water system improvements to address its aging infrastructure needs. The City has identified needed deep replacement wells to be constructed and to replace already lost water system capacity. Several intermediate-depth wells are anticipated to be removed from service due to water quality problems. The City is aware of the need for additional well replacement projects over the next 10-15 years thereafter, as many older wells will be retired or will no longer remain in service. In addition, the City has plans for an additional water storage tank in the East Area to compliment the existing West Area water storage tank.

Alternate Water Supply Sources

The City has identified the need for additional sources of water. There are three potential primary water supply sources available to the City: the intermediate depth aquifer, the deep aquifer, and surface water from the Sacramento River. The City is currently shifting from the intermediate depth aquifer to the deep aquifer due to water quality issues. Several studies have been unable to determine the reliability, capacity, or years the deep aquifer will last. Because of groundwater issues, the City has identified the long-term need for surface water to provide adequate water service. The City, in a joint effort with UC Davis and the City of Woodland, has chosen to pursue the acquisition of future water supplies from the Sacramento River. This surface water would be used in conjunction with existing groundwater supplies.

The City and partner agencies have plans for facilities to treat and convey the surface water to the City. This would involve the construction and operation of water intake/diversion, conveyance, and treatment facilities (water treatment plant) in order to use treated surface water. The studies indicate that this supply would be sufficient to meet most of the municipal and industrial demands of the partner agencies through 2040. The City anticipates this surface water could be available by 2020.

DETERMINATION

Water

The City of Davis is currently providing adequate municipal water for urban customers within the City. The City currently relies solely on groundwater, which will not be able to meet future demands and water quality requirements. The current water system infrastructure is adequate to serve existing users during peak demands.

The City has plans for improving and upgrading the City's existing water system and infrastructure. The City is in the process of pursuing more stable and higher quality surface water supplies. Future water supply, treatment, and delivery systems can be constructed and extended to provide service to adequately serve future demands. The City of Davis would be the most appropriate municipal water service provider upon development and urbanization within its SOI.

4.2 WASTEWATER

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Davis' Public Works Department is the wastewater service provider for the City. City staff is responsible for operating and maintaining the wastewater treatment and collection system.

Service Area

The Public Works Department provides wastewater service to the entire city and to four areas, the El Macero CSA, the North Davis Meadows CSA, a portion of the Willowbank CSA, and the Royal Oaks Mobile-Home Ranch. The City has an agreement to operate and maintain the North Davis Meadows CSA (north of Davis at Highway 113 and County Road 29). In addition, the City provides wastewater treatment for both North Davis Meadows CSA and El Macero CSA (south of Davis adjacent to the southern city boundary) and a portion of the Willowbank CSA. The City currently serves 14,970 accounts, which is estimated to be 65,500 people within the City and four areas.

Wastewater Collection

The City of Davis has an adequate wastewater collection system to serve its residents. The collection systems consist of over 150 miles of sewer pipelines, lift stations, cleanouts, manholes, and pumping stations located throughout the City. The wastewater collection system conveys the wastewater to the sewage treatment plant, located approximately six miles northeast of Davis on County Road 28H. The wastewater interceptor system is considered to be in a generally good condition.

The City performs regular cleaning and inspection of the pipes and manholes, as well as maintains the pump stations to ensure the collection systems can properly convey sewage to the wastewater treatment facility.

The City does not operate a combined stormwater and wastewater pipeline. This ensures that only wastewater from residents is treated at the wastewater treatment facility. Stormwater does not typically affect the wastewater treatment facility.

Wastewater Treatment

The City has adequate wastewater treatment capacity available and is able to handle additional demands. The City's sewage treatment plant, the Wastewater Pollution Control Plant (WPCP), is designed to accommodate an average dry weather flow of 7.5 million gallons per day (mgd) and a peak wet weather flow of 12.6 mgd. The current average dry weather flow is estimated to be 6.2 mgd, below the WPCP's maximum capacity. The facility has approximately 1.3 mgd available treatment capacity to accommodate increased flows. In 2004, the City estimated that this available capacity would be sufficient for projected growth over the next 20 years. City staff considers the current wastewater treatment system to be in a generally good condition, as recent expansions and upgrades of the WPCP facilities were completed in 1999.

The WPCP is operating within permitted conditions. The Central Valley Regional Water Quality Control Board (RWQCB) issued a permit (NPDES No. CA 0079049) in October 2007 to reflect current waste discharge requirements for the facility. The WPCP is currently permitted for 7.5 mgd of average dry weather flow, the facility's designed flow.

4.0 INFRASTRUCTURE ANALYSIS

The current level of wastewater treatment will not be sufficient to meet new wastewater discharge requirements and will require upgrades in the treatment process. The new NPDES permit includes more stringent wastewater treatment requirements, to be implemented over a multi-year period. The current treatment plant, originally constructed in 1970, provides primary and secondary treatment by oxidation ponds and overland flow. The existing secondary treatment system is not a traditional secondary system, as the treatment pond system naturally uses oxygen present in the atmosphere to treat wastewater. The current secondary natural treatment process does not reliably remove some types of wastewater contaminants, such as nitrogen and pathogens, and the natural wastewater treatment performance is subject to uncontrollable variables such as weather and ecological factors. Secondary treatment involves biological processes to biodegrade the soluble organic matter. The new treated wastewater discharge requirements will require changes from the current secondary treatment methods and will require tertiary treatment of wastewater. Tertiary treatment raises the treated wastewater quality before it is discharged into the environment. After treatment, the treated wastewater is discharged into the Willow Slough Bypass or the Conway Ranch Toe Drain, which both flow into the Yolo Bypass and are tributary to the Sacramento/San Joaquin Delta. The City is conducting preliminary designs for these new treatment facilities to comply with stricter wastewater discharge requirements.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The City has conducted adequate long-term planning of the City's wastewater system needs. The City is required to begin planning for future service demands once the wastewater treatment facility reaches 75% of its design flows. This has occurred and the City developed a Wastewater Master Plan in 2004 to consider a 25-year planning period through 2030. The Wastewater Master Plan has specifically determined the major infrastructure and facilities upgrades required, including direction for future treatment, disposal, and wastewater reuse. Since the Master Plan indicated that the current WPCP has sufficient capacity through the 25-year planning horizon, the current Master Plan does not add additional wastewater treatment capacity. The City will focus on meeting the increased wastewater treatment requirements, as mentioned previously. The City will commence planning for additional treatment capacity in the near future.

All future development projects are required to connect to the City's wastewater system. Developers are required to pay for or construct all lines needed to accommodate new development. The City would be responsible for maintenance of the new lines. This will ensure that future developments are adequately served.

DETERMINATION

Wastewater

The City of Davis is currently providing adequate municipal wastewater collection and treatment for urban customers. The current wastewater system infrastructure is adequate to serve existing users. The City has additional wastewater treatment and disposal capacity to handle additional wastewater flows.

The City has plans for improving and upgrading the City's existing wastewater system and infrastructure to comply with increased wastewater discharge requirements. Future wastewater conveyance and treatment systems can be constructed and extended to provide service to adequately serve future demands. The City of Davis would be the most appropriate wastewater service provider upon development and urbanization within its SOI.

4.3 DRAINAGE

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Davis' Storm Sewer Division, within the Public Works Department, is the stormwater drainage service provider for the City. City staff is responsible for maintaining and repairing the storm drainage system.

Current Conditions

Flood hazards in Davis generally consist of shallow sheet flooding from surface water runoff in large rainstorms. Portions of Davis, primarily in the northern section of town, are subject to flooding in a 100-year flood.

The City of Davis has an adequate stormwater drainage system to serve its residents. The City prevents flooding by providing storm drainage facilities, consisting of 126 miles of drainage lines, 3,093 catch basins, 1,802 storm sewer maintenance holes, 6 stormwater ponds, 15 miles of drainage channels and 8 pump stations. The storm drains discharge stormwater into ponds, creeks, and wetlands. The City maintains separate stormwater and wastewater systems.

City staff performs regular maintenance and cleaning of the storm drainage system to ensure adequate operations. The City's staff works to reduce flooding problems and ensure that stormwater facilities are operating properly during major storm events. City staff inspected and cleaned 2,700 storm drain inlets and responded to 310 citizen requests for service in FY2006-07.

Facilities

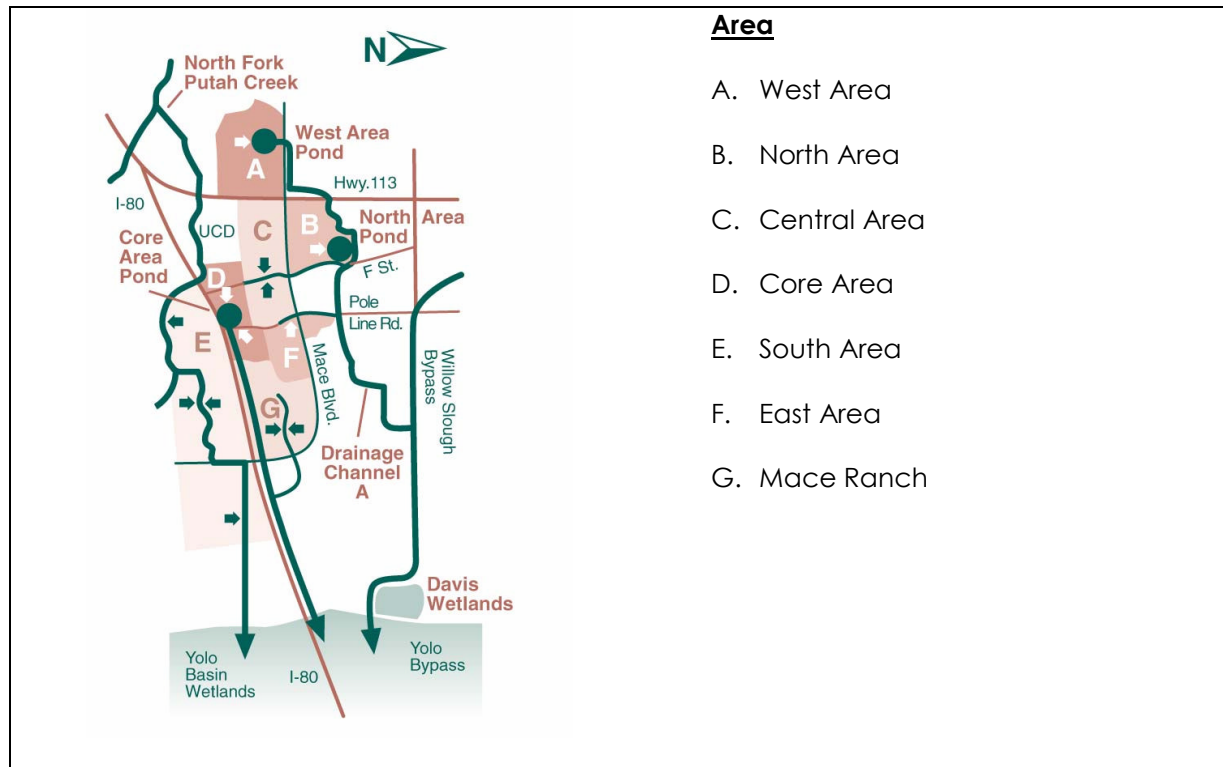
The City's stormwater facilities have been designed to adequately handle most major storm events. The Public Works Department maintains three main channels, one retention basin, and five detention ponds, which provide for drainage and storm water control. The five detention basins include the Core Area Pond, Evergreen Pond, North Star Pond, Sutter Davis Pond, and West Area Pond, with the one retention basin being the Stonegate Basin. The storm drainage system has been designed to handle normal winter rainfall.

Some portions of the City's storm drainage system remain susceptible to major storm events. Unusually heavy rain storms can cause minor street flooding in some areas, which is considered normal.

Most of the City is divided into seven drainage areas. Local stormwater is collected and flows to larger collection systems that convey stormwater to be discharged into other water bodies. Stormwater ultimately flows into Putah Creek, the Yolo Bypass, or the Yolo Basin Wetlands. **Figure 4.3-1** shows the City's drainage areas and major drainage facilities.

4.0 INFRASTRUCTURE ANALYSIS

FIGURE 4.3-1
CITY OF DAVIS DRAINAGE AREAS



Stormwater entering the City's drainage system does not flow to a physical treatment facility to treat and remove pollutants. Instead, stormwater may flow into a pond or wetland for natural treatment, where a natural physical, biological, and chemical process removes pollutants. Because of this natural process, the City's storm drainage system is only designed to handle rain water.

Stormwater runoff flows from the gutters and streets to various ponds, creeks, and wetlands through the storm drain system. The City's three major flood control detention ponds are located in western Davis, northern Davis, and near the downtown core area. Detention ponds temporarily hold water while slowly draining to another location. Stormwater runoff is detained and treated in the ponds. The detention ponds control both storm water quantity and quality. These ponds also serve as wetlands and provide recreational and educational opportunities.

Some of the stormwater also flows into the Davis Wetlands. The Wetlands is a 400-acre site adjacent to the Yolo Causeway near Interstate 80. The Wetlands provides flood control, wastewater and stormwater treatment.

