

## STAFF REPORT

**DATE:** February 3, 2026

**TO:** City Council

**FROM:** Sherri Metzker, Director, Community Development  
Dara Dungworth, Principal Planner  
Ryan Chapman, Public Works Director E&T

**SUBJECT:** 2025 General Plan Update Task 9: Preliminary Land Use and Mobility Concept Plan

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### **Recommendation**

1. Receive the attached memo and presentation regarding Task 9: Preliminary Land Use and Mobility Concept Plan of the General Plan Update (GPU); and
2. Discuss further exploration of the Preliminary Land Use and Mobility Concept Plan in the GPU process.

### **Fiscal Impacts**

All costs associated with this project are covered by the City Council approved contract for Raimi and Associates or absorbed by the Community Development Department budget.

### **Council Goals**

All City Council goals will be addressed in the General Plan Update, which are:

1. Achieving Greater Fiscal Resilience
2. Strengthening Climate Resilience
3. Shoring Up the Housing Continuum
4. Improving Social Services for Vulnerable Populations
5. Maintaining High Quality Infrastructure and Services
6. Stepping Up Economic Development Activities

### **Background**

The City Council directed staff to conduct a high-level assessment of a preliminary land use and mobility concept plan to meet future housing and job needs for Davis, as part of the General Plan Update process and consistent with the General Plan Update planning horizon. The preliminary land use and mobility concept was identified for planning purposes only.

The high-level concept evaluates a potential new growth area northeast of the city limits and Sphere of Influence (SOI) and a preliminary transportation network concept to support it. The purpose of the assessment is to understand potential transportation implications of the concept, including effects on vehicle travel, roadway capacity, and transportation improvements (including transit and active modes), and cost. Additionally, the land use concept allows consideration of the City's major development projects

comprehensively, with additional growth areas, to understand how these areas fit together.

### **Process**

City Staff and the Consultant Team held multiple internal work sessions in Fall of 2025 to develop a potential land use and mobility concept to be evaluated for transportation related impacts. The concept and mobility network are detailed in Attachment 1. Davis General Plan Update Task 9: Preliminary Land Use and Mobility Concept Plan Memo is summarized below.

### **Land Use Concept Plan**

The land use concept plan considers housing and job needs for Davis to the planning horizon of 2050, which includes the City's 6<sup>th</sup> Cycle Housing Element and at least two additional Housing Element cycles.

The land use concept includes approved and pipeline development projects, previously-identified Housing Element sites, and remaining Downtown Specific Plan capacity. Given the City's challenges in identifying Housing Element sites to meet the City's 6<sup>th</sup> Cycle RHNA allocation, City Staff and the Consultant Team considered undeveloped areas outside the city limits and SOI for potential new growth. Undeveloped areas were screened for proximity to the existing street network, avoidance of land in designated flood plains and agricultural and habitat conservation easements, and location within the boundaries of Yolo County.

Due to the considerations described above, an area northeast of the city limits and SOI was identified as a potential new growth area, as shown in Attachment 2. The potential new growth area is located east of Pole Line Road, north of the Wildhorse neighborhood and the eastern segment of East Covell Boulevard, east of Mace Boulevard, north of County Road 32A, south of County Road 29, and west of County Road 105.

The land use concept plan for the potential new growth area would include a mix of housing and jobs to maintain a jobs/housing balance similar to the current Davis rate. The potential new growth area includes an estimated 4,900 single family homes, 3,700 multi-family homes, 7,500 employees, and a 150-room hotel. The totals in the potential new growth area include 1,250 single-family homes in the proposed Willowgrove development, and 2.5 million square feet of commercial space and hotel in the previously proposed Davis Innovation Sustainability Campus (DISC) project.

### **Mobility Concept Plan**

The mobility concept is presented and evaluated in terms of the roadway network, active transportation improvements, and transit network improvements, which are summarized below.

### **Roadway Network**

The potential roadway network is a grid configuration that would provide a high-level of connectivity to existing arterial streets and internally between future residential and employment uses. The potential roadway network consists of arterial, minor arterial, collector, and additional local residential streets nested within the grid of arterial and collector streets. The benefit of this configuration is that it would provide redundancy with multiple east-west and north-south streets, providing alternate routes to East Covell Boulevard and Mace Boulevard, as well as within the potential new growth area. It also facilitates shorter, more direct routes and a mix of uses, bringing jobs and amenities closer to homes and supporting active transportation. This type of network, however, tends to have a high cost especially when building multi-lane facilities.

### **Active Transportation Improvements**

The potential active transportation improvements included were:

1. The YoloTD Yolo Active Transportation Connections preferred bike path alignment (Davis to Woodland) along Pole Line Road/County Road 102; and
2. Two east-west bike paths located about ½ mile north and south of the new east-west arterial street (from Pole Line Road to County Road 105); and
3. A north-south bike path located along the Wildhorse/Willowgrove border from East Covell Boulevard to the northernmost path; and
4. Class IV separated bikeways on all arterial and collector streets in the network.

The combination of the grid network and active transportation improvements along the perimeter and internal to the potential new growth area would provide accessibility to the existing street network and external destinations as well as internally between future residential and employment uses.

### **Transit Network Improvements**

The Consultant Team evaluated potential transit capital improvements that would facilitate the provision of high-quality transit service to the potential new growth area. Providing transit service to the area would be challenging due to several factors, including low-density land uses, potential qualifying income levels of new residents, and the distance to Downtown Davis and the UC Davis campus.

Given the challenges, potential new Unitrans routes or route extensions would likely best serve the planned higher density areas near the intersection of East Covell Boulevard and Mace Boulevard. A major mobility hub with frequent transit service to Downtown Davis and the UC Davis campus could be located near that intersection. A smaller mobility hub could be in the northwest corner of the potential new growth area with access to Pole Line Road.

Possible new routes to and within the potential new growth area would include:

1. A radial route from UC Davis and Downtown Davis; and
2. An east-west high-frequency route along E. Covell Boulevard connecting the Sutter-Davis Hospital with the major mobility hub described above; and

3. A short fixed-route shuttle or micro transit route, along the east-west and north-south arterials within the potential new growth area, that would connect the two mobility hubs.

Potential transit-supportive infrastructure to and within the potential new growth area would include:

1. Transit signal priority between County Road 29 and 5th Street along Pole Line Road; and
2. Floating bus stop islands along Mace Boulevard, County Road 105, County Road 32A, and the east-west arterial and collector streets within the potential new growth area, north of Wildhorse.

### **Off-site Road Conditions and Potential Transportation Improvements**

The Consultant Team ran a comparison of traffic conditions for a 2050 scenario without the land use and mobility concept plan and a 2050 scenario with the land use and mobility concept plan using the current version of the City of Davis travel model. The comparison indicates that the addition of trips generated by the potential land use concept would have the following impacts:

1. During the PM peak hour, it would substantially decrease travel speeds on County Road 32A between County Road 105 and queuing would be likely on the westbound I-80 ramps, as well as the easternmost segment of East Chiles Road from the eastbound I-80 ramps and the underpass to I-80. Speeds would also decrease on Mace Boulevard between Chiles Road and East Covell Boulevard; and
2. Outside of the PM peak hour, all other hours of the day, travel speeds would remain near posted levels, except during the AM peak hour conditions, commute and school traffic could contribute to lower travel speeds and higher delays at select intersections; and
3. It would contribute to much lower travel speeds on County Road 29 between County Road 100A and the northbound ramps for State Route 113.

Capacity expansion projects required to meet the additional demand may include:

1. A combination of interchange improvements and a grade-separated crossing of County Road 32A at the Union Pacific railroad tracks; and
2. A potential widening of Mace Boulevard; and
3. Improvements at the I-80/Mace Boulevard and/or I-80/Chiles Road interchanges; and
4. Widening of County Road 29 and installation of traffic signals at the intersections of County Road 29/SR 113 Northbound ramps and County Road 29/County Road 100A.

### **Estimated Improvement Cost Range**

Building on prior studies, estimates, and project bids for similar improvements in the City of Davis and surrounding communities, the Consultant Team estimated that infrastructure costs if only financed by the new development would range from \$850-\$1,040 million for the internal street network, \$60-\$120 million for internal transit infrastructure, and \$160-300 million for off-site grade separation and interchange

improvements. Right-of-way costs are not included in the infrastructure costs for the potential new growth area. Additionally, this analysis does not consider additional sources of funding (e.g., federal, state, or regional/local) that could be identified to offset the overall cost of the transportation systems.

The resulting cost per unit, calculated based on daily trips per unit, would range from about \$125,000 to \$170,000 for single family homes and about \$60,000 to \$85,000 for multi-family units.

### **Discussion**

Following the Consultant Team's presentation, Council will be invited to discuss how the preliminary land use and mobility concept plan could be further explored in the General Plan Update. Guiding questions for the Council to consider and respond to include:

1. Are there any key considerations that are omitted from the preliminary study that could help refine the land use and mobility concept plan?
2. Are there any additional implications of the land use and mobility concept plan that should be further studied in the General Plan Update?

### **Attachments**

1. Davis General Plan Update Task 9: Preliminary Land Use and Mobility Concept Plan Memo
2. Fehr & Peers PowerPoint Presentation

# Memo

Date: January 14, 2026

To: Ryan Chapman, Jennifer Donofrio, & Sherri Metzker – City of Davis

From: Yoyo Zeng, Greg Behrens, Ron Milam, and Bob Grandy – Fehr & Peers

**Subject: Davis General Plan Update Task 9: Preliminary Land Use and Mobility Concept Plan**

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At the request of the Davis City Council, the General Plan Update (GPU) team conducted a high-level assessment of a land use and mobility concept plan aimed at meeting future housing and job needs for Davis consistent with GPU time horizon. This high-level concept and assessment evaluated a potential new growth area northeast of the city limits and Sphere of Influence (SOI) and a preliminary transportation network concept to support it. The purpose of this assessment was to understand potential transportation implications of the concept, including effects on vehicle travel, roadway capacity and transportation improvements and cost. The land use concept was identified for planning purposes and may be explored further in the GPU pending direction from City Council.

This memorandum outlines the process to develop the land use and mobility concept plan and the results of the analysis. This includes a preliminary transportation network concept for street, transit and active transportation networks to support connectivity with the rest of the city and the surrounding regional transportation system. Likewise, an important component of this task was to assess the cost of providing the transportation network. The City does not have sufficient revenue from existing sources to cover the full cost of operating and maintaining (O&M) the existing network. Any expansion of the network will exacerbate this problem unless new development is capable of covering the full cost of construction and on-going O&M.

## Land Use Concept Plan

The land use concept aimed to consider housing and job needs beyond 2030 to the planning horizon of 2050. This includes the City's 6<sup>th</sup> Cycle Housing Element, as well as at least 2+ additional Housing Element cycles. Given the difficulty in identifying adequate sites to meet the 6<sup>th</sup> Cycle Regional Housing Needs Allocation, this analysis considered areas beyond the city limits and SOI.