The City is in compliance with the National Pollutant Discharge Elimination System (NPDES) permits for stormwater discharges into public waterways. The City has an NPDES permit for the Storm Water Management Plan issued by the Regional Water Quality Control Board. Although the City does not operate any stormwater treatment facilities, natural stormwater treatment occurs at the detention and retention basins in a limited manner.

Programs

The City has a Pollution Prevention Program (Pollution Load Reduction Program) to reduce pollutant discharges to the sewers and storm drains. This program increases the residential, business, and municipal awareness and practice of pollution prevention methods.

Other Areas

The City has an agreement for the maintenance of stormwater facilities with the County and the Yolo County Flood Control and Water Conservation District (YCFCWCD). A portion of the City and the County drainage flows into the El Macero area. The El Macero Maintenance District, operated by the YCFCWCD, was formed to provide adequate drainage for the area, with the District, City, and County contributing funds to maintain adequate drainage for the area. The major stormwater facilities in the District include the drainage channel and pump station, which pumps the drainage water to the Yolo Bypass. The El Macero drainage pump station is owned by the City of Davis and is anticipated to require significant work, as the outfall needs rebuilding.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

Any development and urbanization would increase runoff and will require adequate storm drainage facilities and improvements. All future development is required to fund and install the infrastructure necessary. New storm drainage infrastructure is typically constructed by developers, in accordance with City design standards. This ensures that future developments accommodate the stormwater flows. City staff designs, reviews, and inspects most of the City's current capital improvement programs and all improvements to the City's infrastructure.

Long-term planning of the City's storm drainage system infrastructure is necessary. The City does not have a recently updated Storm Drain Master Plan. An updated Storm Drain Master Plan will specifically determine if any major infrastructure and facilities upgrades are required. Typically, needed stormwater infrastructure improvements are viewed with utility rates on a yearly basis.

DETERMINATION

Drainage

The City of Davis is currently providing adequate municipal storm drainage for areas within the City. The City has adequate stormwater drainage conveyance, detention and retention capabilities. The current stormwater system infrastructure is adequate to serve the City during most major storm events.

Urbanization of the undeveloped areas would increase stormwater runoff and will require adequate facilities and services. Future stormwater drainage facilities are required to be constructed by developers. The City of Davis would be the most appropriate stormwater service provider upon development and urbanization within its SOI.

4.0 INFRASTRUCTURE ANALYSIS

4.4 SOLID WASTE

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Davis' Solid Waste Division, within the Public Works Department, administers the City's refuse and recycling contracts.

Davis Waste Removal, Inc.

The City of Davis has contracted out solid waste services to Davis Waste Removal, Inc. (DWR), a private service provider. Private providers, such as DWR, are not under the purview of LAFCo. As such, an in-depth analysis is not required. A general overview is provided here.

Solid Waste Collection

DWR provides adequate solid waste collection and disposal services to residents. DWR collects residential garbage, recycling, and yard material on a weekly basis. Other services provided by DWR include street sweeping. The City has stated that the current solid waste services provided by DWR are adequate for existing demands.

DWR provides solid waste collection services under an exclusive franchise agreement with the City. The City serves as a billing mechanism for the solid waste service.

DWR hauls the solid waste to the Yolo County Central Landfill (YCCL), a County owned and maintained facility. The City contributes approximately 22 percent of the total tonnage disposed of at the YCCL.

The City appears to be in compliance with the AB939 solid waste diversion requirements. In 2005, the total waste disposed was 46,938 tons, with an estimated self-reported 50% diversion rate after a biomass credit.

PLANNED LEVEL OF SERVICE AND INFRASTRUCTURE

The City does not anticipate any changes in the contract with DWR that would significantly affect the provision of solid waste services within the City. Any increases in solid waste generation are to be handled by the solid waste services contractor. The City and DWR do not currently foresee any service issues within the next 20 years.

DETERMINATION

Solid Waste

The City of Davis has contracted with Davis Waste Removal, Inc., a private provider, to provide all solid waste services within the City. Solid waste services provided by DWR are adequate. The City does not anticipate any changes that would significantly affect solid waste services within the City. Any increases in solid waste generation are to be handled by the current solid waste services contractor. The City and DWR do not currently foresee any service issues within the next 20 years.

4.5 CIRCULATION AND ROADWAYS

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Davis' Transportation Division, within the Public Works Department, is the circulation and roadway service provider for the City. City staff is responsible for maintaining and repairing the City's circulation system, street lights, street signs, street sweeping, transit, and traffic.

Roadways

City Roadways

The City of Davis has an adequate roadway system to serve its residents, however the roadways are not maintained at the level deemed desirable by staff or residents. City staff cites a lack of sufficient funds to be able to maintain the roadways according to the community's wishes. The City maintains approximately 162 miles of streets and 60 signalized intersections.

The City tracks the current condition of public streets within the City using a computerized Pavement Management System (PMS). This PMS program includes a large database of all City streets and their condition based on field inspections for each street once every three years. This system is used to determine the routine maintenance schedules and if repairs are needed.

The City roadways are generally in fair to good condition. The City's objective is to maintain an average Pavement Condition Index (PCI) at or above 80. The PCI is based on a scale of 1 to 100 (with 100 representing an excellent pavement). The City's roadways have an average PCI rating of 73, below the City's objective of 80. Staff has indicated that present transportation funding is inadequate to provide maintenance services that would sustain an average PCI of 80.

The City performs minor on-going roadway rehabilitation to maintain the current street system. Typical roadway rehabilitation includes overlaying 1.5" asphalt on various streets, pothole patching, and crack sealing. The City typically concentrates rehabilitation efforts in one portion of the City each year, for efficient operations. In addition, the City regularly repairs and replaces damaged concrete sidewalks, curbs, and gutters. The City contracts out major roadway rehabilitation and improvement projects to private contractors.

County Roadways

The City of Davis has an agreement with Yolo County to maintain portions of two County roadways and provides these roadway maintenance services outside of City boundaries. One roadway segment (~2,500 ft) is on Mace Blvd./E. Covell Blvd. curve and the other segment (~400ft) is between County Road 32A and the Mace Blvd. Park and Ride Lot. The City's roadway maintenance services do not overlap with the County's.

Other Roadways

The City does not maintain Highway 113, Interstate 80, or the roadways within UC Davis. These roads are maintained by the California Department of Transportation and UC Davis, respectively.

4.0 INFRASTRUCTURE ANALYSIS

Bicycle Network

The City's bicycle network is provided and maintained by the Public Works Department. An estimated 25% of person trips in Davis are made by bicycle. It is also estimated that 53,000 bicycles are in use within the City and the adjacent UC Davis campus.

The City is adequately maintaining the large bicycle network. While many bicycle lanes are integrated with the City's streets, the City does have dedicated bike paths solely for bicyclists and pedestrians, with many bike paths running through community greenbelts.

The City performs regular rehabilitation of bicycle paths. Typical rehabilitation and maintenance work consists of applying crack sealing, patching, seal coat, and 1" asphalt concrete overlay on various bike paths with pavement reinforcing fabric and tack coat.

Transit System

The City provides an adequate public transit system to serve residents. The City currently provides funding for three public transit programs, the Davis Community Transit, Unitrans, and Yolo Bus (County).

Davis Community Transit

The City operates an on-demand, curb-to-curb shared-ride public transportation system. The paratransit service is available to all members of the community. The service is primarily for persons with a qualifying disability, as classified under the Americans with Disabilities Act of 1990 (ADA). The general public is served when time and space is available.

Unitrans

The City provides funding assistance for Unitrans, a bus service operated by the Associated Students of the University of California Davis (ASUCD). Unitrans provides local fixed route bus service to the City of Davis, Davis Joint Unified School District, and UC Davis. Although Unitrans primarily serves UC Davis students, the general public may also utilize the service.

Streetscape

Street Lights

The City of Davis has contracted out street lighting services to Pacific Gas and Electric Company (PG&E), a private service provider. Private providers, such as PG&E, are not under the purview of LAFCo. As such, an in-depth analysis is not required. A general overview is provided here.

PG&E maintains approximately 5,000 street lights within the City. Of this, approximately 4,000 illuminate public streets, and approximately 1,000 illuminate greenbelts and public park facilities. The City typically relies on citizen's complaints to identify and report malfunctioning street and pathway lights. The contract with PG&E is on a 'fixed rate schedule', per fixture. This standard charge includes the cost of energy, lamp maintenance, and ballast maintenance.

The City has stated that the current street lighting services provided by PG&E are adequate for the City's needs.

The City does not anticipate any changes in the contract with PG&E that would significantly affect the provision of street lighting services within the City. Any additional street lighting would be provided by PG&E.

Street Trees

The City has an Urban Forestry Program, currently managed by the Parks Department. The City maintains approximately 13,000 street trees, and over 5,000 trees in parks and greenbelts. Maintenance includes planting, pruning, integrated pest management, replacement, and care. Street trees are designated for maintenance by the City after consideration by the Tree Commission of growth rates, required maintenance, size, and environment.

Street Sweeping

The City of Davis has contracted out street sweeping services to Davis Waste Removal Inc. (DWR), a private provider. Private providers, such as DWR are not under the purview of LAFCo. As such, an in-depth analysis is not required.

The City has stated that the current street sweeping services provided by DWR are adequate for the City's needs.

The City does not anticipate any changes in the contract with DWR that would significantly affect the provision of street sweeping services within the City.

PLANNED LEVEL OF SERVICE AND INFRASTRUCTURE

The Major Projects Financing Plan (MPFP) identifies the street infrastructure needed to support the City's General Plan build-out.

The City is aware of the roadways that require maintenance and rehabilitation. The Pavement Management System's inventory of roadway condition continues to be updated. Department staff has indicated that present staffing levels are marginal for maintenance needs and five additional staff members would be necessary for the City to meet street maintenance needs in a timely manner. Increased funding can allow the City to increase maintenance and improve roadway conditions.

City staff designs, reviews, and inspects most of the City's current capital improvement programs and all improvements to the City's infrastructure. For major projects, the City will continue to utilize contractors to assist the City in providing adequate services.

Any development and urbanization would necessitate the construction and improvements of roadway and circulation facilities. All future development is required to fund and install necessary infrastructure. This will ensure that future developments will have adequate roadways and circulation.

The City is currently working on a Comprehensive Bicycle Plan to meet the needs of the community and to increase the use of bicycles in Davis. The Plan will include details and future development of integrated bicycle facilities.

The transit services are anticipated to adapt to future service demands as necessary to serve residents.

4.0 INFRASTRUCTURE ANALYSIS

DETERMINATION

Circulation and Roadways

The City of Davis is currently providing roadway and circulation services to residents within the City. The City tracks current roadway conditions to determine which roadways require maintenance services. The current level of funding is limiting the provision of roadway maintenance services. Although the current circulation infrastructure is adequate to serve existing users, it does not meet the City's own service goals.

Future roadways in new developments are required to be constructed by developers to provide adequate circulation service. The City of Davis is the appropriate roadway service provider upon development and urbanization within its SOI.

The City currently operates the Davis Community Transit and provides funding for Unitrans. Current public transit services provided or funded by the City are adequate for current needs.

4.6 LAW ENFORCEMENT

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Davis' Police Department is the law enforcement services provider for the City. The Department is responsible for law enforcement services within City boundaries, with a service area of approximately nine square miles.

Background

The City of Davis provides a full-service police department, which includes emergency 911 dispatch, community patrol, traffic, major accident investigation and parking enforcement, and investigations. The highest demands for police services are for property crimes (theft and burglary), domestic violence, noise complaints, and automobile theft/burglary. **Figure 4.6-1** shows the Police Department's coverage area and sector boundaries.

Staffing

The Police Department is able to provide generally sufficient law enforcement services to serve the City. The Department is currently staffed with 61 sworn police officers, 46 support professionals, and two police patrol dogs that serve a population of approximately 65,000 people. At a minimum, each shift has at least four police officers, one sergeant, and one police service specialists on duty.

The City appears to have a low number of police officers per thousand population. The City has a current staffing ratio of 0.9 police officers per 1,000 residents. Although there is not one set industry standard for sworn police officer staffing, the West Coast/Regional staffing ratio is 1.3 officers per 1,000 residents. Communities are encouraged to set its own law enforcement standards due to local conditions and demands for service. This ratio is low in comparison to nearby cities. In 2006, the City experienced 2076 Part I crimes, which include offences such as: murder, rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft and arson. The number of Part I crimes per 1,000 residents is lower than the cities of Woodland and West Sacramento. Staff has indicated that they wish to increase the current staffing ratio.

This low staffing ratio does not currently appear to be a significant issue for the City. At this level, City staff has indicated that the Department is unable to conduct follow-up investigations of crimes other than the most serious crimes. In addition, the Department sends Mail Out Report Forms (MORFs) to some less serious calls with no officers dispatched. This appears to be typical of other law enforcement agencies in the region.

The Police Department has several divisions that provide specific law enforcement services within the City. The Patrol Division includes forty police officers to respond to and resolve violent and non-violent crimes in progress and traffic collisions. Additional responsibilities include crime reporting and investigations, traffic enforcement, city code enforcement, crime prevention, and community relations. The Investigations Division is responsible for follow-up on all major cases.

The Police Division relies on volunteers to improve the level of service and efficiently utilize police officers. Volunteers are utilized in providing investigative assistance, technical assistance, office and clerical assistance, vehicle abatement assistance, neighborhood patrols, parking violations, taking of non-emergency reports, and other support services. These volunteers provide some of the basic police services so police officers can focus on larger issues. The volunteers improve the level and quality of services provided to the community.

4.0 INFRASTRUCTURE ANALYSIS

The Police Department maintains mutual aid agreements with other agencies to provide and receive support when needed. The Police Department participates in a wide variety of shared resource programs with other agencies, which may involve a memorandum of understanding (MOU), or more formal contracts. These agreements include services such as: SWAT, crisis negotiations, bomb squad, DUI traffic enforcement (state "AVOID" grant), child sexual assault/abuse exams and interviews, Regional High-Technology Crimes Task Force, Yolo County Narcotics Enforcement Task Force, Yolo County Gang Task Force, Yolo County Court Liaison Program, and crossing guards for elementary schools. The mutual aid agreements enhance incident readiness and response that benefit the City and other agencies involved.

Facilities and Equipment

The current police facilities are adequate for providing law enforcement services. The Police Department operates out of one facility, the Davis Police Station, located at 2600 Fifth Street. Several outbuildings are also located on the same property, which includes two evidence storage buildings and a radio tower/equipment building. In addition, the Department has 17 patrol vehicles. Staff has indicated that there is sufficient office space and equipment to accommodate the current level of staffing.

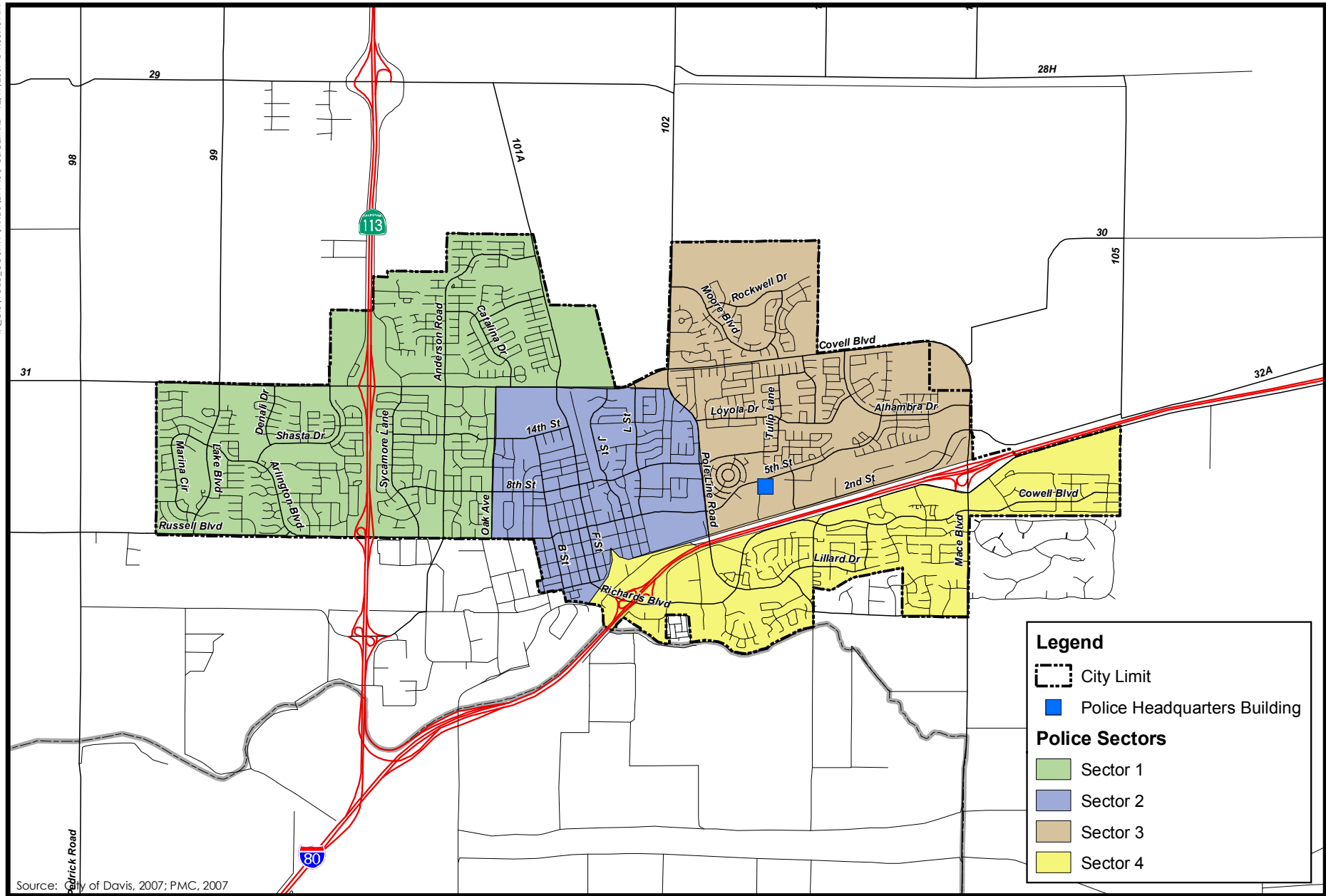
Dispatching

The City has an adequate emergency communications and dispatch center to serve the community. The City operates its own full-service emergency communications center to provide around-the-clock 9-1-1 emergency call answering and dispatching services for the police patrol units. Typically, there are two dispatchers per shift. The information is logged into a Computer Aided Dispatch (CAD) system. The City also accepts crime reported online at the City's website.

The Department does not have response time standards. There is no industry standard or guidelines for response times in law enforcement. Police response times vary greatly depending on the type and priority of call received. The Department provides a quick response to the most urgent calls and a delayed response to non-urgent calls.

The City's new dispatching system has allowed the Department to improve dispatch, efficiency and records management. In 2006, the City left the Yolo County Communications and Emergency Services Agency (YCCESA), which provided a unified system of dispatching and records management for its partner agencies. The YCCESA's goal was provide greater efficiency through shared infrastructure, human resources, and improved coordination during multi-agency incidents through consolidated dispatch services. The City considered the YCCESA's system, since its inception, to be problematic, failing to meet the City's expectations. The City purchased and upgraded its own CAD, records management system (RMS), and mobile computing system in 2006 to allow mobile access to information, mobile crime report writing, and reduce redundant data entry. This system also allows the Police Department to provide dispatching services for the Fire Department.

The City has an adequate backup dispatching system in the event the City's dispatching system fails. In the event the City's dispatching system fails, UC Davis emergency dispatchers are able to assume emergency 911 calls and dispatching services. During the major winter storm that began on January 4, 2008, the City's 911 lines failed for approximately 18 minutes. UC Davis was able to handle the City's emergency calls until the calls were sent back to the City. The City is looking into improving the dispatching system in case of another severe event.



Source: City of Davis, 2007; PMC, 2007

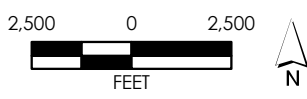


Figure 4.6-1
Police Sector Boundaries

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The City's projected growth will place additional demands on the City's police division for law enforcement services. Additional staff and resources will need to be added to provide adequate police services. It is anticipated that the current level of service will be maintained as the City grows.

The City has done short-range planning through the Police Department's 2005 – 2008 Strategic Plan. The Strategic Plan states how the Department will provide services in the future, includes timelines, and details the strategies utilized to accomplish objectives to meet the public safety needs of the community.

No long-term planning has occurred to project the need for services within the next 20 years. It is anticipated that the current facilities are capable of being expanded for future needs.

The Department is uncertain of the extent of the law enforcement demands and impacts of the currently planned UC Davis West Village development, immediately adjacent to the City. It is likely that the Department will need to expand to provide adequate law enforcement services to the additional students and staff that will enter the City.

DETERMINATION

Law Enforcement

The City of Davis is currently providing generally sufficient law enforcement services to residents within the City. The City has an adequate emergency communications and dispatch center infrastructure. Current law enforcement facilities and equipment are adequate for current demands. The Police Department currently has a staffing ratio of 0.9 police officers per 1,000 residents, which is currently sufficient for the community.

The City has short-range plans for improving the level of law enforcement services within the City. It is uncertain, to the level and extent, the Police Department will need to expand to provide adequate service to future growth.

4.0 INFRASTRUCTURE ANALYSIS

4.7 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICE

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City's Fire Department provides fire protection coverage and emergency medical response services to the entire City and under contract to three special districts, the East Davis County Fire Protection District, No Man's Land Fire Protection District, and a portion of the Springlake Fire Protection District.

Service Area

The City of Davis' Fire Department, in addition to serving the City, provides services to areas beyond the current City boundaries through out-of-agency agreements. The service area covers approximately 133 square miles and is divided into three emergency first-response areas. This provides coverage to approximately 67,000 people.

The areas covered include the entire City of Davis, the East Davis County Fire Protection District (El Macero, Willowbank, and areas east and northeast of Davis), No Man's Land Fire Protection District (rural area south of Putah Creek in Yolo County), and a portion of the Springlake Fire Protection District (Binning Tract, North Davis Meadows, and other areas north of Davis). **Figure 4.7-1** shows the Fire Department's coverage area.

Contracted Service Areas

The East Davis Fire Protection District encompasses an area of approximately 45 square miles in southeastern Yolo County, from the City of Davis on the west to the Deep Water Ship Canal. The District consists of mostly agricultural land uses. The East Davis FPD includes commercial and industrial establishments that are mainly oriented toward agriculture.

No Man's Land Fire Protection District encompasses an area of approximately 50 square miles in southeastern Yolo County, from the Solano County line to the Deep Water Ship Canal. The District consists of mostly agricultural land uses.

The portion of the Springlake Fire Protection District includes the area northwest of the City of Davis. The City's service area includes the North Davis Meadows County Service Area, which consists of two residential areas, the Binning Tract and the Davis Municipal Golf Course area. These areas are primarily rural residential surrounded by agricultural uses. The rest of the service area consists of mostly agricultural land uses.

The City does not have any fire stations located within the contracted service areas. Contracted service areas typically pay for services and do not include any capital infrastructure, such as fire stations. The City provides contracted services dispatched from the City's three fire stations located within the City. Most of the calls in the contracted areas are for vehicle accidents, medical aid, and grass fire calls. Additional information and analysis of the three districts is contained in their MSRs.

Services

The Fire Department provides an adequate range of emergency services. Emergency services include fire response, emergency medical response, hazardous materials response, and public assistance. In addition, the department provides pre-hospital emergency medical services at the EMT-1D level, sufficient for current demands.

The City of Davis Fire Department currently has a sufficient fire protection rating for providing coverage for most of its service area. The Insurance Services Office (ISO) rating is the recognized classification for a fire department or district's ability to defend against major fires. According to the ISO, newly developing urban areas should have a fire station within 1.5 miles of all commercial development and 2.5 miles from all residential development when "build-out" exceeds 20 percent of the planned area. Fifty percent of the overall grading is based on the fire department, forty percent is based on the community's water supply, and the final ten percent is based on receiving and handling fire alarms. A rating of 10 generally indicates no protection, whereas an ISO rating of 1 indicates high firefighting capability. The City of Davis Fire Department has an ISO Class 4 Rating.

The City of Davis Fire Department provides a sufficient level of emergency medical response for most of its service area. All of the City's firefighters are certified Emergency Medical Technicians (EMT), allowing the first responders to provide emergency services on many calls such as vehicle accidents. Ambulance services are provided by American Medical Response (AMR), a private provider. AMR has ambulances located within the City.

The Department provides adequate preventative fire protection services to reduce the amount of hazards. Typical non-emergency services include plan checking, construction inspection services, fire and life safety inspections, fire code investigations, public education and weed abatement. The Fire Marshal safeguards the community by verifying adherence to fire regulations, public education, and hazard mitigation. In addition, the Department recently started the Fire Corps, a volunteer program to assist the Department in various non-emergency activities.

In addition, the Fire Department coordinates citywide planning for large scale disasters and emergency incidents.

Facilities and Equipment

The City currently has a less-than-optimal level of fire protection coverage for the entire city. The City currently operates three fire stations, located in Central, West, and South Davis. In 1999, the City identified a need for a fourth fire station, which has not been built. The fourth fire station is needed to provide a five minute response time for 90% of all code 3 responses, the current standard set in the City's General Plan. A large portion of the City in the north, northwest, and northeast area of Davis typically experience an average response time of greater than five minutes, due to their distance from the closest fire station. The facility needs are existing and known deficiencies in the City's fire protection coverage. The City has not identified or provided funding to increase the level of service.

The City generally has sufficient firefighting equipment for the current capacity available. Department equipment consists of 3 engines, 1 rescue, 1 squad, 2 grass/wildland units, 1 water tender, and 2 reserve engines. The Department has identified a need for an additional ladder truck to improve the quality of emergency response. Existing equipment is sufficient to staff all three fire stations.