Along with the City's approved projects, identified Housing Element sites and remaining Downtown Specific Plan capacity, the land use concept plan tested developing an area northeast of the city to help meet future housing and job needs. The potential new growth area included undeveloped areas screened for proximity to the existing street network, avoidance of land in designated flood plains and agricultural and habitat conservation easements such as those parts of the City's Open Space Program. Areas of land that could not easily be connected to the new street network were not included.

**Figure 1** shows a possible land use concept plan for the potential new growth area. It is located east of Pole Line Road, north of the Wildhorse neighborhood and the eastern segment of East Covell Boulevard, east of Mace Boulevard, north of County Road 32A, south of County Road 29 and west of County Road 105. Areas that were considered but not included due to the considerations described above include the area north of Davis bounded by the Cannery and proposed Village Farms development on the south, State Route (SR 113) on the west, CR 29 on the north and Pole Line Road on the east.

The northeast area land use concept would include a mix of housing and employment to retain a jobs/housing balance similar to the current citywide rate. The Willowgrove and Davis Innovation Sustainability Campus (DISC) sites were included in the concept plan. The land use concept includes an estimated 4,900 single family homes, 3,700 multi-family homes, 7,500 employees and a 150-room hotel. This total includes 1,250 single family homes in the proposed Willowgrove project area and about 2.5 million square feet of commercial space and a 150-room hotel in the proposed DISC project area.

## Mobility Concept Plan

### Road Network

**Figure 2** shows a potential network concept with arterial and collector streets in the potential new growth area like what has been developed in the northern part of Davis. The network is a grid configuration that would provide connectivity to existing arterial streets and internally between future residential and employment uses. Additional local residential streets would be nested within this grid of arterial and collector streets. The benefit of this configuration is that it would provide redundancy with multiple east-west and north-south streets, providing alternate routes to East Covell Boulevard and Mace Boulevard, as well as within the potential new growth area. However, this type of network tends to have a high cost especially when building multi-lane facilities.

To provide traffic operations that minimize congestion during peak periods, the area could be served by five four-lane major arterials, including a widened Pole Line Road from East Covell Boulevard to County Road 29, a new east-west street approximately ½ mile north of the northern boundary of the Wildhorse neighborhood, an extension of Mace Boulevard north to the new east-west arterial street and continuing to County Road 29, an extension of East Covell Boulevard east of the Mace Boulevard extension for approximately ½ mile and a new north-south street connecting between Chiles Road and East Covell Boulevard extension.

The area would be served by two three-lane minor arterial streets, including a new three-lane north-south minor arterial street that would be located on the eastern edge of the proposed Willowgrove project, extending from East Covell Boulevard north to the new east-west arterial street. Towards the eastern edge of the potential new growth area, County Road 105 would be a three-lane north-south minor arterial from County Road 32A to the new east-west arterial street. Both minor arterial streets would continue north to County Road 29.

The four two-lane collector streets in the network include an east-west collector along the alignment of County Road 30 between the extension of Mace Boulevard and County Road 105. The second collector street would be a new north-south street located midway between Mace Boulevard and County Road 105, providing a connection from the East Covell Boulevard extension to the new east-west arterial street located approximately ½ mile north of the northern boundary of the Wildhorse

neighborhood. The third collector street would be a new east–west street located about ¼ mile north of East Covell Boulevard that would connect the new north–south collector located on the eastern edge of the proposed Willowgrove project to the Mace Boulevard extension. The fourth collector would be a new north–south street located approximately ½ mile west of County Road 105, linking the new east–west collector along County Road 30 to the east–west arterial street ½ mile north of the Wildhorse neighborhood boundary.

In addition to these new streets, Figure 2 illustrates the overall backbone street network within the Willowgrove and Village Farms areas.

**Figure 3** shows conceptual cross-sections for the four-lane arterial streets, the three-lane minor arterial streets, and the two-lane collector streets.

## Active Transportation Improvements

**Figure 4** shows the location of new backbone bike paths including the YoloTD Yolo Active Transportation Connections (YATC) preferred path alignment (Davis to Woodland) along Pole Line Road/County Road 102, two new east–west paths located about ½ mile north and south of the new east–west arterial street (from Pole Line Road to County Road 105), and a new north–south path located along the Wildhorse/Willowgrove border from East Covell Boulevard to the northernmost path.

All of the arterial and collector streets in the new network would include Class IV separated bikeways with a three-foot buffer and a seven-foot bikeway.

The combination of the grid network, separated bikeways on all arterial and collector streets and bike paths along the perimeter of the potential new growth area would provide accessibility to the existing street network and external destinations as well as internally between future residential and employment uses.

## Transit Improvements

For this study, the City’s direction was to identify transit capital improvements that would facilitate the provision of high-quality transit service to the potential northeast new growth area. While a high-level discussion of potential transit service is provided, specific bus route details are not identified at this point in the process.

## Potential for Transit Service Expansion

High-quality transit is typically desirable because it can generate high levels of ridership, offers travelers a competitive choice to auto use, and is viewed as an important amenity for the community. All of these features contribute to a high quality of life for residents of the area. Typically, high-quality transit will include service that is attractive, supported by dense mixed, and transit-supportive land uses, plus a pedestrian-oriented street design. High ridership on these types of networks stems from the following features:

- Long service hours (e.g., early morning to late night);
- High frequency (less than 10-minute headways);
- Fast travel between stops;
- Easy to understand and use routes and transfers;

- Reliable travel times;
- Safe travel while on transit and accessing it; and
- Integrated with the regional transit network.

The homes, schools, workplaces, shopping centers and other places that people travel to and from are part of the sources of demand for transit trips. Dense and transit-supportive land uses close to each station are important to generate the ridership needed to support high-capacity transit investments. Because nearly all transit riders are pedestrians on at least one end of their trip, high ridership transit service requires streets that are designed to prioritize the pedestrian with direct access to transit. A grid network of arterial and local streets is the best option for providing this level of connectivity for pedestrians.

Providing transit service to the potential new growth area would be challenging for several reasons. High frequency transit service would not be cost effective to fund for much of the northern portion of the potential new growth area that lacks the high densities normally associated with frequent transit service (i.e., 10,000 residents and/or employees within ½ mile of bus stops). **Table 1** below shows the relationship between household density and the likelihood of using transit (multiplicative change relative to base condition).

**Table 1. Density and Transit Relationships**

Household Density (Households/Acre)	Likelihood of Using Transit (Multiplicative Change Relative to Base Condition)
2.35	1.0
4.7	2.0
10.9	5.9
26.6	15.9
46.9	24.0

Source: Transit Capacity and Quality of Service Manual (TCQSM), 3<sup>rd</sup> Edition, Exhibit 3–9. National Academies of Sciences, Engineering, and Medicine. Washington, DC: The National Academies Press. 2013.

The northern portion of the potential new growth area would be developed at low densities similar to other neighborhoods in Davis that have relatively low rates of transit use. According to a household travel survey conducted by SACOG<sup>1</sup>, four percent of daily person trips made by all households in Davis use transit. The transit share is almost 14 percent of all daily trips for all households in the city with one person. In recent years, transit use for higher income households has declined based on higher work from home levels.

Income levels of new residents also matter. If the cost of owning or renting a home in the new growth area is high, then the qualifying income levels will typically be associated with people that own or have access to vehicles. High vehicle access rates common in northern Davis are a significant factor in predicting how much travel occurs by private vehicle versus transit.

Another challenge for providing high frequency transit service to the potential new growth area is the distance to Downtown Davis and the UC Davis campus. Most Unitrans routes have a total run time or cycle (i.e., round trip travel time) of one hour or less, which is important for scheduling and bus driver

<sup>1</sup> <https://www.sacog.org/planning/data-resource-center/travel-demand-model/travel-model-documentation-225>

staffing purposes. Extending existing routes to the potential new growth area may exceed the one hour run time and present operating challenges. Current Unitrans routes that could be modified to serve the potential new growth area are routes A, L, P/Q, or Z. Of those, an extension of Route Z (which connects to Downtown Davis and the UC Davis Silo terminal) would likely best serve the planned higher density uses near the intersection of East Covell Boulevard and Mace Boulevard.

### Potential for Transit Only Lanes

This exercise considered the implementation of transit only lanes on major roadways serving the northeast growth area, including East Covell Boulevard, Mace Boulevard, and Pole Line Road.

**Table 2** presents general planning guidelines for transit only lanes on urban streets. As shown, recommended minimum one-way peak-hour bus volumes for curb bus lanes and median bus lanes range from 30 to 40 bus trips and 60 to 90 bus trips, respectively. Current one-way peak-hour bus trips on Covell Boulevard, Mace Boulevard, and Pole Line Road are well below the recommended transit only lane warrants:

- East Covell Boulevard – 2 bus trips (Unitrans Routes P and Q)
- Mace Boulevard (north of I-80) – 9 bus trips (Unitrans Routes A, P, Q, and Z, Yolobus Routes 42A/B and 43)
- Pole Line Road – 2 bus trips (Unitrans Route L)

As described previously, substantial increases to future bus service levels serving the new growth area would be challenging due to the anticipated land use patterns. Therefore, future bus service levels would also measure well below the recommended transit only lane warrants. Further increases to planned land use densities and other transit-supportive land uses within the new growth area could support higher levels of bus service that meet the recommended transit only lane warrants.

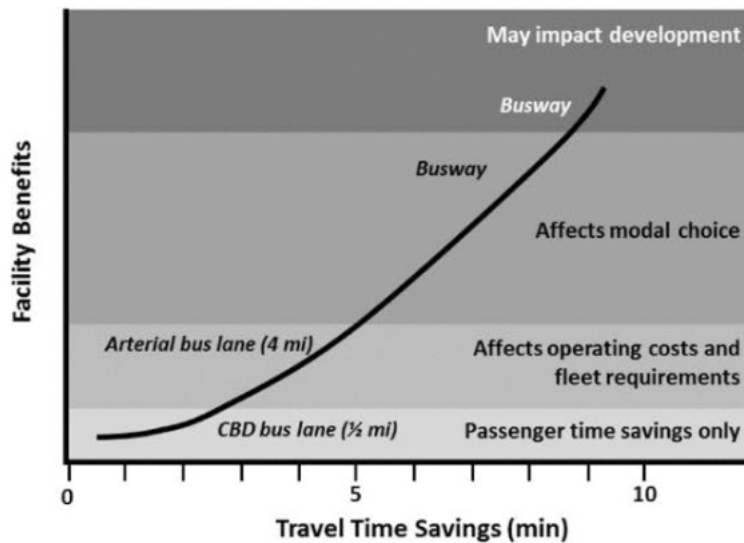
**Table 2. General Planning Guidelines for Bus Lanes on Urban Streets**

Treatment	Minimum One-Way Peak-Hour Volume	
	Bus	Passenger
Bus streets or malls	80-100	3,200-4,000
CBD curb bus lanes, main street	50-80	2,000-3,200
Curb bus lanes, normal flow	30-40	1,200-1,600
Median bus lanes	60-90	2,400-3,600
Contraflow bus lanes, short segments	20-30	800-1,200
Contraflow bus lanes, extended	40-60	1,600-2,400

Source: Transit Capacity and Quality of Service Manual (TCQSM), 3<sup>rd</sup> Edition, Exhibit 6-34. National Academies of Sciences, Engineering, and Medicine. Washington, DC: The National Academies Press. 2013.