Staffing

The City is able to staff, at a minimum, all of the fire stations with one responding engine per station. The Department has 45 shift personnel (9 captains and 36 firefighters), one fire chief, three division chiefs, and one fire prevention captain, with a total of 50 uniformed personnel. The shift personnel are divided into three shifts, with each shift working a 24 hour day (56 hour work

4.0 INFRASTRUCTURE ANALYSIS

week). This allows the Department to have a minimum of four personnel per engine company. With three fire stations and at least one engine company per station, the City has, at minimum, three engine companies per shift to respond to calls. In 2006, the Department responded to 3,900 calls.

The City is currently not meeting the minimum industry firefighting staff standards. The National Fire Protection Association (NFPA) standard 1710 contains minimum requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by substantially all career fire departments. Current NFPA 1710 standards indicate that the Fire Department is approximately 20% understaffed. For the City to be in compliance with NFPA standards, the City currently needs an additional 3 firefighters per shift to respond to a moderate risk event. Additional firefighters are needed if the entire force is dispatched to respond to subsequent calls. It should be noted that these standards are voluntary, and the inability of the department to meet the NFPA standards does not indicate any violation of law or local requirement.

The Fire Department is reliant on other fire agencies for support. The Fire Department has automatic aid agreements with the UC Davis' Fire Department and the cities of Woodland, West Sacramento, and Dixon. Because the City does not meet these minimum firefighting standards, the City depends primarily on dispatches from UC Davis' Fire Department, the nearest fire department. The City and UC Davis' Fire Department rotate duty responsibility each week of the month to provide additional response to meet the minimum standards. When combining the two departments' resources, the City is able to meet the minimum to respond to a moderate risk event. When this combined force is responding to a moderate risk event, the City may be left without coverage and is dependent on nearby cities and off-duty firefighters for adequate response.

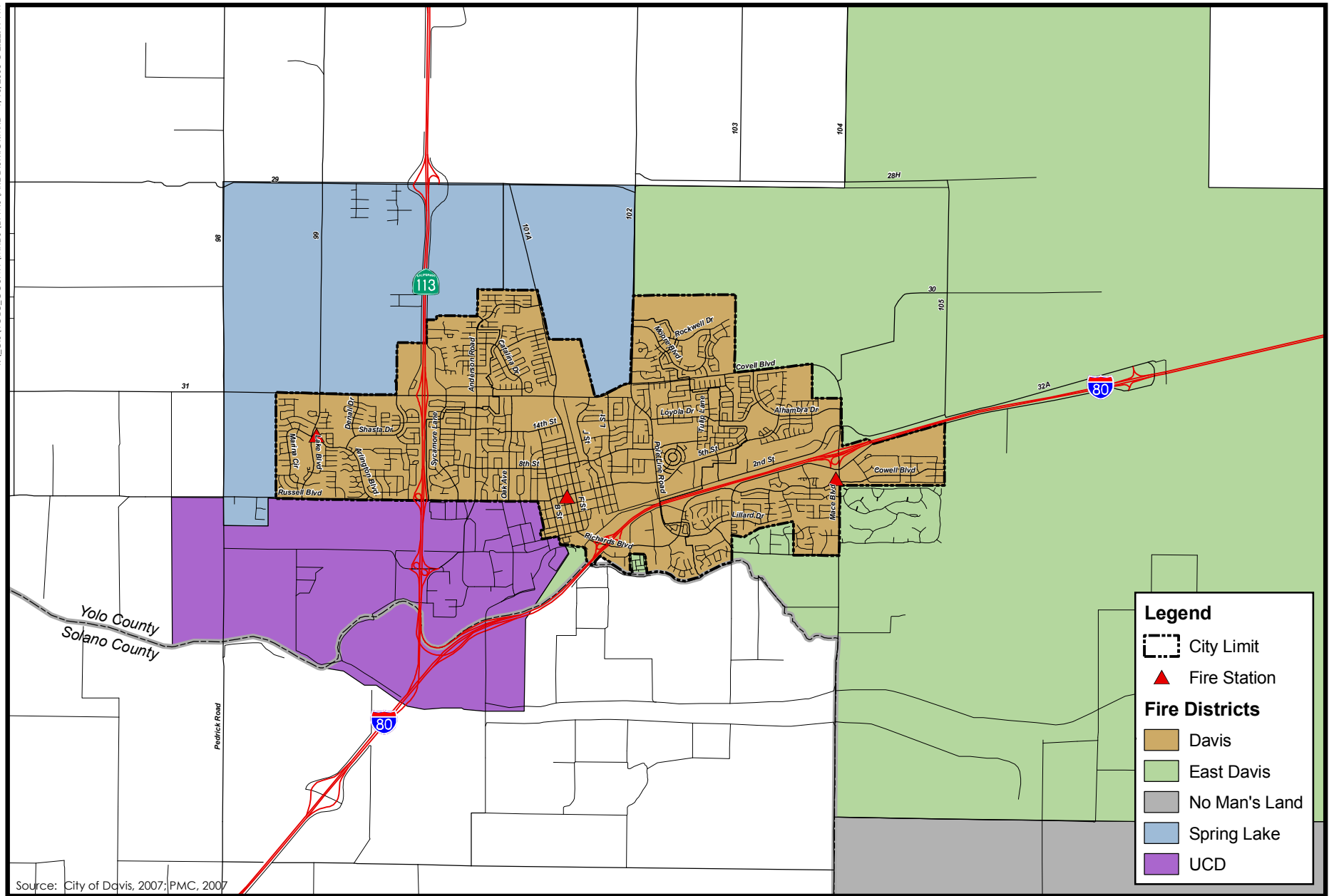
The additional responsibilities of serving in the three contracted service areas further reduce the existing fire protection coverage within the City when staff is responding to emergencies outside of the City. Since all fire stations, staff, and equipment serving the contracted service areas are based within the city, firefighters may need to travel long distances in their large coverage area. When the City is responding to calls in these Districts, the City becomes dependent on mutual aid assistance for coverage. This further compounds the less-than-optimal level of coverage within the City. However, the contracted service areas provide supplemental funding that is used to benefit the City.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The projected growth will place additional demands on the existing fire department for fire fighting and fire prevention services. Additional staff and resources will need to be added to provide adequate fire protection and emergency medical services.

The City has been aware of the current and projected Fire Department staffing and facilities shortages since 1999. The City Council has directed the Fire Department to pursue planning for a fourth station in 1999, but it has yet to be built due to a lack of funding. Currently, there are no plans to increase funding for additional firefighters, or to fund the construction and operation of a fourth fire station. Large portions of the City will remain outside of the five-minute response time area until the City Council approves funding for expansion.

Demands for services in the contracted service areas are not anticipated to increase. The Yolo County General Plan does not indicate any plans for growth in the area. Development in the contracted areas has been at a minimum, and there are no plans for future growth.



Legend

- City Limit
- Fire Station

Fire Districts

- Davis
- East Davis
- No Man's Land
- Spring Lake
- UCD

Source: City of Davis, 2007; PMC, 2007

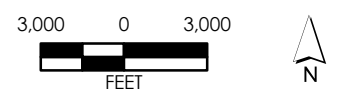


Figure 4.7-1
Fire Districts
PMC

DETERMINATION

Fire Protection and Emergency Medical Response

The City of Davis is currently providing fire protection and emergency medical services to residents within the City with the help of mutual assistance from outside agencies. The Fire Division currently has a sufficient fire protection rating, ISO Class 4 Rating, for providing coverage for most of its service area.

The City has identified a need for a fourth fire station since 1999, in order to maintain an adequate response time for most of the City. The current staffing is below the industry standard. A fourth fire station and increased staffing is needed to meet current firefighting standards. Although the City does not meet current standards, the current level of service appears adequate for the community's demand. The City has stated that the fire protection coverage issue needs to be addressed for additional development to be considered.

The City provides contracted fire protection and emergency medical services to the East Davis, No Man's Land, and a portion of the Springlake Fire Protection District. The City's responsibilities for the three contracted service areas could reduce the level of coverage within the City when units are responding to areas far away from the City. However, given the mutual aide aspects of the fire service this impact should be not significant. In addition, the supplemental funding provided by the three fire district contracts enhances the fire services provided within the Department's coverage area by allowing the City to operate round-the-clock fire protection coverage from each of the three fire stations.

4.0 INFRASTRUCTURE ANALYSIS

4.8 PARKS, RECREATION, AND COMMUNITY SERVICES

The City of Davis' Parks & Community Services Department is the parks and recreation services provider for the City.

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

Parklands

The City of Davis Parks & Community Services Department currently maintains a sufficient range of different types of park facilities to serve residents. The City has five community parks, 24 neighborhood parks, three special use parks, and numerous greenbelts, totaling almost 500 acres of parkland and greenbelts throughout the community. The parks have different facilities, such as play areas, picnic areas, tennis courts, horse shoe pits, disc golf, basketball courts, exercise courses, and other amenities. **Table 4.8-1** list the City's parks and corresponding acreage. **Figure 4.8-1** shows the City's parks and surrounding open space areas. In addition, the City owns several agricultural and habitat preserves outside of the City's boundaries.

Major open spaces areas include:

- Aspen Greenbelt
- Covell Greenbelt
- Green Meadows Greenbelt
- Mace Ranch Greenbelt
- North Area Habitat Pond
- Perimeter Greenbelt
- Putah Creek Parkway
- Rosecreek Parkway
- Senda Nueva Greenbelt
- West Area Habitat Pond

Standards

The City is currently meeting the minimum park standards requirement, set forth within the General Plan. The standards include minimums for each type of park: Community Parks, Neighborhood Parks, Mini Parks, and Other Parks. The overall total standard for parks is 5.0 acres per 1,000 people. As shown on **Table 4.8-1**, the City has approximately 478.7 acres of parks. According to the standards, this amount of park acreage should accommodate 42,376 persons. The City has an estimated population of 65,000 persons, which would require a minimum of 325 acres of parkland. The City has provided an additional 153.7 acres of parklands above the minimum standards set forth in the General Plan.

The City has built all parks identified in the 1998 Parks and Recreation Facilities Master Plan. The Master Plan identified the parks and facilities that were needed to accommodate the increasing recreational needs and demands of the growing City. Since all parks have been built, the City is currently developing a new master plan to guide parkland development to meet future demands.

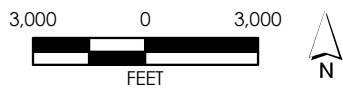
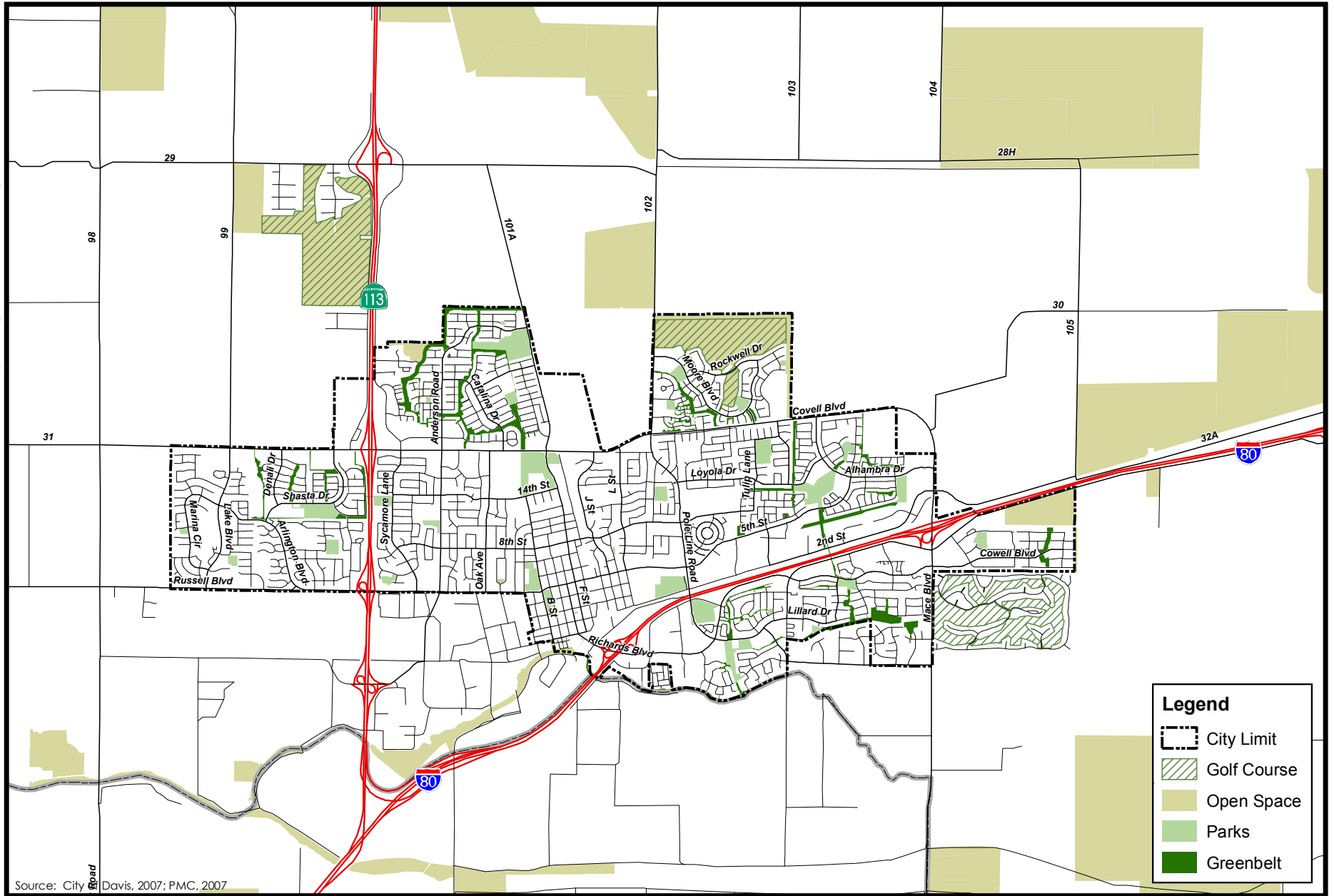


Figure 4.8-1
Parks, Open Space and Golf Courses
PMC

Recreational Facilities

The City maintains several other major recreation facilities to provide a variety of recreation to its residents. The Department provides recreational opportunities, including swimming, soccer, gymnastics, arts and crafts, dance, baseball, education programs, seasonal camp activities, and special events. A visual assessment of some of the facilities indicates that the City generally maintains the facilities in a good condition. Staff has not indicated any significant issues with these facilities, besides aging facilities. The current facilities include:

- Arroyo Pool
- Chestnut Roundhouse
- Civic Center Pool & Gym
- Community Pool & Building
- Hattie Weber Library/Museum
- Manor Pool
- Municipal Golf Course (leased to a private firm for operations)
- Senior Center
- Teen Center
- Veterans Memorial Center

The City's current facilities are generally sufficient for current demands, but could be expanded to accommodate current recreational trends. Department staff has indicated that the current demands for active sports and community centers are greater than what the City provides. Facilities, such as athletic fields, are overused due to high demands. Current community demands include additional sports fields and community centers. In addition, staff indicated that several facilities need to be replaced. The City continues to plan for and construct recreational facilities to meet current recreational trends.

Community Services

The Department provides a wide range of social services to residents. Services include child care, homeless service, fair housing, mediation, and senior services. These services appear adequate to meet the current demands. However, Department staff anticipates the need for additional senior services due to the large concentration of seniors within the City, and the need for additional fair housing services, due to the increasing number of students.

4.0 INFRASTRUCTURE ANALYSIS

**TABLE 4.8-1
CITY PARKS AND ACREAGES**

Park	Address	Acres
Arroyo	2000 Shasta Dr.	15.5
Cedar	626 K St.	0.6
Central	Fifth & B St.	5.8
Chestnut	1020 Chestnut Ln.	6.1
Civic Center Complex	Sixth & B Street	6.0
College Park	College Park	0.9
Community	1405 F St.	28
Covell	300 Del Oro Ave.	5.2
Hacienda	809 Hacienda Ave.	1.0
John Barovetto	4400 Alhambra Dr.	6.9
La Playa	3350 La Playa Dr.	5.0
Little League	1865 H Street	4.0
Mace Ranch	3141 Fifth St.	24.0
Municipal Golf Course	24439 Fairway Drive	259.0
N Street	567 N St.	0.2
Northstar	3434 Anderson Rd.	13.5
Oak Grove	1900 Donner Ave.	2.5
Oxford Circle	505 Oxford Cr.	3.9
Pioneer	5036 Hamel St.	5.8
Playfields	2500 Research Park Dr.	16.5
Putah Creek	1111 El Campo Ave.	1.8
Redwood	1001 Anderson Rd.	3.4
Robert Arneson	2800 Moore Blvd.	5.0
Sandy Motley	1919 Moore Blvd.	5.0
Slide Hill	1525 Tulip Ln.	12.0
Sycamore	1313 Sycamore Ln.	5.5
Village	919 Arnold Dr.	0.8
Toad Hollow Dog Park	1919 Second St.	2.5
Walnut	2700 Lillard Dr.	16
West Manor	2910 Salem St.	4.0
Westwood	900 Barkley St.	5.8
Whaleback	1011 Marina Cr.	1.5
Willowcreek	3800 Cowell Blvd.	5.0
Total		478.7

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The City is currently developing plans for future parks and recreational facilities. The Parks & Community Services Department is currently in the process of updating its Parks and Facilities Master Plan to guide the maintenance and development over the next 10-15 years. This Master Plan will study existing parks and facility assets, and will identify a planning blueprint to expand, improve and protect the City's parks and recreation. The updated Master Plan is anticipated to be completed in the spring of 2008.

In addition, changing development patterns within the City will necessitate different parks and recreational facilities. Development within the City is increasingly infill development, which adds more residents within close proximity to facilities planned for fewer users. Planned facilities are anticipated to address this situation.

Construction of all parks planned in the current Parks and Recreation Facilities Master Plan is a good indicator that the City is able to follow through on developing parks to serve the community.

DETERMINATION

Parks, Recreation, and Community Services

The City of Davis is currently providing a sufficient range of different types of parks and recreational services to residents within the City. The City provides sufficient parkland acres to meet the City's minimum parkland acreage requirements. The City has several recreational facilities and programs to serve the recreational needs of the City. The City continues to plan for and construct recreational facilities to meet current recreational trends. The City provides a wide variety of social services and programs to meet the needs of the community.

The City is in the process of developing plans for improving and constructing additional parks and recreational facilities to meet future demands. The City appears active in acquiring and constructing additional parkland and recreational facilities to meet the needs of residents. The City of Davis would be the most appropriate parks, recreation, and community services provider upon development and urbanization within its SOI.

5.0 FINANCING, RATES, AND FACILITY SHARING

5.0 FINANCING, RATES, AND FACILITIES SHARING

This section examines the fiscal status of the City. The City's funding sources, rate structure, expenditures, and debts are evaluated to determine viability and ability to meet existing and expanded service demands. This section includes factors affecting the financing of needed improvements, including utilized opportunities and shared facilities for City Departments to reduce costs.

CITY FINANCES

Financial Stability

The City is financially stable, as the City has sufficient assets and funds available for the continued operation of the City. The Comprehensive Annual Financial Report (CAFR), the City's audited financial statements, highlights the City's financial situation. For the fiscal year beginning July 1, 2005 to June 30, 2006, the City's financial highlights included:

- The City's net assets decreased by \$72.8 million to \$1.9 billion primarily due to depreciation expenses of \$85.0 million;
- The total City revenues increased by \$2.2 million to \$97.0 million;
- The total City expenses increased \$1.7 million to \$167.9 million, which includes the depreciation of capital assets (method of accounting, not an actual large increase in spending); excluding depreciation, expenses were \$82.9 million, which was less than available revenues; and
- The General Fund balance decreased \$1.1 million to \$11.9 million.

As the CAFR indicates, the City's net assets were decreasing, but the City has sufficient fund balances and assets to remain financially solvent. Past financial statements, from FY 1996-97 through FY 2004-05 show a relatively stable budget, with some years experiencing increases and some decreases in the fund balance. Revenues and expenditures fluctuate from year to year. The overall trend indicates that the City's net assets are generally increasing.

Revenues

Taxes account for the City's largest single revenue source. Most of the taxes received are not restricted and are used for general city purposes in the general fund. These taxes include sales tax, property tax, utility user's tax, and business license tax. Other special taxes that voters have approved include open space protection and park maintenance taxes. **Table 5.0-1** show the City's major revenue sources.

5.0 FINANCING, RATES, AND FACILITIES SHARING

**TABLE 5.0-1
REVENUES FY 2006-07**

Major Revenue Sources	Amount, in millions
Taxes	\$33.993
Motor vehicle in-lieu	\$4.619
Investment income	\$1.295
Governmental program revenues	\$23.978
Business-type activities	\$29.425
Other Revenue	\$3.644
Total	\$96.954

Most City services are supported by the General Fund. The General Fund contains all the City's general revenues that are not specifically levied or collected for other City functions and related expenditures. During FY 2005-06, the City had a general fund balance of \$26.3 million not restricted to a specific use. The General Fund provides support to the City Council, City Manager's Office, Community Development, Finance, Police, Fire, Transportation, Parks and Recreation, and General Services for operations and capital improvements.

Specific municipal services, which depend on usage, are almost entirely supported by enterprise funds. Services include water, wastewater, drainage and transit. Enterprise funds are sufficient to cover existing operating costs, except for drainage and transit services.

A description of the major sources of revenues for the City includes the following:

- Property Tax - The State Constitution (Proposition 13) sets the base property tax rate at 1% of assessed value. The City receives approximately 18% of the property tax generated in Davis, with the majority of the revenue going to the State.
- Sales and Use Tax – The City receives the full 1% of its local share of taxable items sold within the City limits.
- Enterprise Funds – The City receives funds that are used to account for self-supporting activities which provide services on a user-fee basis. Fees collected support operating and capital improvements costs for water, sewer, drainage, solid waste, and transit.
- Other Revenue – The City receives other significant revenues from the transfer tax, motor vehicle in-lieu (VLF) fee, interest, highway users tax (gasoline tax), taxes levied prior to 1986 (prior to Proposition 62), special voter approved taxes, and grant monies.

Expenditures

Most of the City's expenditures are for providing public services to residents. Major expenditures are shown on **Table 5.0-2**.

**TABLE 5.0-2
EXPENDITURES FY 2006-07**

Major Expenditure Categories	Amount, in millions	Activity	Amount, in millions	Percent
General Governmental Activities	\$138.501	General Government	\$4.148	0.02%
		Public Safety	\$19.574	11.7%
		Public Works	\$92.662	55.2%
		Community Development	\$3.562	2.1%
		Parks and Community Service	\$18.554	11.0%
Business-Type Activities	\$28.152	Water	\$6.658	4.0%
		Solid Waste	\$7.906	4.7%
		Wastewater	\$7.249	4.3%
		Drainage	\$1.827	1.1%
		Transit	\$4.512	2.7%
Debt service	\$1.276	Interest	\$1.276	0.8%
Total	\$167.930	Total	\$167.930	100%

Major expenditures exceeding revenues in FY 2005-06 has resulted from net assets decreasing by \$70.975 million, primarily due to depreciation of fixed assets. Depreciation of fixed assets is a commonly used accounting method to attribute the purchase cost of an asset over its estimated useful life, representing its loss of value over time. Excluding depreciation, expenditures were \$82.9 million, which was less than available revenues of \$97.0 million.

The decline in net assets from depreciation does not represent significant overspending. A majority of the City's assets are existing infrastructure used for providing services to residents. These capital assets include land, building, machinery, equipment, and infrastructure. The City's capital assets, representing \$1.9 billion, or 95% of the City's total net assets, are fixed and cannot be used for spending. Because depreciation costs are included, the City's net assets are decreasing. However, the City would need to accumulate funds for the replacement of the capital assets at the end of their useful life. The City typically allocates funds from the budget, issues bonds, or obtains capital improvement loans to fund major projects. By issuing bonds, the City is able to adequately fund major projects while spreading the costs of a project over a long period of time.

The City is budgeting appropriately, as net assets are generally increasing over time. The City's revenues and expenditures fluctuate each year, with some years experiencing greater expenditures than revenues received. General trends in the City's finances show that the City is financially stable, with some periods of increases and decreases in the fund balance. No external factors are expected to significantly affect the City's budget in which the City would become financially unstable.

5.0 FINANCING, RATES, AND FACILITIES SHARING

The City has a large number of Capital Improvement Projects (CIP) over the next several years. The planned CIPs are estimated to require over \$36 million. There are several other unspecified improvements that are likely to require a substantial investment of funds.

Long Term Debts

The City continues to pay off its long term debt obligations. Most of the loans incurred were primarily used for upgrades and improvements to the City's municipal infrastructure. The current balance is approximately \$18.841 million. No new debts were issued during the past four years. **Table 5.0-2** shows the City's current long-term debt obligations.

TABLE 5.0-2
LONG-TERM DEBT OBLIGATIONS
FISCAL YEAR 2005-2006

Long-Term Debt Obligations	Payoff Year	June 30, 2006 Balance, in millions
2000 Tax Allocation Refunding Bonds – (Redevelopment)	2030	\$12.700
2003 Tax Allocation Refunding Bonds – (Redevelopment)	2034	\$9.055
Special Assessment Payable	2009	\$0.237
1995 Association of Bay Area Governments	2016	\$1.515
1994 City of Davis Certificates of Participation	2014	\$0.230
Central Controller and Ancillary Equipment (Capital Lease))	2011	\$1.052
State Revolving Fund Loan #1	2015	\$2.614
State Revolving Fund Loan #2	2019	\$8.227
Department of Water Resources Loan #1	2011	\$1.609
Department of Water Resources Loan #2	2022	\$4.531
Sewer System Capital Improvements Loan	2018	\$1.859
Total Debt	2034	\$18.841

These current long-term debt obligations are not a significant burden for the City and do not indicate financial trouble. Cities generally incur long-term debt to finance projects or purchase assets, which will have useful lives equal to or greater than the related debt. The City has not defaulted on any of these debts and is able to continue making regular payments.

Rates

The Finance Department provides utility billing and collections administration for customers using the City's services. This includes billing and payment services, and maintenance of customer accounts, including opening new accounts and closing existing accounts.