The primary benefits of transit only lanes versus mixed flow operations include reduced transit travel time and improved transit reliability resulting from reduced conflict with general traffic. Small amounts of travel time savings primarily benefit passengers. As the travel time savings increase, transit fleet requirements and operating costs may be reduced. The highest levels of travel time savings may result in changes to mode choice, ridership, and land development patterns. The relationship between per-trip travel time savings and facility benefits is illustrated in **Chart 1**.

**Chart 1. Degree of Bus Lane Impacts**



Source: Transit Capacity and Quality of Service Manual (TCQSM), 3<sup>rd</sup> Edition, Exhibit 6–35. National Academies of Sciences, Engineering, and Medicine. Washington, DC: The National Academies Press. 2013.

For reference, **Table 3** presents examples of travel time savings documented on urban street bus lanes elsewhere in the United States. Additional detailed analysis accounting for corridor-specific congestion is needed to develop a refined travel time savings estimate for potential transit only lanes on roadways serving the new growth area. However, a high-level estimate can be derived by applying the travel time savings examples presented in Table 3 to a hypothetical 4-mile transit only lane concept extending between the new growth area and the 5<sup>th</sup> Street/L Street intersection via East Covell Boulevard, Pole Line Road, and 5<sup>th</sup> Street. Travel time savings in the range of 0.4 to 6 minutes per trip could be accomplished using the Dallas Ft. Worth Boulevard example for the high-end estimate (1.5 minutes/mile) and the Los Angeles Wilshire Boulevard example for the low-end estimate (0.1 minutes/mile). Therefore, expected facility benefits would likely be limited to passenger time savings and operating cost/fleet requirement savings, with a possibility for mode choice benefits if the more optimistic travel time savings benefits are realized.

**Table 3. Observed Travel Time Savings with Urban Street Bus Lanes**

City	Street	Travel Time Savings
Los Angeles	Wilshire Boulevard	0.1-0.2 min/mi (a.m.) 0.5-0.8 min/mi (p.m.)
Dallas	Harry Hines Boulevard	1 min/mi
Dallas	Ft. Worth Boulevard	1.5 min/mi
New York	Madison Avenue (dual bus lanes)	43% express bus 34% local bus
San Francisco	1 <sup>st</sup> Street	39% local bus

Source: Transit Capacity and Quality of Service Manual (TCQSM), 3<sup>rd</sup> Edition, Exhibit 6-36. National Academies of Sciences, Engineering, and Medicine. Washington, DC: The National Academies Press. 2013.

Another key consideration regarding the potential for transit only lanes is the physical roadway characteristics. At a minimum, implementation of transit only lanes on East Covell Boulevard, Pole Line Road, and/or Mace Boulevard would require reallocation of roadway space and removal of existing travel lanes, bike lanes, parking lanes, and/or medians. Other significant and costly impacts such as roadway reconstruction and property acquisition may also be necessary depending on the preferred design. The following examples of potential transit only lane implementation on East Covell Boulevard are provided to illustrate these tradeoffs:

- Convert one travel lane in each direction to a transit only lane and reduce the number of travel lanes for autos on East Covell Boulevard from four to two lanes. Bike lanes, center median, and left turn pockets would be preserved and major roadway reconstruction would be avoided.
- Add transit only lanes and preserve two travel lanes in each direction. Avoid roadway widening by removing bike lanes, center median, and left turn pockets (traffic signals would operate with less efficient split phasing). Bicyclists would be accommodated on the adjacent shared use path and frontage road (Denison Drive).
- Add transit only lanes and preserve two travel lanes in each direction, bike lanes, center median, and left turn pockets. Roadway widening would be required with impacts to landscape median, utilities, and shared-use path and potential need for property acquisition.

### Backbone Transit Facility Improvements

**Figure 5** shows the streets that would have new transit-supportive infrastructure, as described below, along potential future bus routes both to and within the potential new growth area.

- Pole Line Road – transit signal priority between County Road 29 and 5<sup>th</sup> Street
- Mace Boulevard, County Road 105, and County Road 32A – floating bus stop islands
- East-West Arterial and Collector Internal Streets north of Wildhorse – floating bus stop islands

Additionally, transit intelligent transportation systems (ITS), green extension, signal preempt, and queue jumps would be considered at all new signalized intersections within the northeast area.

In addition to the above improvements to streets for new or modified bus routes that would serve the potential new growth area, mobility hubs that would bring together public transit, bike share, car share, and other travel modes could be integrated into the planned network, but would be most feasible with a higher density land use plan more supportive of high-quality transit. The land use concept plan shows higher density residential and employment uses in a portion of the potential new growth area near the intersection of East Covell Boulevard and Mace Boulevard. Provision of a major mobility hub in this area with frequent transit service connecting to Downtown Davis and the UC Davis campus may be feasible if these density levels are implemented. A commercial hub and medium density residential area in the northwest corner of the potential new growth area is a candidate site for a smaller mobility hub, with access to Pole Line Road. The mobility hubs should be designed to serve multiple transit providers and include layover/bus driver rest facilities, as they may be a terminus location for both external and internal routes. Figure 5 shows candidate locations for these mobility hubs.

### Recommended Transit Service Improvements

Possible new routes that could serve the potential new growth area include a radial route from UC Davis and Downtown Davis as well as a potential east-west high-frequency route along E. Covell Boulevard connecting the Sutter-Davis Hospital as a western terminus with the major mobility hub described above near the intersection of East Covell Boulevard and Mace Boulevard. This east-west route would connect the potential new growth area with shopping, school, and medical care facilities. Candidate improvements for a potential east-west high frequency route along East Covell Boulevard include bus stop improvements, queue jump lanes, bus stop improvements and elimination of free right turn lanes.

Given the likely land use densities, the internal uses in the potential new growth area may be best served by a short fixed-route shuttle or microtransit route, along the east-west and north-south arterials, that connect the two mobility hubs. As noted above, potential improvements along this internal route would include floating bus stop islands to reduce conflicts between cyclists in the protected bike and buses at the stop locations. Streets and intersections along this internal route would be designed to serve the selected transit vehicle.

The introduction of new employment uses could support upwards of 7,500 employees in the potential new growth area. New employees would generate demand for new commute-oriented regional transit routes from surrounding communities such as Woodland, West Sacramento, Sacramento, Dixon and Vacaville. Provision of such routes would require further coordination with regional transit operators such as YoloTD, Sacramento Regional Transit (SacRT) and SolTrans. Regional commuter transit demand could also be accommodated through improved local transit connections between the potential growth area and Capitol Corridor rail service at the Davis Amtrak station in Downtown Davis.

# Off-site Road Conditions and Potential Transportation Improvements

**Figure 6** provides a comparison of high-level road segment PM peak hour traffic conditions (e.g., the comfort and convenience of driving) for a 2050 without Land Use and Mobility Concept Plan scenario run and a 2050 with Land Use and Mobility Concept Plan scenario run using the current version of the City of Davis Travel Model. Road segments with forecast volumes that exceed their capacity (i.e., volume to capacity ratios that exceed 1.0) are highlighted in red. These segments would likely experience travel speeds well below those that are posted and delays at intersections could exceed one to two minutes. The 2050 without Land Use and Mobility Concept Plan scenario forecasts are based on the existing City of Davis travel model and include all planned and pending development including the Downtown Davis Plan, proposed Village Farms project, and proposed Willowgrove project.

A comparison of traffic conditions for the two future scenarios during the PM peak hour indicates that the addition of trips generated by potential new growth area would substantially decrease travel speeds on County Road 32A between County Road 105 and queuing would be likely on the westbound I-80 ramps, as well as the easternmost segment of East Chiles Road from the eastbound I-80 ramps and the underpass to I-80. Speeds would also decrease on Mace Boulevard between Chiles Road and East Covell Boulevard. Outside of the PM peak hour, all other hours of the day, travel speeds would remain near posted levels with the possible exception of AM peak hour conditions commute and school traffic could contribute to lower travel speeds and higher delays at select intersections.

Achieving reliable travel speeds closer to posted speeds during peak hours would require more auto-oriented expansion of the network. Capacity expansion projects required to meet this additional demand may include a combination of interchange improvements and a grade-separated crossing of County Road 32A at the Union Pacific railroad tracks as well as a potential widening of Mace Boulevard. Improvements may be made at the I-80/Mace Boulevard and/or I-80/Chiles Road interchanges.

The addition of project generated traffic would contribute to much lower travel speeds on County Road 29 between County Road 100A and the northbound ramps for State Route 113. Achieving higher speeds may require widening of County Road 29 and the installation of traffic signals at the intersections of County Road 29/SR 113 Northbound ramps and County Road 29/County Road 100A.

## Estimated Improvement Cost Range

This section provides a high-level estimated range of capital costs for the primary network (i.e., arterial and collector streets as shown on Figure 2) within the potential new growth area, active transportation improvements within the potential new growth area as shown on Figure 4, transit improvements as shown on Figure 5, traffic signals or roundabouts at major intersections, and off-site roadway capacity expansion measures as described above. It is estimated that infrastructure costs would range from \$850-\$1,040 million for the internal street network, \$60-\$120 million for internal transit infrastructure, and \$160-300 million for off-site grade separation and interchange improvements (2025 dollars). These high-level estimates build on prior studies, estimates, and project bids for similar improvements in the City of Davis and surrounding communities. Right-of-way costs are not included in the infrastructure costs for the potential new growth area.