Current rates are adequate to account for current operating costs. The City reviews rates annually and updates rates as necessary to reflect the actual costs for providing services. Rates are usually determined by inflation, changes in regulations and compliance, capital projects, system maintenance, and any unforeseen cost impacts. Current rates are sufficient for the services provided. The rates vary based on the type of service. The basic single family residential rates are shown below:

5.0 FINANCING, RATES, AND FACILITIES SHARING

Water:	\$16.80 bi-monthly base rate
0 – 3,600 cubic feet:	\$1.09 per hundred cubic feet
over 3,600 cubic feet:	\$1.41 per hundred cubic feet
meter retrofit charge:	\$4.92 bi-monthly (meter retrofit loan payoff in 2012)
Sewer:	\$79.30 bi-monthly
Storm Drainage:	\$0.0004642 bi-monthly per sq-ft of lot size
Solid Waste Collection:	\$55.46 bi-monthly
Public Safety:	\$8.64 bi-monthly base plus \$0.000066 per sq-ft of lot
Municipal Service Tax:	\$11.00 bi-monthly base plus \$0.00008 per sq-ft of lot

It is anticipated that several of these rates will increase, due to extensive water, wastewater, and drainage system improvements required. Current funding for these improvements has been considered by City staff as inadequate and is being addressed as a part of the City's long term financial planning. In addition, the City may seek to increase the voter-approved Public Safety Tax assessment, due to a desire for increased police and fire protection coverage, which would be subject to Proposition 218 voter approval for the special assessment or tax. Additional information regarding these improvements can be found in section 4.0, Infrastructure Analysis.

The City reviews and updates its development related fees to accurately reflect the true cost for providing new services. Future service upgrades and expansions to serve new developments will be funded by development impact fees and connection fees. The City has a Major Projects Financing Plan (MPFP) to identify and set development impact fees. The impact fees would fund improvements necessary to support and serve new development. Development impact fees continue to be a major source in support of the City's capital improvement plan, as the City has identified over \$37 million for specific projects.

Future Growth Impacts

Future growth is not expected to have a significant negative impact on the City's financing of needed infrastructure. Although future growth areas will require municipal services, they will also contribute fund to the City to construct the required infrastructure to serve new development, offsetting costs. Future growth is required to pay its fair share to upgrade and expand municipal utilities to adequately serve new development, resulting in no negative financial impacts to current residents regarding the expansion of new infrastructure. In addition, the City currently serves some of the areas outside of the City's boundaries. As the City is currently financially stable, it is anticipated that the City will remain financially stable as new growth occurs.

COST SAVINGS

This section analyzes the City's current efforts to reasonably reduce costs, resulting in a more efficient use of funds.

Facilities Sharing

Sharing facilities with another service provider or entity can be an effective method of reducing costs to the City. Major facilities sharing opportunities currently utilized include:

- Reciprocal facility use with Davis Joint Unified School District;
- Cross use of facilities and other services with UC Davis;

5.0 FINANCING, RATES, AND FACILITIES SHARING

- Joint use of a Yolo County Building at 600 A Street;
- Long-term agreement for the operations and maintenance of the Municipal Golf Course;
- Long-term agreement for the operations and maintenance of the Varsity Theater;
- Long-term lease of the Historic City Hall restaurant;
- Leases for various uses on the Old Davis Landfill; and
- Plans for a new surface water conveyance and treatment system with the City of Woodland and UC Davis.

The City is able to seek out and effectively use shared facilities to reduce costs.

Volunteers

Utilizing volunteers is an effective method of providing selected service without hiring additional staff. Volunteers are currently active in the following programs:

- Police Citizen Academy volunteers;
- Fire Corps;
- Community Emergency Response Team (CERT);
- Adopt-A-Park volunteers;
- Community Mediation Service (CMS) volunteers; and
- Various other parks, recreation, and community service volunteers.

Mutual Aid

Mutual Aid is an effective method of providing a greater level of service without significantly increasing costs. Mutual aid opportunities currently utilized include:

- Fire protection from UC Davis and other nearby fire departments (Since the City's Fire Department is understaffed, this reduces the costs of employing additional firefighters to respond to incidents);
- Law enforcement from UC Davis and the Yolo County Sheriff; and
- Water service from UC Davis (intertie opened when needed).

Contracts for Services

The City utilizes a competitive bid process for major services that are contracted to private providers. Requests for proposals are sent out, depending on the need and the availability of funds. The competitive bid process has been effective in controlling costs, as it allows the City to select the lowest cost qualified contractor to provide services.

In addition, the City receives funds from providing services to other providers. The City currently provides services to the East Davis County Fire Protection District, El Macero County Services Area, No Man's Land Fire Protection District, North Davis Meadows County Services Area, Springlake Fire Protection District, and Willowbank County Services Area.

The charges for providing fire protection coverage to the contracted service areas may be less-than-sufficient for compensating the City for the services provided to the No Man's Land Fire Protection District. The NMLFPD is likely to be unable to pay for contracted services in the near future if the current situation continues. Default on payments by exempt properties and delinquent assessments limit NMLFPD's funds to pay for contracted services. Exempt property owners represent state and federal agencies and include the Department of Fish and Game, the United States Army Corps of Engineers, the Air Force Real Property Agency, the Bureau of Land Management, and the Yolo County Housing Authority. The Department of Fish and Game has defaulted on their payment every year during the last three years and owes the greatest amount of back taxes of \$13,258.67. The NMLFPD continues to use their fund balance to cover operating costs, paying a flat rate of \$30,534.50 to the City in two separate installments each year. The rate has remained unchanged since commencement of the contract in 1997. The City has not increased its rates charged due to the NMLFPT's financial situation. The current contract ends in 2008.

Although the charges for contracted fire services have not been updated recently, the contracted services still benefit the City. The supplemental funding provided by the three fire district contracts allow the City to operate round-the-clock fire protection coverage from each of the three fire stations. This enhances the fire services provided to all residents within the Department's coverage area.

Risk Management

The City participates in the Yolo County Public Agency Risk Management Insurance Authority, a joint powers agreement with other public entities, for self insurance. By participating in a public entity risk pooled insurance program, the City spreads its risks and reduces costs of providing general liability, property, auto, worker's compensation, and other coverage.

Other

In addition, the City has worked to control costs by aggressively pursuing various funding opportunities, such as grant funding and low-interest loans.

DETERMINATION

Financing

Services provided by the City of Davis are primarily funded by the taxes and utility fees. Fees are charged for services such as water, wastewater, storm drainage, solid waste, public safety, and municipal services. The City is financially stable, as expenditures are not consistently exceeding revenues.

Future growth is not expected to have a significant negative impact on the City's future financial status. Although future growth areas will require municipal services, future developments also contribute to the City's revenues, offsetting costs.

Rate Restructuring

Most fees charged are currently adequate, and rates are reviewed annually and are adjusted when necessary. The City will need to revise current fees to reflect the costs of required improvements to several utility systems. The City has not revised rates for several contracted

5.0 FINANCING, RATES, AND FACILITIES SHARING

services to reflect current costs of providing services. Rates may be increased or services reduced to the level of funding provided.

Future service upgrades and expansions to serve new developments will be funded by development impact fees and connection fees. The fees, when updated as appropriate, are sufficient to fund the required service expansions and upgrades for new users.

Facilities Sharing

The City is able to effectively share facilities with other similar service providers, such as the City of Woodland, Davis Joint Unified School District, UC Davis and Yolo County, to reduce costs.

Cost Avoidance

The City appears to utilize a sufficient range of cost avoidance opportunities; including facilities sharing, use of volunteers, mutual aid, contracting of selected services, and risk management.

6.0 LOCAL ACCOUNTABILITY AND MANAGEMENT EFFICIENCIES

6.0 LOCAL ACCOUNTABILITY AND MANAGEMENT EFFICIENCIES

6.0 LOCAL ACCOUNTABILITY AND MANAGEMENT EFFICIENCIES

This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. Overall management practices are discussed and considered.

LEGAL STRUCTURE

The City of Davis was incorporated as a General Law City on March 28, 1917. The City operates under the provisions of state law and is a legally separate and fiscally independent agency. It can issue debt, set and modify budgets, fees and sue or be sued.

GOVERNANCE

The City operates under a City Council/City Manager form of local government. The City is a full service City providing the following services: police, emergency services, parks and recreation, street maintenance, water distribution, wastewater collection, storm drainage, and general government services.

The City Council serves as the legislative, policy making body for the City. The City Council consists of five members elected at large to four year terms. Council elections are held every two years, with staggered terms (two positions are filled in one election, three positions in the next election). The council member who receives the most votes in an election serves two years as Mayor Pro-Tempore, and then two years as Mayor. General Municipal elections are held on the first Tuesday of November in odd numbered years.

The Current City Council is shown below.

Sue Greenwald, Mayor	Term Ends: 2008
Ruth Asmundson, Mayor Pro Tempore	Term Ends: 2010
Don Saylor, Councilmember	Term Ends: 2008
Lamar Heystek, Councilmember	Term Ends: 2010
Stephen Souza, Councilmember	Term Ends: 2008

The duties of the City Council include: establishing City policies and ordinances, making land use decisions, hearing appeals of decisions made by City staff or citizen advisory groups, and appointing a City Manager. The City Manager serves as the administrative head of city government overseeing the departments, appointing staff, and maintaining the City's day-to-day operations.

PUBLIC PARTICIPATION

The City Council welcomes and encourages participation by Davis residents in City Council meetings. The Council also holds regular meetings and committee meetings that are open to the public. The City Council regularly meets every Tuesday at 6:00 p.m., with exception of the fifth Tuesday of the month and the Tuesday prior to a holiday, in the Community Chambers, located in City Hall at 23 Russell Boulevard. Agendas for the City Council meetings and Council committee meetings are available on the City's website and in City Hall. Public meetings are

6.0 LOCAL ACCOUNTABILITY AND MANAGEMENT EFFICIENCIES

held in compliance with Brown Act requirements, which govern open meetings for local government bodies.

The City provides many other ways to view City Council Meetings. The City Council meeting are broadcasted live on the City Government Channel Comcast (Cable channel 16) and streamed live online on the City's website at <cityofdavis.org/media>. The City operates the City Government Channel to provide coverage of various commission and committee meetings, special events of public interest, and to provide information on City services and programs. Archived videos of City Council meetings are also available on the City's website and at the Davis Branch of the Yolo County Library.

Extensive public information is readily accessible through the City's website, at <cityofdavis.org>. Residents may also contact the City at 23 Russell Boulevard, or by telephone at (530) 757-5602.

MANAGEMENT STRUCTURE

The City is organized into seven departments. City Departments include: City Manager's Office, Community Development Department, Finance Department, Fire Department, Parks & Community Services Department, Police Department, and Public Works Department.

The City budget is usually an indicator of management efficiency. According to information contained in the approved budgets and financial audits, as analyzed in section 5.0, Financing, Rates, and Facilities Sharing, the City is financially stable. Contained in the budget is the purpose of each department and division, goals, and accomplishments.

No significant management deficiencies were identified relative to coordination or oversight of the public services provided by the City, other agencies, and contracted service providers.

DETERMINATION

Local Accountability

The City of Davis maintains a sufficient level of accountability in its governance. Public meetings are held in compliance with Brown Act requirements. Information regarding the City is readily available to members of the public.

Management Efficiencies

The City of Davis works to meet its goals for each service provided. The overall management structure of the City is sufficient to account for necessary services and maintain operations in an efficient and effective manner.

7.0 GOVERNMENT STRUCTURE OPTIONS

7.0 GOVERNMENT STRUCTURE OPTIONS

This section analyzes the appropriateness and adequacy of the physical boundaries of the City of Davis.

BACKGROUND

The City of Davis was incorporated as a General Law City on March 28, 1917. The City is a municipal corporation operating under the general laws of the State of California. The City is a full service City, providing general government services and general municipal services.

CHARTER CITY CONSIDERATIONS

The City has previously considered the possibility of changing from a General Law City to become Charter City. In 2004, the then-City Council appointed various members to a Governance Task Force to study issues related to governance, the structure of city government that best represents the citizenry, and the most appropriate democratic political processes to ensure fair representation and equality of access. Issues included district elections, direct election of the mayor, municipal charter status, alternative methods of voting, and the role of Advisory Commissions.

The Governance Task Force's Final Report on March 29, 2005 recommended that the City shall remain a General Law city, unless adoption of a Charter is necessary to implement their various recommendations. Several recommendations conflict with the statutes governing General Law cities and could not be implemented, unless the laws are changed, or the City become a Charter city. The Governance Task Force recommendations included choice (preference) voting, mayoral election by instant runoff voting, and an increase in the number of council members with an elected mayor through choice voting. Later, in 2006, voters passed Measure L, advisory measure for the City to adopt Choice Voting. A Charter City would allow the City to adopt choice voting.

At this point, the City is continuing to pursue the option of becoming a Charter city. The City continues to evaluate the benefits of a Charter city through a City Council subcommittee. A Charter City would enable the City to have more autonomy over the City's municipal affairs, but would not cause a significant adverse affect to the provision of municipal services.

GENERAL LAW CITY EFFECTIVENESS

The City is able to operate effectively under the current General Law statutes, defined under California Government Codes, which enumerates their powers and specifies their structure. No change in the current government structure is necessary to continue the adequate provision of municipal services.

PHYSICAL BOUNDARIES AND SPHERE OF INFLUENCE

Current Boundaries

The City of Davis' current municipal boundaries are a result of annexations since the incorporation of the City in 1917. The City lies just north of the Yolo County/Solano County border and north of UC Davis. This has focused previous expansions of the City's boundaries towards the north, east, and west.

7.0 GOVERNMENT STRUCTURE OPTIONS

Probable Future Boundaries

The City anticipates continued future growth and future expansion of the City's boundaries within the next 20 years. A more detailed discussion on the City's projected growth is included in Section 3.0, Growth and Population Projections.

Sphere of Influence

The City's proposed Sphere of Influence indicates the probable physical boundaries and service area of the City over the next 20 years. The City's likely future growth area is in the northern portion of the City, as currently ranked by the General Plan Update Steering Committee, and is included as a part of the proposed SOI, shown on **Figure 1.0-1**.

In addition, land owned by the City and used for municipal purposes may be annexed by the City, even if boundaries are non-contiguous. As such, the Davis Municipal Golf Course and the Water Pollution Control Plant are included within the City's SOI.

The expansion of the City's SOI for projected future growth is logical and orderly. The SOI expansion areas are adjacent to the existing municipal boundaries, with urban services available or planned to serve the area. Service demands associated with the potential for future expansion of municipal services have been considered throughout this Municipal Service Review. Service capabilities and issues related to the provision of water, wastewater, circulation, drainage, police, fire, emergency medical response, parks, recreation, solid waste, and general governmental services have been considered.

DETERMINATION

Government Structure

The current government structure of the City of Davis, a general law city, is appropriate for the provision of municipal services.

The proposed Sphere of Influence for the City of Davis promotes logical and orderly boundaries. The updated SOI is appropriate to accommodate and adequately serve the projected growth of the community within the next 20 years.

8.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

8.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

The City of Davis' Municipal Service Review (MSR) has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and possible changes to the City's Sphere of Influence.

The MSR must include written determinations that address the factors shown below in order to update a Sphere of Influence. The following is a compilation of the determinations contained in the previous sections.

DETERMINATIONS

Growth and Population

The City is constrained to the south by the County boundary line and UC Davis property. In addition, the City is surrounded by agricultural lands, with most lands designated as prime farmland.

LAFCo has calculated growth projections for the City, based on the City's existing growth policies and conditions. The City's boundaries are projected to grow from the current size of 6,355 acres to 7,356 acres in the year 2028. The current population is projected to grow by 29.8% to 84,294 people in the year 2028. The City's projected growth will require additional lands outside of the current city boundaries. The City has not specifically identified future growth areas in the City's 2001 General Plan.

The proposed Sphere of Influence reflects the areas that are anticipated to become a part of the City's service area, generally with new development along the northern boundaries.

Infrastructure Needs and Deficiencies

Water

The City of Davis is currently providing adequate municipal water for urban customers within the City. The City currently relies solely on groundwater, which will not be able to meet future demands and water quality requirements. The current water system infrastructure is adequate to serve existing users during peak demands.

The City has plans for improving and upgrading the City's existing water system and infrastructure. The City is in the process of pursuing more stable and higher quality surface water supplies. Future water supply, treatment, and delivery systems can be constructed and extended to provide service to adequately serve future demands. The City of Davis would be the most appropriate municipal water service provider upon development and urbanization within its SOI.

Wastewater

The City of Davis is currently providing adequate municipal wastewater collection and treatment for urban customers. The current wastewater system infrastructure is adequate to serve existing users. The City has additional wastewater treatment and disposal capacity to handle additional wastewater flows.

8.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

The City has plans for improving and upgrading the City's existing wastewater system and infrastructure to comply with increased wastewater discharge requirements. Future wastewater conveyance and treatment systems can be constructed and extended to provide service to adequately serve future demands. The City of Davis would be the most appropriate wastewater service provider upon development and urbanization within its SOI.

Drainage

The City of Davis is currently providing adequate municipal storm drainage for areas within the City. The City has adequate stormwater drainage conveyance, detention and retention capabilities. The current stormwater system infrastructure is adequate to serve the City during most major storm events.

Urbanization of the undeveloped areas would increase stormwater runoff and will require adequate facilities and services. Future stormwater drainage facilities are required to be constructed by developers. The City of Davis would be the most appropriate stormwater service provider upon development and urbanization within its SOI.

Solid Waste

The City of Davis has contracted with Davis Waste Removal, Inc., a private provider, to provide all solid waste services within the City. Solid waste services provided by DWR are adequate. The City does not anticipate any changes that would significantly affect solid waste services within the City. Any increases in solid waste generation are to be handled by the current solid waste services contractor. The City and DWR do not currently foresee any service issues within the next 20 years.

Circulation and Roadways

The City of Davis is currently providing roadway and circulation services to residents within the City. The City tracks current roadway conditions to determine which roadways require maintenance services. The current level of funding is limiting the provision of roadway maintenance services. Although the current circulation infrastructure is adequate to serve existing users, it does not meet the City's own service goals.

Future roadways in new developments are required to be constructed by developers to provide adequate circulation service. The City of Davis is the appropriate roadway service provider upon development and urbanization within its SOI.

The City currently operates the Davis Community Transit and provides funding for Unitrans. Current public transit services provided or funded by the City are adequate for current needs.

Law Enforcement

The City of Davis is currently providing generally sufficient law enforcement services to residents within the City. The City has an adequate emergency communications and dispatch center infrastructure. Current law enforcement facilities and equipment are adequate for current demands. The Police Department currently has a staffing ratio of 0.9 police officers per 1,000 residents, which is currently sufficient for the community.

8.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

The City has short-range plans for improving the level of law enforcement services within the City. It is uncertain, to the level and extent, the Police Department will need to expand to provide adequate service to future growth.

Fire Protection and Emergency Medical Response

The City of Davis is currently providing fire protection and emergency medical services to residents within the City with the help of mutual assistance from outside agencies. The Fire Division currently has a sufficient fire protection rating, ISO Class 4 Rating, for providing coverage for most of its service area.

The City has identified a need for a fourth fire station since 1999, in order to maintain an adequate response time for most of the City. The current staffing is below the industry standard. A fourth fire station and increased staffing is needed to meet current firefighting standards. Although the City does not meet current standards, the current level of service appears adequate for the community's demand. The City has stated that the fire protection coverage issue needs to be addressed for additional development to be considered.

The City provides contracted fire protection and emergency medical services to the East Davis, No Man's Land, and a portion of the Springlake Fire Protection District. The City's responsibilities for the three contracted service areas could reduce the level of coverage within the City when units are responding to areas far away from the City. However, given the mutual aide aspects of the fire service this impact should be not significant. In addition, the supplemental funding provided by the three fire district contracts enhances the fire services provided within the Department's coverage area by allowing the City to operate round-the-clock fire protection coverage from each of the three fire stations.

Parks, Recreation, and Community Services

The City of Davis is currently providing a sufficient range of different types of parks and recreational services to residents within the City. The City provides sufficient parkland acres to meet the City's minimum parkland acreage requirements. The City has several recreational facilities and programs to serve the recreational needs of the City. The City continues to plan for and construct recreational facilities to meet current recreational trends. The City provides a wide variety of social services and programs to meet the needs of the community.

The City is in the process of developing plans for improving and constructing additional parks and recreational facilities to meet future demands. The City appears active in acquiring and constructing additional parkland and recreational facilities to meet the needs of residents. The City of Davis would be the most appropriate parks, recreation, and community services provider upon development and urbanization within its SOI.

Financing

Services provided by the City of Davis are primarily funded by the taxes and utility fees. Fees are charged for services such as water, wastewater, storm drainage, solid waste, public safety, and municipal services. The City is financially stable, as expenditures are not consistently exceeding revenues.

Future growth is not expected to have a significant negative impact on the City's future financial status. Although future growth areas will require municipal services, future developments also contribute to the City's revenues, offsetting costs.

8.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

Rate Restructuring

Most fees charged are currently adequate, and rates are reviewed annually and are adjusted when necessary. The City will need to revise current fees to reflect the costs of required improvements to several utility systems. The City has not revised rates for several contracted services to reflect current costs of providing services.

Future service upgrades and expansions to serve new developments will be funded by development impact fees and connection fees. The fees, when updated as appropriate, are sufficient to fund the required service expansions and upgrades for new users.

Facilities Sharing

The City is able to effectively share facilities with other similar service providers, such as the City of Woodland, Davis Joint Unified School District, UC Davis and Yolo County, to reduce costs.

Cost Avoidance

The City appears to utilize a sufficient range of cost avoidance opportunities; including facilities sharing, use of volunteers, mutual aid, contracting of selected services, and risk management.

Local Accountability

The City of Davis maintains a sufficient level of accountability in its governance. Public meetings are held in compliance with Brown Act requirements. Information regarding the City is readily available to members of the public.

Management Efficiencies

The City of Davis works to meet its goals for each service provided. The overall management structure of the City is sufficient to account for necessary services and maintain operations in an efficient and effective manner.

Government Structure

The current government structure of the City of Davis, a general law city, is appropriate for the provision of municipal services.

The proposed Sphere of Influence for the City of Davis promotes logical and orderly boundaries. The updated SOI is appropriate to accommodate and adequately serve the projected growth of the community within the next 20 years.

9.0 SPHERE OF INFLUENCE DETERMINATIONS

9.0 SPHERE OF INFLUENCE DETERMINATIONS

The Sphere of Influence (SOI) determinations analyze the appropriateness of the City's SOI boundaries, relative to the capabilities of the service provider and future growth. The SOI contains the probable physical boundaries and probable service area of the City over the next 20 years.

Yolo LAFCo's methodology for SOI lines has a requirement for a 10-year growth boundary for immediate growth and projected service extension (Primary SOI), along with the required 20-year long term growth boundary (Secondary SOI). The SOI delineates the service capability and expansion capacity of the City's services. The 10-year line will represent the ability of the City to provide adequate services within ten years. The 20-year line will show the long-term expectations of the provision of municipal service influence, impact, and control.

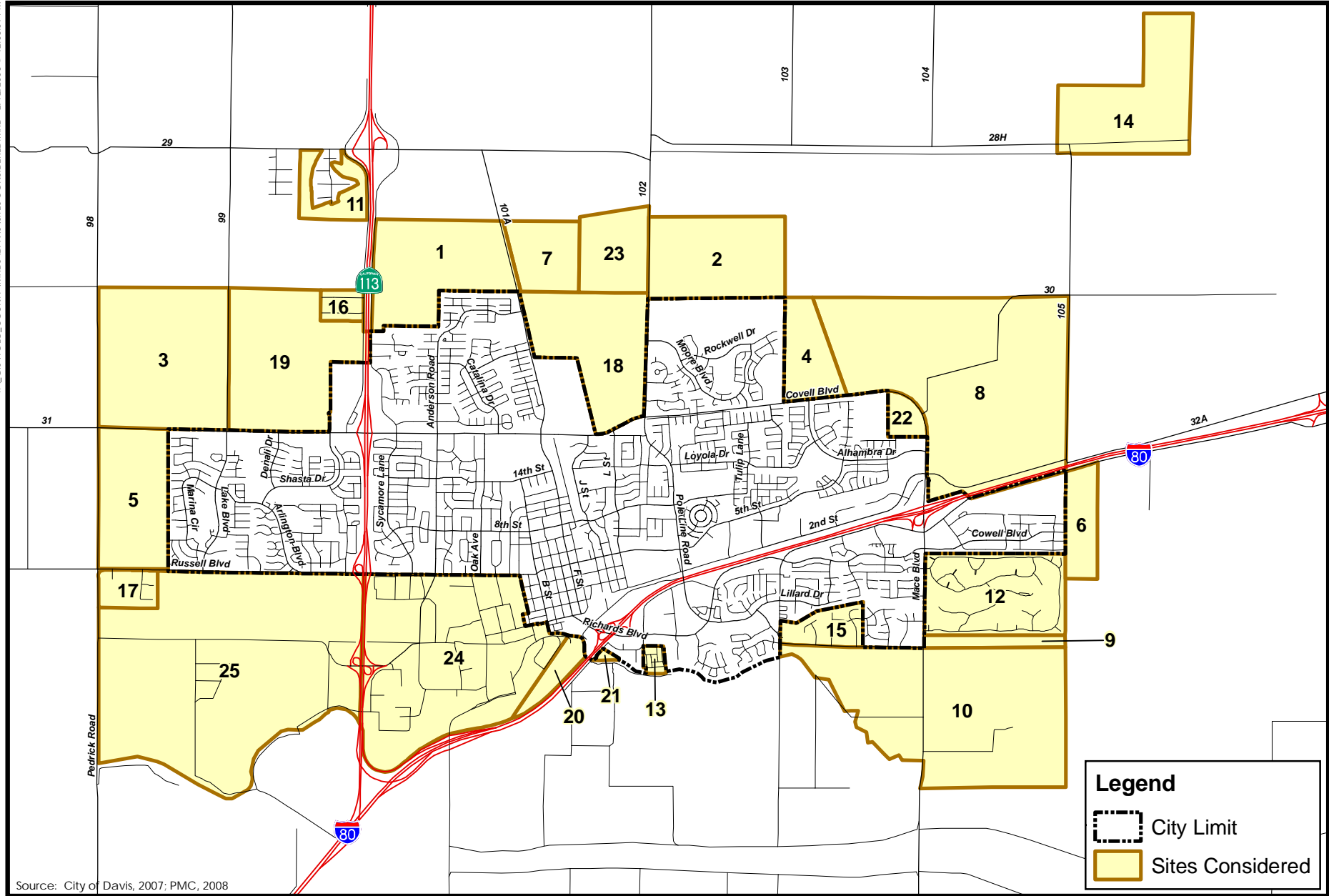
9.0 SPHERE OF INFLUENCE DETERMINATIONS

SPHERE OF INFLUENCE SITES ANALYSIS

Sites Considered

Multiple areas around the City were considered for inclusion the City's SOI. A list of probable sites was developed and is listed below. The following sites were each ranked according to several factors, discussed later, for inclusion or exclusion from the City's updated SOI. Each site number corresponds to sites shown on **Figure 9.0-1**.