### Street Network Costs for Land Use and Mobility Concept Plan (\$850-1,040 million)

- Primary Network Streets (16.2 miles of 2-lane collector, 6.7 miles of 3-lane collector and 7.5 miles of 4-lane arterial streets): \$800-950 million
- Traffic Signals or Roundabouts (16): \$20-40 million
- Off-Street Active Transportation Improvement (23 miles of off-street bike paths): \$30-50 million

### Transit Infrastructure Costs for Potential New Growth Area (\$60-120 million)

- Transit Improvements (44 floating bus stops, 5 miles of transit signal priority): \$40-80 million
- Two Mobility Hubs (transit hub with shelter, bus driver facilities, enhanced pedestrian access and circulation, bike storage, curbside pick-up/drop-off area for Uber/Lyft, wayfinding, information kiosks, bike share/car share facilities, and limited vehicle parking with EV charging): \$20-40 million

### Off-Site Infrastructure Costs (\$160-300 million)

- CR 32A Grade Separation of UP rail line: \$70-120 million
- I-80 Interchange Improvements: \$80-150 million
- SR 113 Interchange Improvements: \$10-30 million

If 100 percent of the above capital costs were allocated to the potential new growth area based on the number of daily trips generated by each land use type, it is estimated that about 78 percent of the costs would be allocated to residential uses and 22 percent to employment uses<sup>2</sup>. The resulting cost or fee per unit, calculated based on daily trips per unit, would range from about \$125,000 to \$170,000 for single family homes and about \$60,000 to \$85,000 for multi-family units. Additional costs would also apply for long-term O&M needs, but those are not quantified at this time.

---

<sup>2</sup> Based on 12 daily trips per single family household, 6 daily trips per multi-family household, and 3 daily trips per employee.

## Attachments

Figure 1: Potential Land Use Program

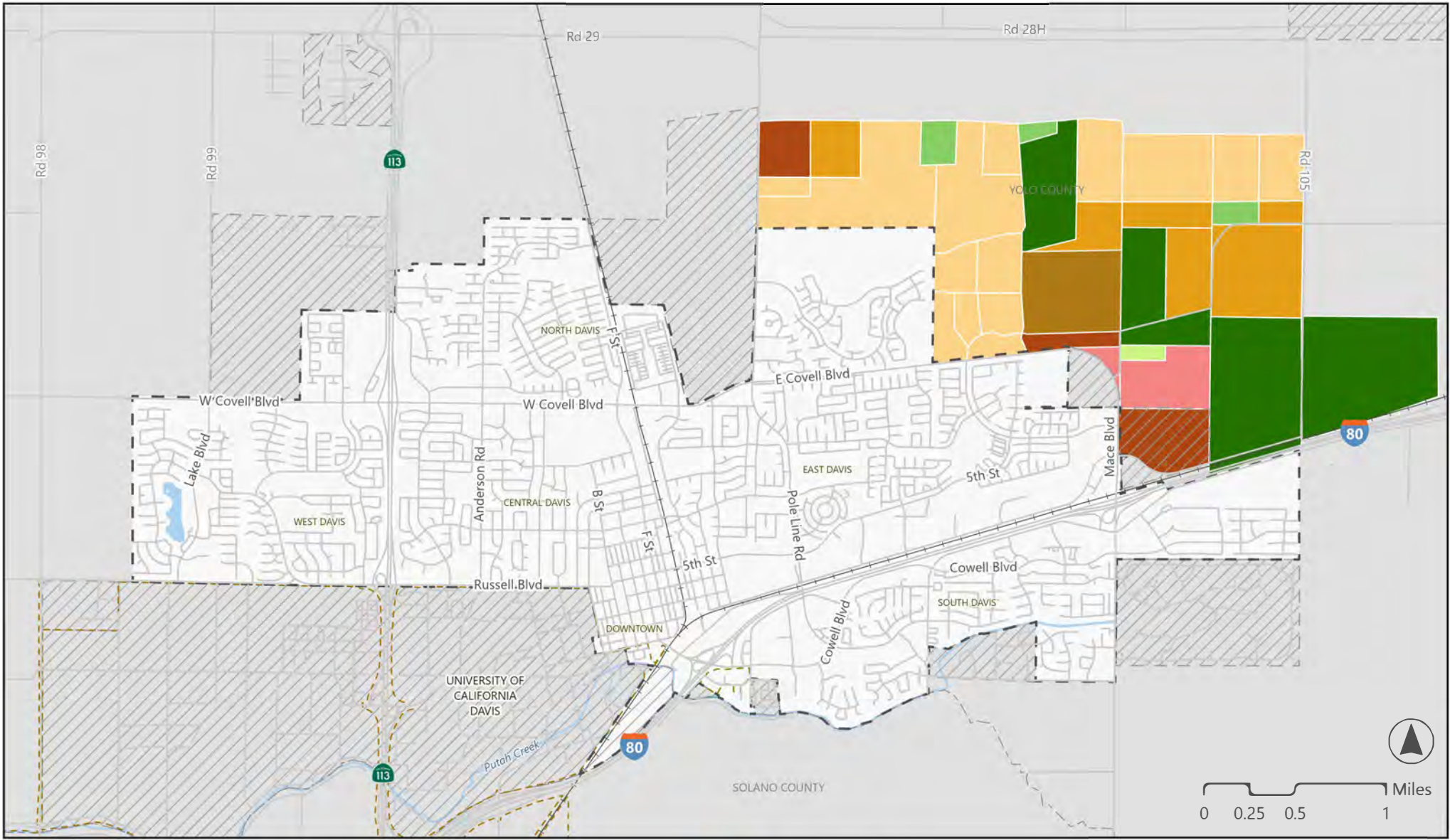
Figure 2: Potential Network Concept

Figure 3: Conceptual Street Cross Sections

Figure 4: Potential Bike Network Concept

Figure 5: Potential Transit Network Improvements

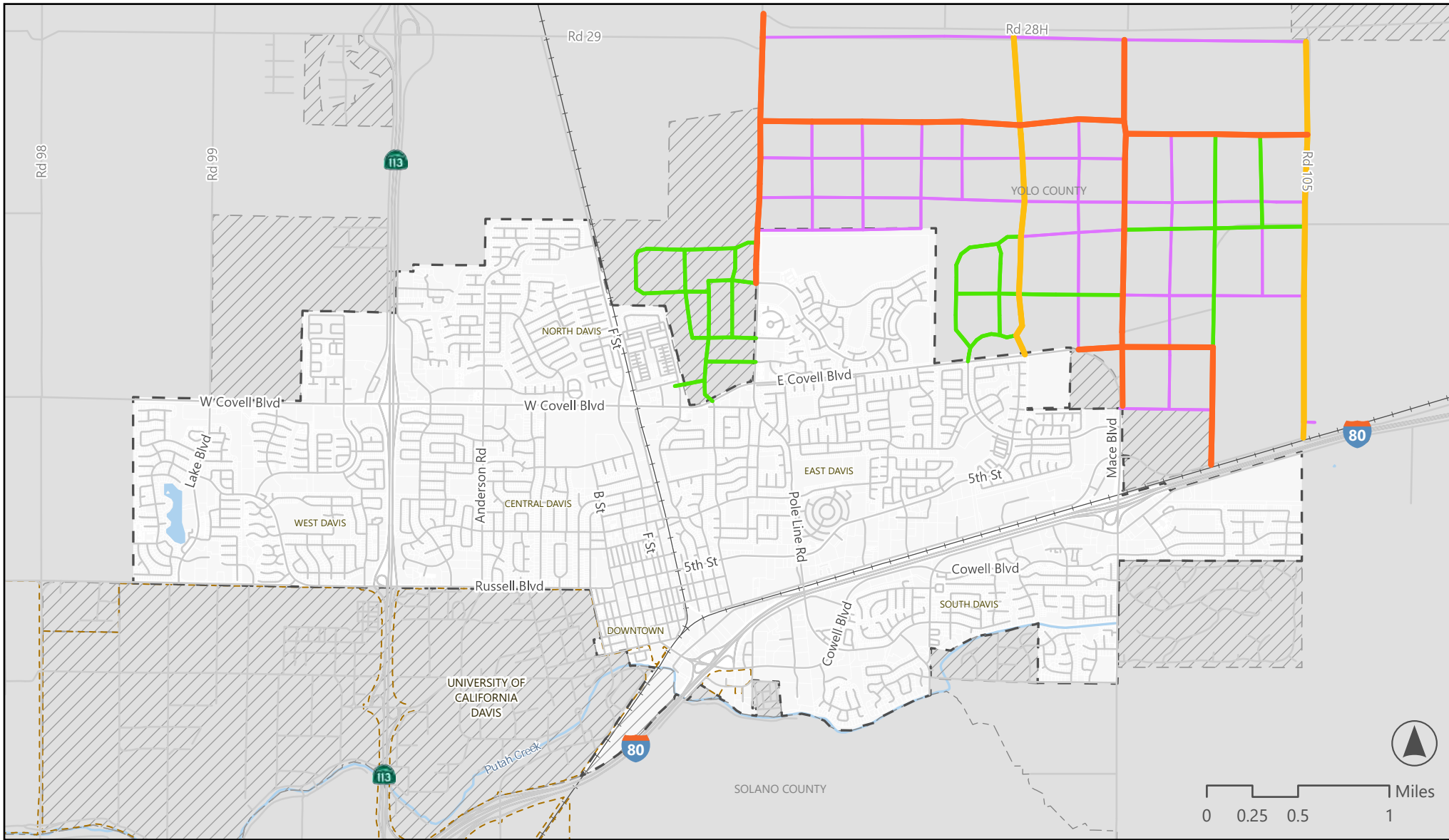
Figure 6: Comparison of 2050 Volume–Capacity Ratios



- |                 |                     |                            |                         |
|-----------------|---------------------|----------------------------|-------------------------|
| — Highways      | City of Davis       | <b>Land Use</b>            | Low Density Residential |
| — Major Roads   | Sphere of Influence | Commercial                 | Open Space              |
| — Local Roads   | UC Davis Campus     | Business Park              | Park                    |
| — Rail Lines    | County Boundary     | High Density Residential   | Agricultural            |
| — Rivers/Creeks | Lakes               | Medium Density Residential |                         |

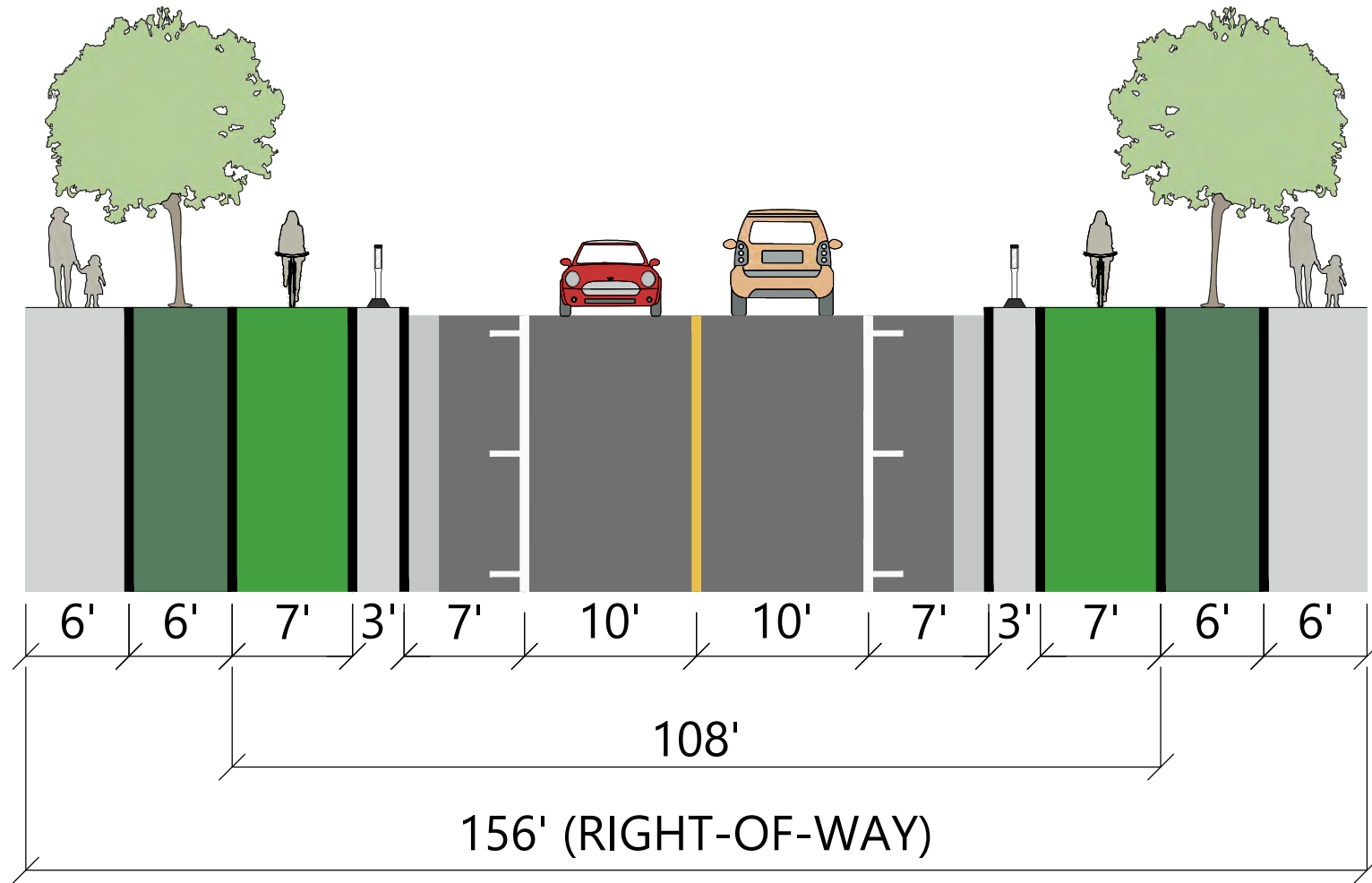
Figure 1  
**Illustrative Land Use Program**



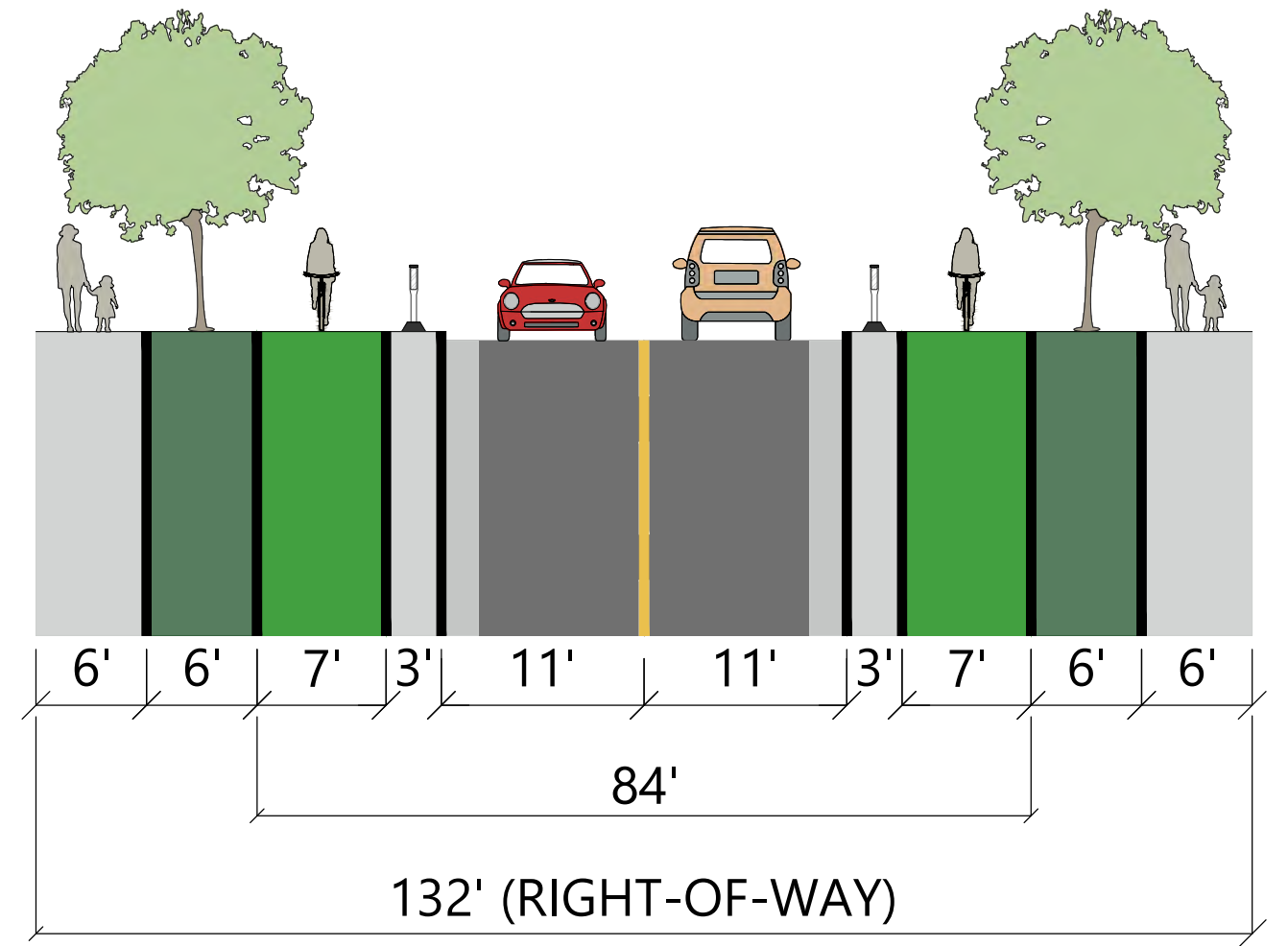


- |                 |                     |  |
|-----------------|---------------------|--|
| — Highways      | City of Davis       | Potential Road Network Concept - Road Classification |
| — Major Roads   | Sphere of Influence | — Major Arterial                                     |
| — Local Roads   | UC Davis Campus     | — Minor Arterial                                     |
| — Rail Lines    | County Boundary     | — Collector  |
| — Rivers/Creeks | Lakes               | — Local  |