- 1) North of Anderson Road
- 2) North of Wildhorse area
- 3) Oeste Ranch
- 4) Shriner's Property, east of Wildhorse
- 5) Stonegate Three, west of Stonegate
- 6) East of Davis, south of I-80
- 7) North of Covell Village
- 8) Northeast of Davis, beyond Mace curve
- 9) South of El Macero
- 10) Southeast of Davis
- 11) Davis Municipal Golf Course
- 12) El Macero
- 13) Royal Oaks Trailer Park
- 14) Wastewater Pollution Control Plant
- 15) Willowbank area
- 16) Binning Tract
- 17) Cactus Corner
- 18) Covell Village
- 19) Lin, Parlin, Boschken, northwest of hospital
- 20) Nishi/Rust Property
- 21) Property south of I-80, east of Nishi
- 22) Signature inside Mace curve
- 23) Old Davis Landfill
- 24) UC Davis Main Campus
- 25) UC Davis West Campus



Source: City of Davis, 2007; PMC, 2008

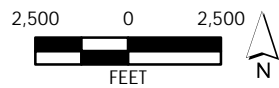


Figure 9.0-1
Sites Considered - City of Davis Sphere of Influence

Factors for Exclusion from the SOI

The following exclusion factors were developed to rank the sites considered and is based on state law and Yolo LAFCo policies regarding a City's SOI.

Exclusion Criteria

- A. Site is currently under any type of a Williamson Contract,
- B. Site is adjacent to an established urbanization buffer, (agricultural, greenbelt, waterway),
- C. Site would promote illogical boundaries, result in unusual lines of assessment, creation of islands or corridors of unincorporated territory,
- D. Site does not promote a compact urban form,
- E. Site contains mostly prime soils and/or is likely to continue agricultural production,
- F. Site can significantly affect neighboring farming operations.

Sites Excluded

Based on the exclusion factors listed above, the following sites were removed from the existing SOI and were not considered for inclusion within the updated SOI. The site list includes the reasons for exclusion, with the corresponding letter representing the exclusion criteria factor relating to that site. Exclusion criteria A and B were given greater weight.

Site	Exclusion Criteria
1) North of Anderson Road:	A, B, E
2) North of Wildhorse area:	B, D, E
3) Oeste Ranch:	A, B, D, E, F
4) Shriner's Property, east of Wildhorse:	B, E
5) Stonegate Three, west of Stonegate:	A, B, E, F
6) East of Davis, south of I-80:	D, E
7) North of Covell Village:	D, E, F
8) Northeast of Davis, beyond Mace curve:	E, F
9) South of El Macero:	C, E
10) Southeast of Davis:	D, E

9.0 SPHERE OF INFLUENCE DETERMINATIONS

Factors for Inclusion in the SOI

The following inclusion factors were developed to rank the sites considered and is based on state law and Yolo LAFCo policies regarding a City's SOI.

Inclusion Criteria

- A. Site is owned by the City and used for municipal services,
- B. Site is primarily served by City services and is adjacent to or substantially surrounded by the City,
- C. Site promotes a compact urban form,
- D. Site is substantially bordered by existing urban uses,
- E. Site is suitable for future urbanization,
- F. Site is currently urbanized,
- G. Site can be easily served by the City or receives several services from the City,
- H. Site includes mostly non-prime farmland or is difficult to farm,
- I. Site has unique relationship to the City,
- J. Site would promote logical and orderly boundaries along physical or political features.

Sites Included

Based on the inclusion factors listed above, the following sites were included in the proposed SOI Update. The site list includes the reasons for inclusion with the corresponding letter representing the inclusion criteria factor related to that site. Inclusion criteria A and B were given greater weight.

Site	Inclusion Criteria	Year SOI
1) Davis Municipal Golf Course:	A, F	10
2) El Macero:	B, D, F, J	10
3) Royal Oaks Trailer Park:	B, D, F, J	10
4) Wastewater Pollution Control Plant:	A, F	10
5) Willowbank area:	B, C, D, F, J	10
6) Binning Tract:	F, G	20
7) Cactus Corner:	F, G	20
8) Covell Village:	C, D, E, G, J	10
9) Lin, Parlin, Boschken, northwest of hospital:	D, E, G, H, J	20
10) Nishi/Rust Property:	C, D, E, G, H, J	10
11) Property south of I-80, east of Nishi:	D, F, G, J	10
12) Signature inside Mace curve:	C, D, E, G, H, J	10
13) Old Davis Landfill:	F, I	10
14) UC Davis Main Campus:	D, F, G, I, J	10
15) UC Davis West Campus:	C, D, E, G, I, J	10

PROPOSED SOI AREA

The areas to be included within the City of Davis' SOI are based on the site selection criteria stated in the previous pages. The areas generally are either already developed areas or are likely to be served by the City, while considering the impacts to prime agricultural lands and discouraging urban sprawl. The proposed SOI is shown on **Figure 1.0-1**.

The changes from the existing SOI, adopted in 1988, reflect the likely boundaries and best growth areas for the city. The primary differences between the 1988 adopted SOI and the proposed SOI include the removal of several prime agricultural areas, the inclusion of non-prime agricultural areas, the inclusion of difficult to farm areas, moving the university property within the 10-year SOI, and the adjustment of areas to reflect where compact and logical urban growth is likely to occur. These areas are consistent with the City's General Plan Update Committee's site rankings of likely housing sites.

Portions of the SOI to the east and west were removed because they are located on prime agricultural lands and are considered inappropriate for future urbanization within the next 20 years. Existing developed areas, including El Macero, were left within the SOI. Appropriate future growth, over the next 20 years, will be concentrated within four areas, with most significant growth in two large areas towards the north and northeast. In addition, the City's current Housing Element Update Steering Committee indicates that these sites are more ideal for the projected growth of the City. The proposed SOI promotes a compact city, thereby discouraging urban sprawl, while allowing for steady growth. This represents an overall reduction of approximately 450 acres of non-urbanized land from the 1988 SOI.

The proposed SOI includes the El Macero CSA and the Willowbank CSA, as both CSA's are currently receiving several municipal services from the City and both CSA's are contiguous to the City's boundaries. The City provides wastewater, water, drainage, and fire protection services to El Macero CSA and water, and fire protection services to Willowbank CSA.

Both the El Macero and Willowbank CSA are governed directly by the Yolo County Board of Supervisors. Willowbank CSA is generally operated by the City's Department of Public Works. The Board of Supervisors is advised as to the maintenance and operation of the El Macero CSA by the El Macero County Service Area Advisory Committee. The Willowbank CSA is controlled by the City's Department of Public Works. The Board of Supervisors is advised as to the maintenance and operation of the Willowbank CSA by the Willowbank County Service Area Advisory Committee.

9.0 SPHERE OF INFLUENCE DETERMINATIONS

A summary of the proposed SOI and changes is shown below:

Current SOI Acreage	11,204 acres
Proposed SOI Acreage Decrease	129 acres

	Including City	Excluding City
Proposed SOI Acreage	11,075 acres	4,720 acres
Proposed Primary SOI Acreage	10,448	4,093
Proposed Secondary SOI Acreage		627

Total Un-urbanized Land Within Proposed SOI	996 acres
Un-urbanized Within Primary SOI	484
Covell Village Site	387
Nishi Property	50
Signature inside Mace curve	47
Un-urbanized Within Secondary SOI	512
Lin, Parlin, Boschken, hospital area	512

SOI DETERMINATIONS

These SOI determinations are based on the City's ability to provide satisfactory municipal services to its residents.

- 1) The present and planned land uses in the area, including agricultural and open space lands.

Present land uses within the City are primarily urban uses, with most of the City approaching buildout conditions. Developed areas within the SOI include residential development, UC Davis, the Old Davis Landfill, the Municipal Golf Course, and the Wastewater Pollution Control Plant.

Agricultural lands currently surround the City and existing developed areas. Most of the agricultural lands contain prime farmland and are currently in use for agricultural purposes. Some portions of the agricultural lands, outside of the proposed SOI, remain under a Williamson Act Contract to preserve agricultural lands.

Current planning documents designate the surrounding undeveloped areas as agricultural land uses. Any change of the City's current agricultural land use designations would require a majority voter approval. However the agricultural areas within the proposed SOI are and have been under consideration for urbanized uses in the future. The planning activities currently underway for these areas suggest that these areas are likely to be urbanized and could be served by city services within the next twenty years.

The primary focus for new growth in the City is towards the north of the current City boundaries. Land uses are anticipated to remain agricultural; however, future land use planning will define urbanized uses for the areas within the SOI. Future land use within the City's planning area and SOI will be governed by the City's General Plan and will require voter approval, per city ordinances.

- 2) The present and probable need for public facilities and services in the area.

Present needs for public facilities and services in the proposed area are currently being met by the City of Davis, UC Davis, Yolo County, special districts, and other private providers.

The City provides (directly or by contract) a range of public services necessary to serve several areas within the County. These developed areas are not currently within the City's boundaries, but are included within the proposed SOI.

The City currently provides fire protection services to three adjacent special districts, the East Davis Fire protection District, the No Man's Land Fire Protection District, and portions of the Springlake Protection District. The Districts are partially within the existing and proposed SOI.

The City currently provides water services to three areas adjacent to the City, the El Macero CSA, the Royal Oaks mobile-home park, and the Willowbank CSA. The three areas are partially within the existing and proposed SOI. The City also

9.0 SPHERE OF INFLUENCE DETERMINATIONS

maintains the water system for the North Davis Meadows CSA, which is not within the existing and proposed SOI.

The City currently provides wastewater services to four adjacent areas, the El Macero CSA, the North Davis Meadows CSA, a portion of the Willowbank CSA, and the Royal Oaks Mobile-Home Ranch. The Districts are partially within the existing and proposed SOI.

UC Davis currently provides their own public facilities and services within their properties. UC Davis is anticipated to continue the provision of public services within their property as the University continues to grow.

At the present time, the proposed undeveloped areas within the County do not need traditional urban services, as most of the area is currently agricultural.

Probable needs for public facilities and services in the proposed area to support urban uses will be defined once specific land use planning has occurred. Currently, there are no planned developments within the proposed SOI that would require the extension of or construction of municipal facilities.

Upon development of the areas, it is anticipated that all urban municipal services would be required. The City will adopt infrastructure improvement and financing plans to accommodate development consistent with the General Plan.

- 3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

Present needs for public municipal facilities and services within the City of Davis are currently being met. The Municipal Service Review provides a more detailed discussion of the services provided by the City and their present capacities.

The City will define future capacities necessary to adequately serve urbanization and build out of the City's Sphere of Influence when specific developments are proposed.

The City is currently in the process of developing several master plans and projects that include future infrastructure and facilities to adequately serve future projected growth.

- 4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

Social and economic communities of interest in the area include the University of California, Davis; the unincorporated community of El Macero, Willowbank, Royal Oaks Mobile-home Ranch, Cactus Corner, Binning Tract, and North Davis Meadows.

10-Year SOI (Primary SOI)

The Primary SOI includes the areas that are within and are most likely to be included in the City's boundaries within the next 10 years, to 2018. This area includes all adjacent developed areas,

city-owned lands used for municipal purposes, UC Davis and adjacent area, the undeveloped area south of downtown, and the undeveloped area commonly known as Covell Village.

The Proposed Primary SOI Acreage is 10,448 acres, which includes 484 acres of undeveloped land for the projected growth over the next 10 years. The proposed SOI is shown on **Figure 1.0-1**.

20-Year SOI (Secondary SOI)

The Secondary SOI includes the areas that are most likely to be included in the City's boundaries within the next 20 years, to 2028. This area includes the area immediately adjacent to the Sutter Davis Hospital.

The Proposed Secondary SOI Acreage is 11,075 acres, which includes 512 acres of undeveloped lands for the projected growth between the ten and twenty year planning horizon. The proposed SOI is shown on **Figure 1.0-1**.

10.0 REFERENCES

10.0 REFERENCES

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