Figure 2  
Potential Road Network Concept



**SEPARATED BIKEWAY WITH ON-STREET PARKING  
(COLLECTOR)**



**SEPARATED BIKEWAY  
(COLLECTOR)**

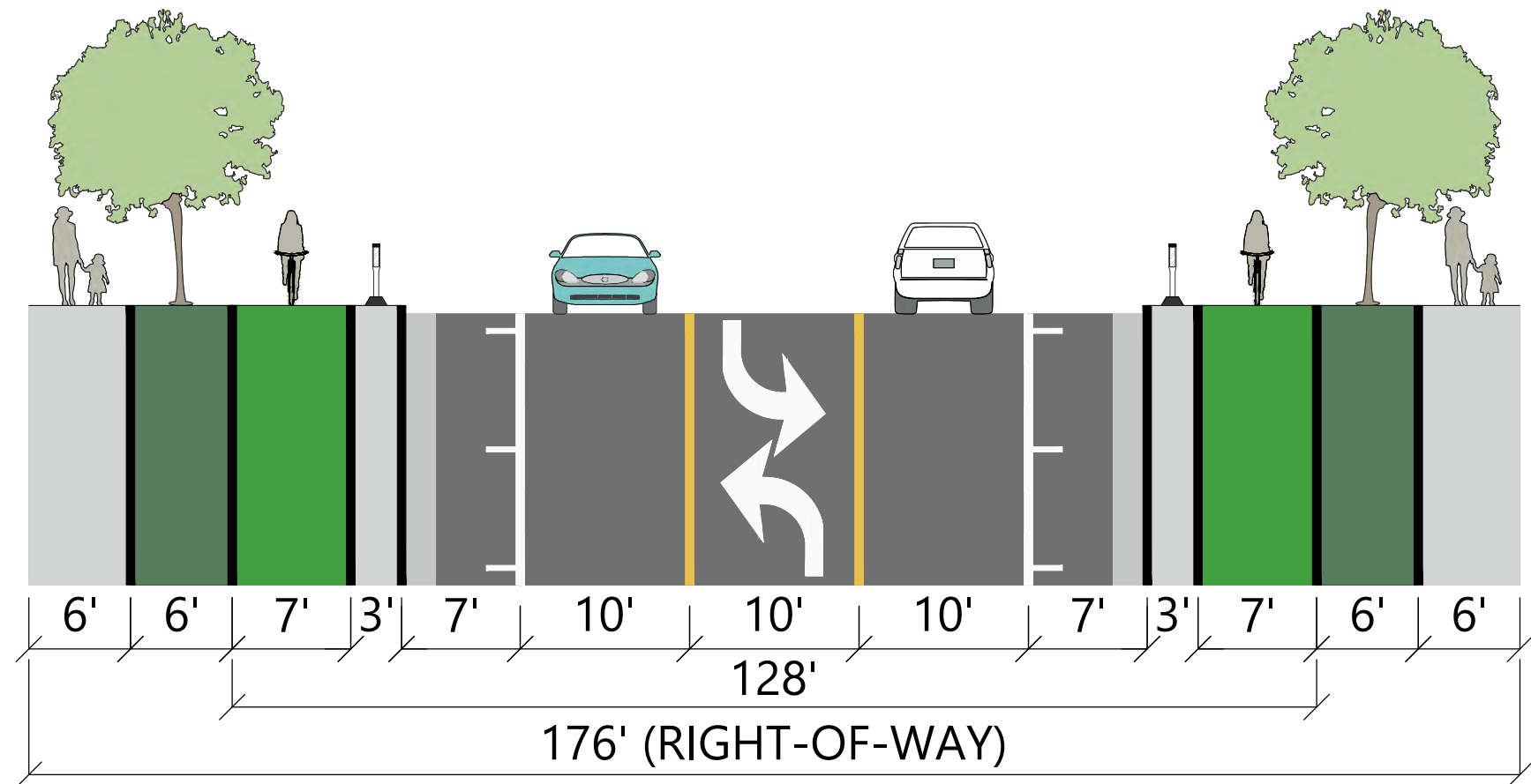
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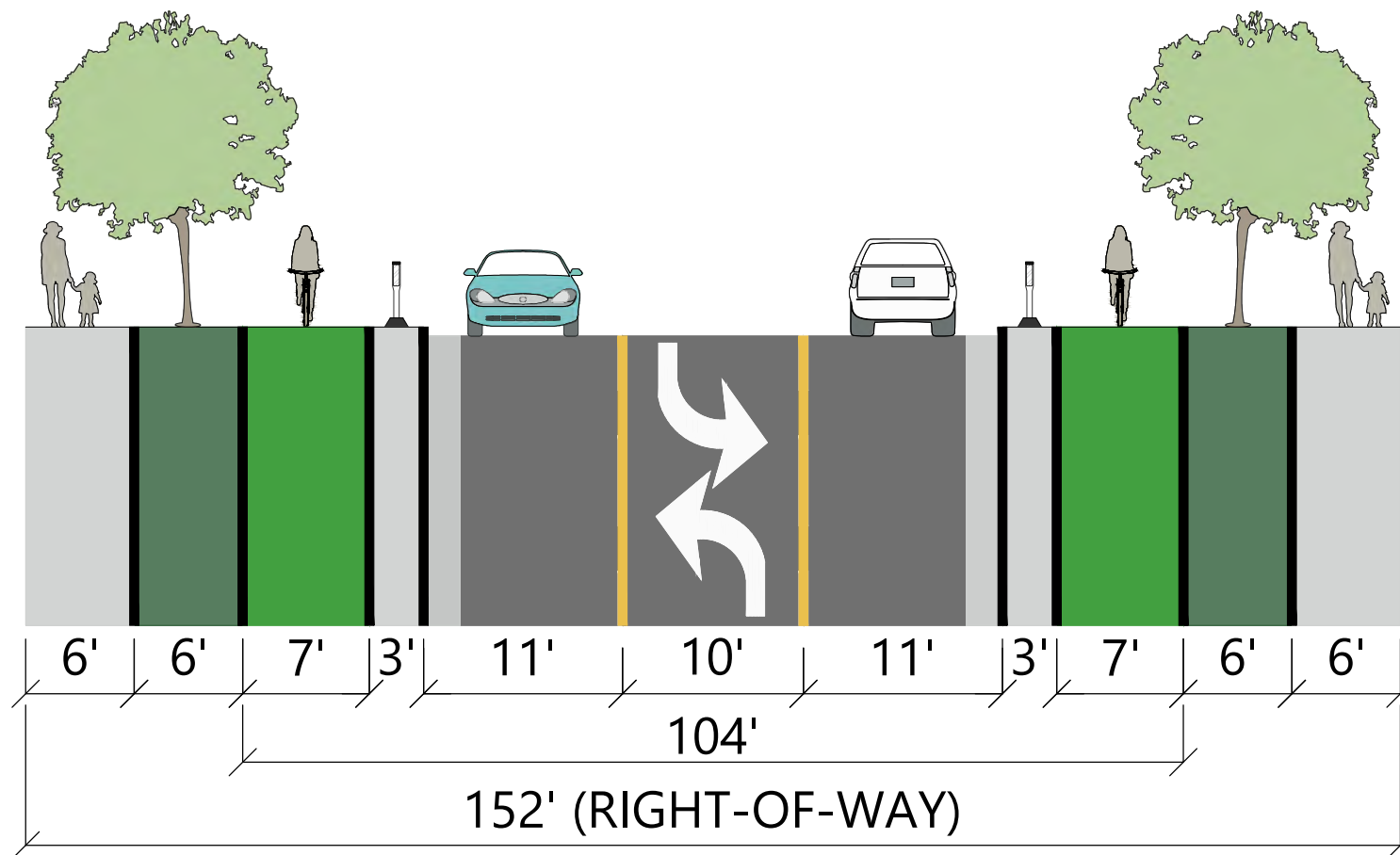
CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 3A  
DAVIS GENERAL PLAN UPDATE  
TYPICAL MID-BLOCK CROSS-SECTION CONCEPTS - COLLECTOR

**SEPARATED BIKEWAY WITH ON-STREET PARKING (MINOR ARTERIAL)**



**SEPARATED BIKEWAY (MINOR ARTERIAL)**

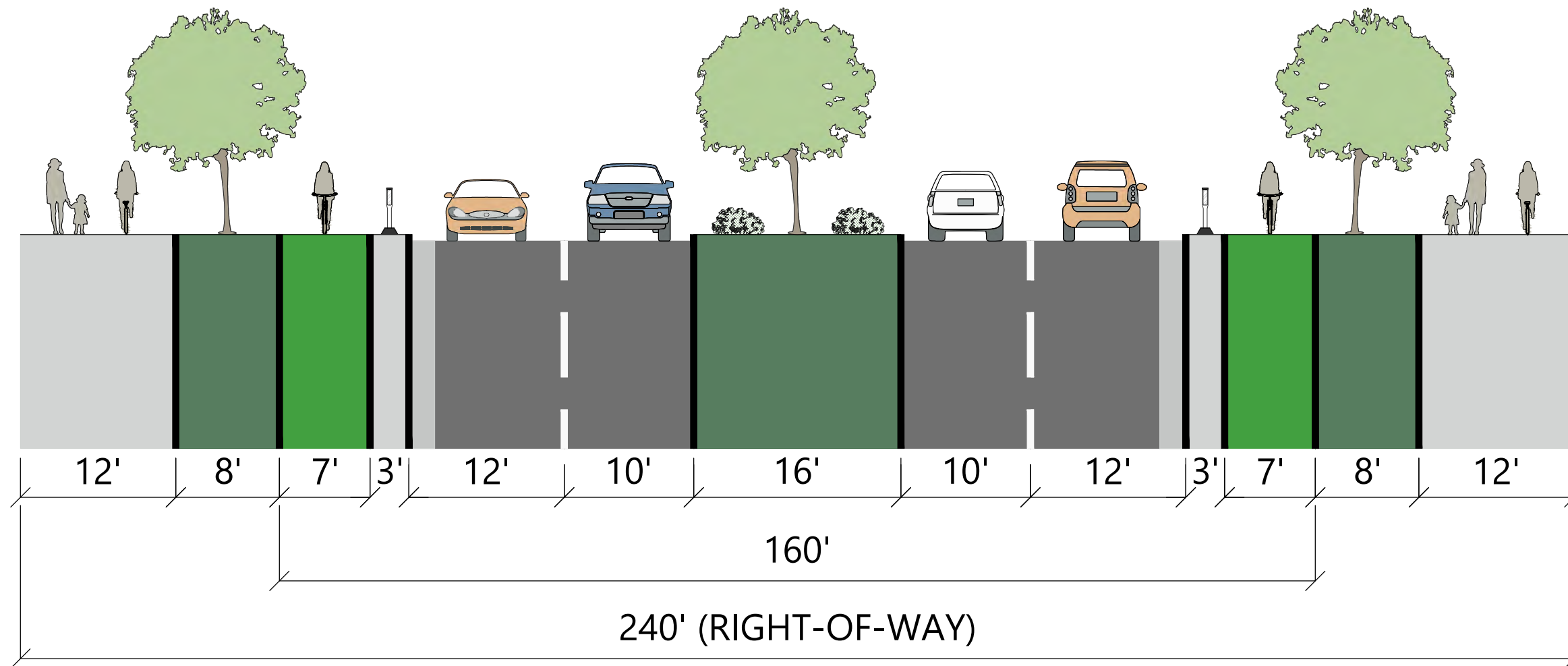


**NOTES TO REVIEWERS:**

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CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.

Figure 3B  
DAVIS GENERAL PLAN UPDATE  
TYPICAL MID-BLOCK CROSS-SECTION CONCEPTS - MINOR ARTERIAL



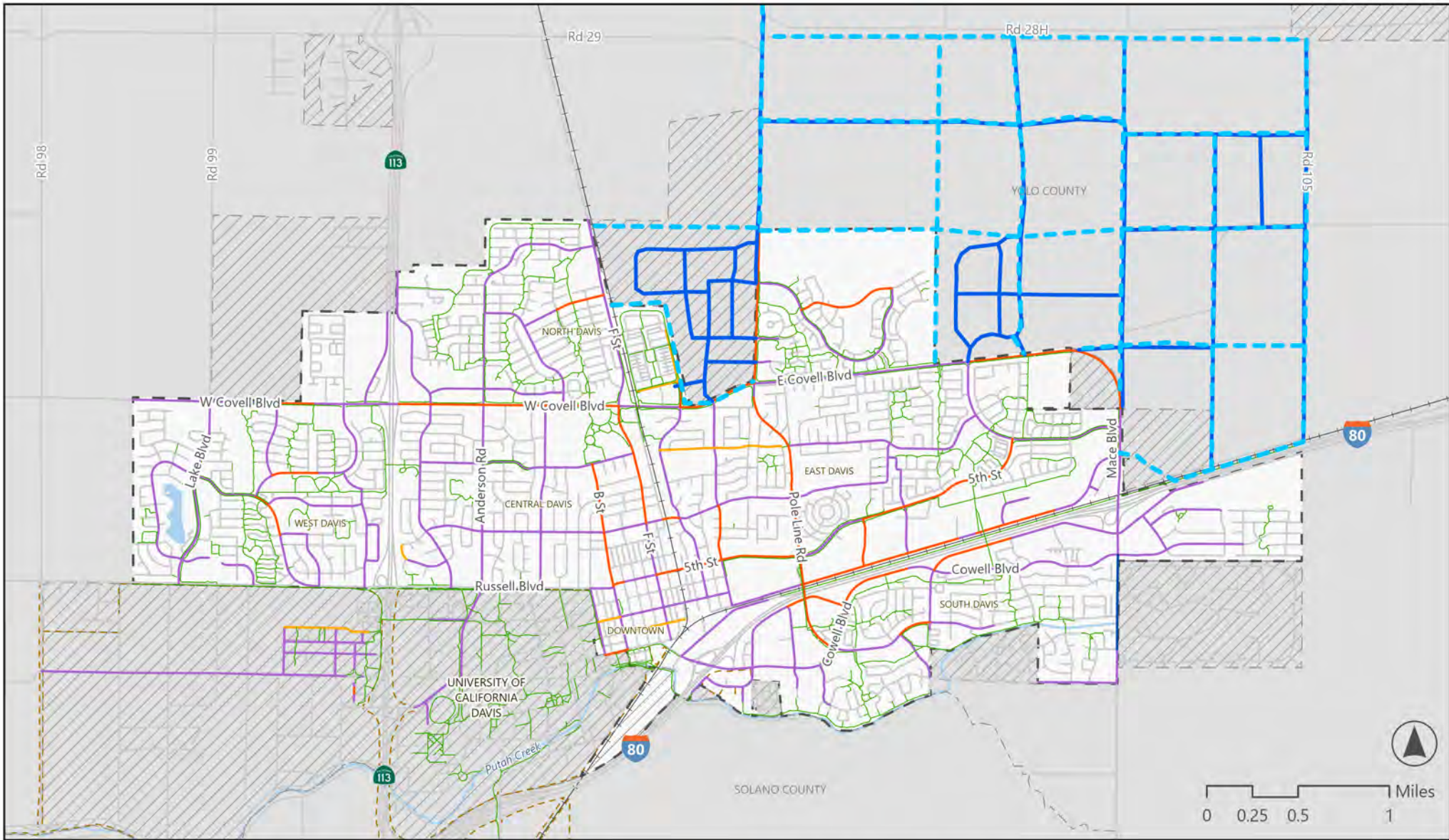
**SEPARATED BIKEWAY  
(MAJOR ARTERIAL)**

**NOTES TO REVIEWERS:**

OUTER THROUGH-LANES IN THE MAJOR ARTERIAL CONCEPT ARE LARGER THAN THEIR RESPECTIVE COUNTERPARTS IN THE DAVIS 2016 STREET STANDARDS TO ACCOMMODATE TRANSIT.

Figure 3C  
DAVIS GENERAL PLAN UPDATE  
TYPICAL MID-BLOCK CROSS-SECTION CONCEPTS MAJOR ARTERIAL

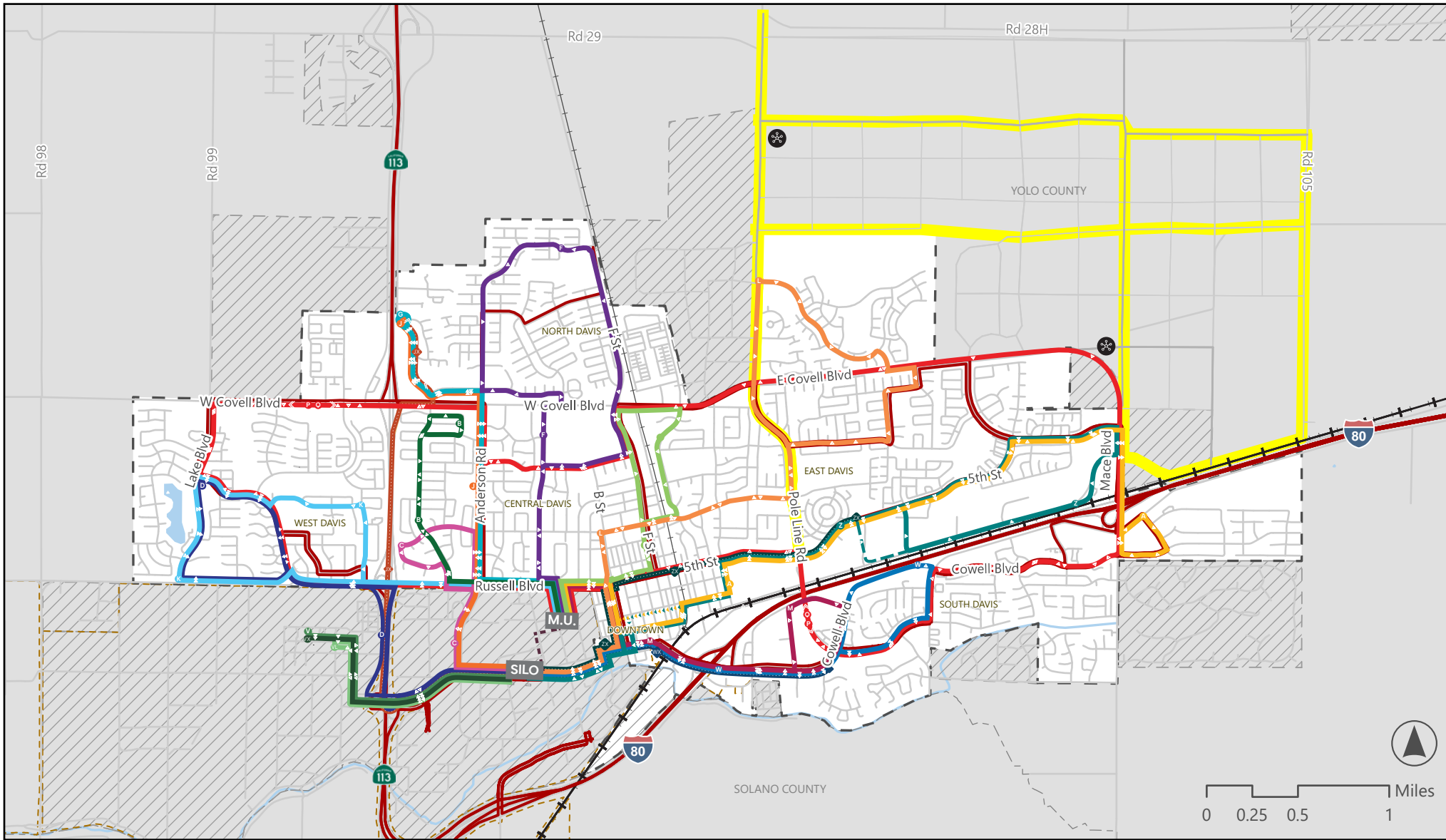
CONCEPTUAL - NOT FOR CONSTRUCTION. ADDITIONAL  
DETAILED ANALYSIS AND ENGINEERING DESIGN REQUIRED.



- |                 |                     |                              |                            |                             |
|-----------------|---------------------|------------------------------|----------------------------|-----------------------------|
| — Highways      | City of Davis       | Existing Bicycle Facilities  | Class III Bike Route       | Potential Bike Network      |
| — Major Roads   | Sphere of Influence | Unpaved Path                 | Class IV Separated Bikeway | Off-Street Bike Path        |
| — Local Roads   | UC Davis Campus     | Class I Shared-Use Path      | Class II Bike Lane         | On-Street Separated Bikeway |
| — Rail Lines    | County Boundary     | Class IIB Buffered Bike Lane |                            |                             |
| — Rivers/Creeks | Lakes               |                              |                            |                             |

Figure 4  
Backbone Bike  
Network Concept





- Highways
- Major Roads
- Local Roads
- Rail Lines
- Rivers/Creeks
- - - City of Davis
- ▨ Sphere of Influence
- - - UC Davis Campus
- - - County Boundary
- Lakes

- Existing Unitrans Routes
- Memorial Union (MU)
- A B E F G
  - K M P Q
- Silo
- C D J L
  - V VX VL W Z
- Express Service
- JX WX ZX

- - - MU to Silo/Silo to MU
- Walkway
- Yolobus Route

- Potential Transit Network Improvements
- Future Network Improvements
  - Mobility Hub

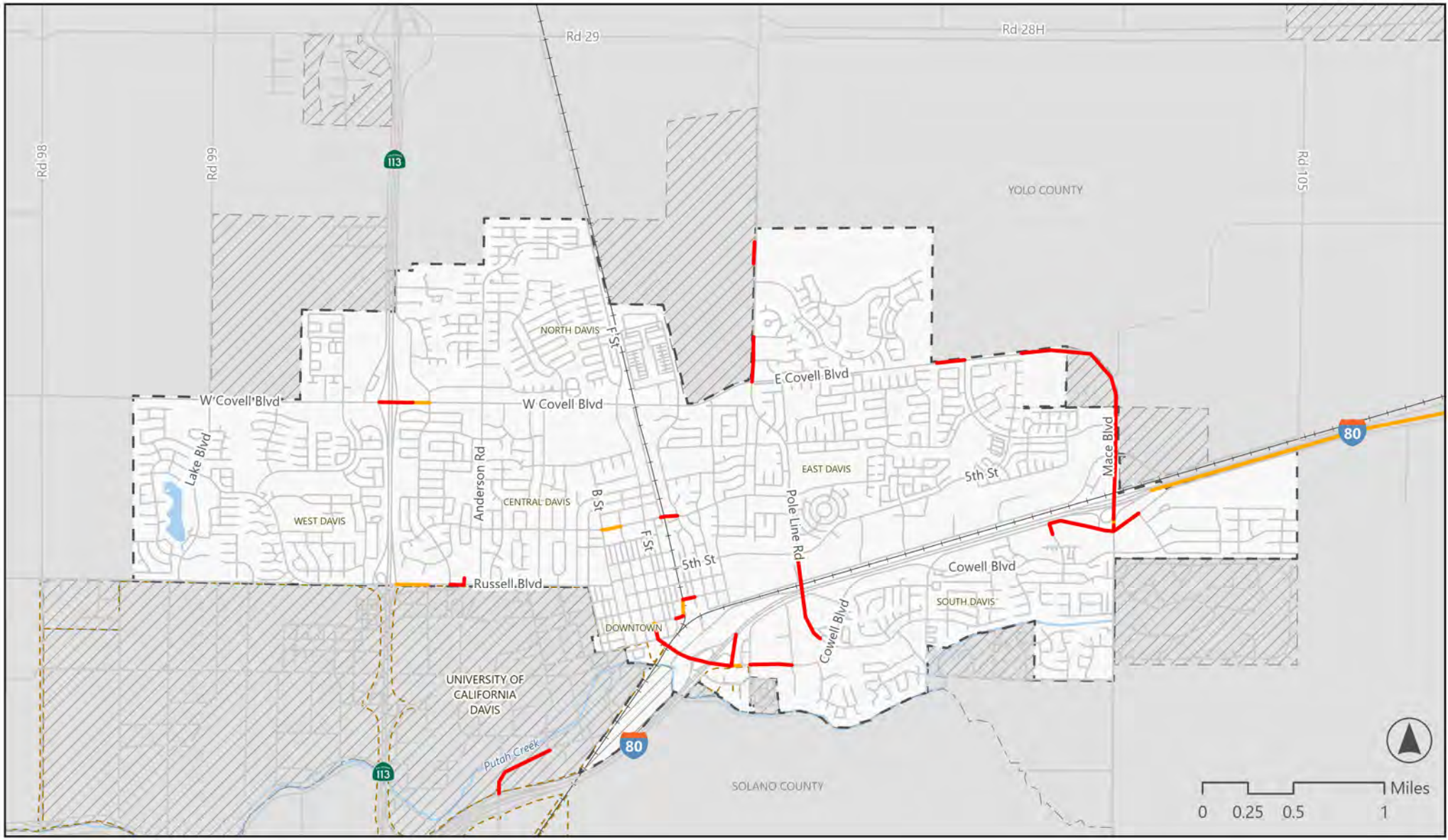
02-03-26 City Council Meeting

Figure 5  
Backbone Transit  
Network Improvements

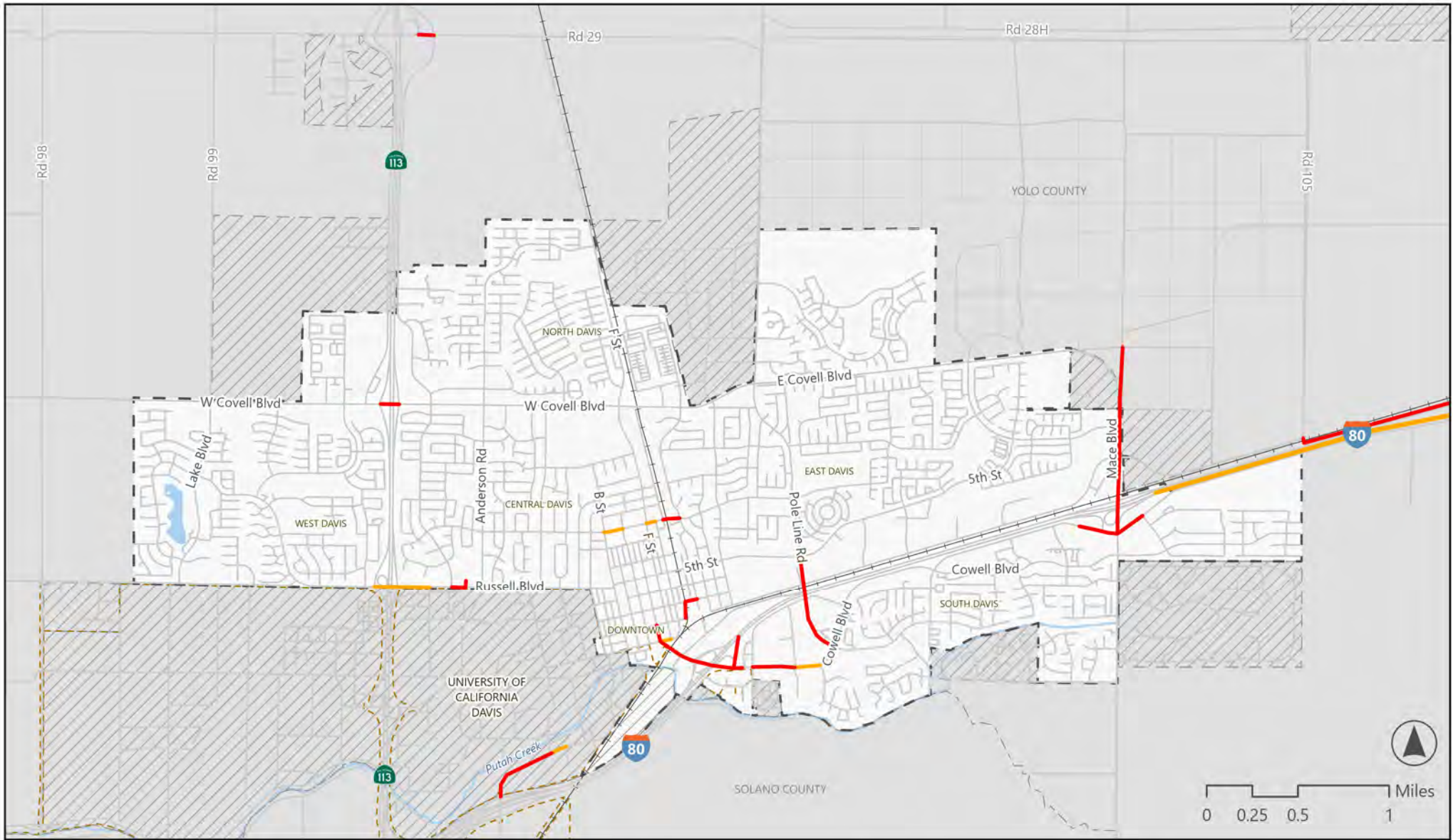


Source: City of Davis (2025), UC Davis (2025), Unitrans (2025), Yolo County (2025), Caltrans (2025), California Department of Fish and Wildlife (2025).

**Future without Land Use and Mobility Concept Plan**



**Future with Land Use and Mobility Concept Plan**



- |                 |                     |                       |
|-----------------|---------------------|-----------------------|
| — Highways      | City of Davis       | Volume Capacity Ratio |
| — Major Roads   | Sphere of Influence | < .95                 |
| — Local Roads   | UC Davis Campus     | > .95 & ≤ 1           |
| — Rail Lines    | County Boundary     | > 1                   |
| — Rivers/Creeks | Lakes               |                       |

Figure 6  
Comparison of 2050 PM Peak Hour Volume-Capacity Ratios



Source: City of Davis (2025); UC Davis (2025); Yolo County (2025); Caltrans (2025); California Department of Fish and Wildlife (2025)

# Davis General Plan Preliminary Land Use and Mobility Concept

February 3, 2026

# Agenda

- 01 Purpose
- 02 Land Use Concept Plan
- 03 Mobility Concept Plan
- 04 Off-site Road Conditions
- 05 Estimated Cost Range

# Questions for Council to Consider following presentation

- Are there any key considerations that are omitted from the preliminary study that could help refine the land use and mobility concept plan?
- Are there any additional implications of the land use and mobility concept plan that should be further studied in the General Plan Update?

SECTION 01

# Purpose

# Preliminary Land Use and Mobility Concept Plan

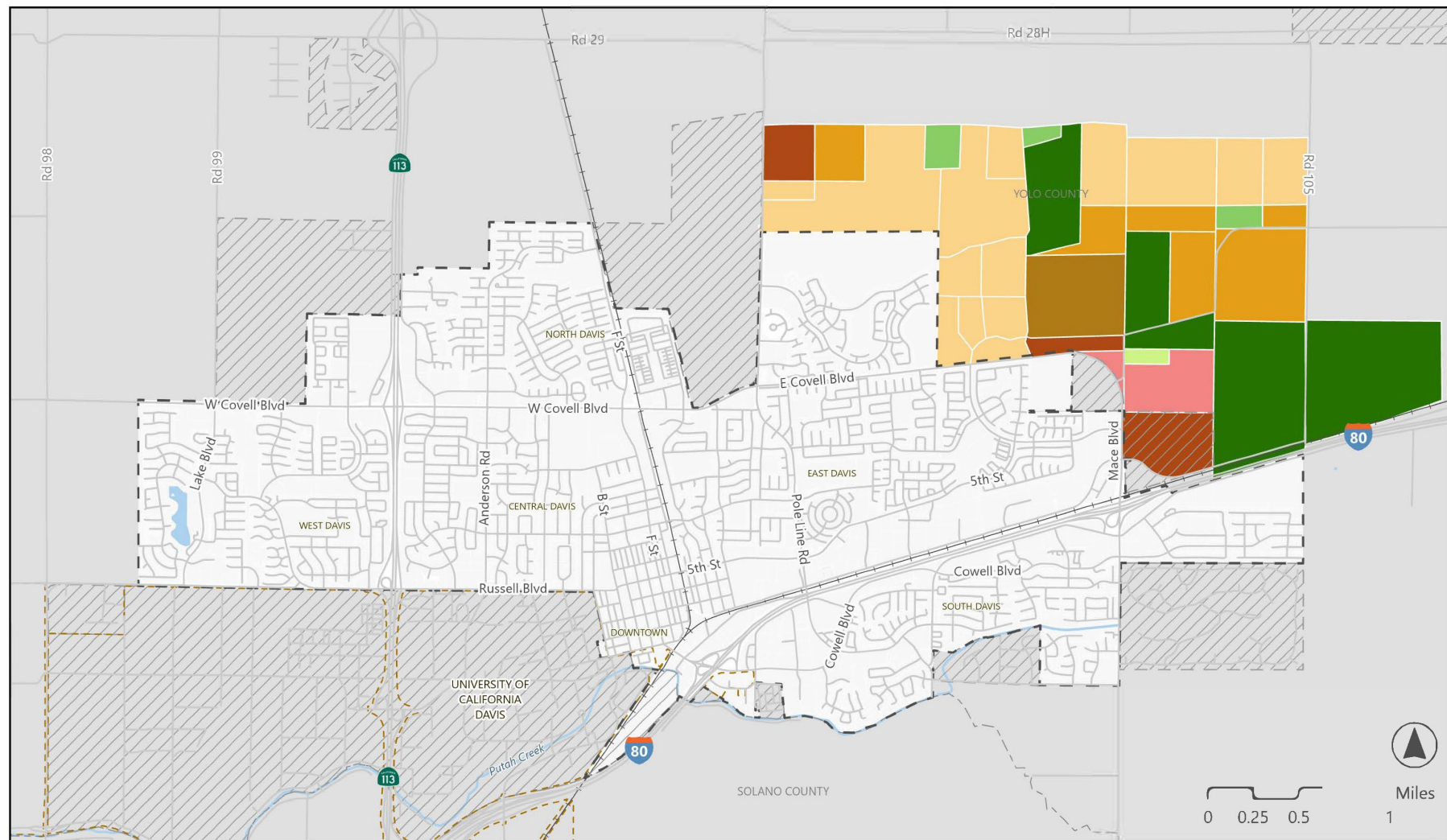
- ❑ High-level assessment of a land use and mobility land concept
- ❑ Aimed at meeting future housing and jobs needs for GP horizon
- ❑ Potential new growth area northeast of City Limits and SOI
- ❑ Preliminary transportation network concept
- ❑ Purpose is to understand:
  - Potential transportation implications
  - Effects on vehicle travel and road capacity
  - Transportation improvements and cost

SECTION 02

# Land Use Concept Plan

# Land Use Concept Plan

- Identified for planning purposes
- May be explored further in GPU pending direction from Council
- Undeveloped Areas Surrounding City were Screened
- Avoid Flood Plains, Ag and Open Space Reserves
- Focus on Land That Could More Easily be Connected to the Existing Transportation Network



- |                 |                         |                            |                         |
|-----------------|-------------------------|----------------------------|-------------------------|
| — Highways      | --- City of Davis       | Land Use                   | Low Density Residential |
| — Major Roads   | --- Sphere of Influence | Commercial                 | Open Space              |
| — Local Roads   | --- UC Davis Campus     | Business Park              | Park                    |
| --- Rail Lines  | --- County Boundary     | High Density Residential   | Agricultural            |
| — Rivers/Creeks | --- Lakes               | Medium Density Residential |                         |

Figure 1  
**Illustrative Land Use Program**



# Potential Land Use Program Growth Levels

- ❑ 4,918 single family homes
- ❑ 3,711 multi-family units
- ❑ 7,543 employees
- ❑ 150 room hotel

SECTION 03

# Mobility Concept Plan

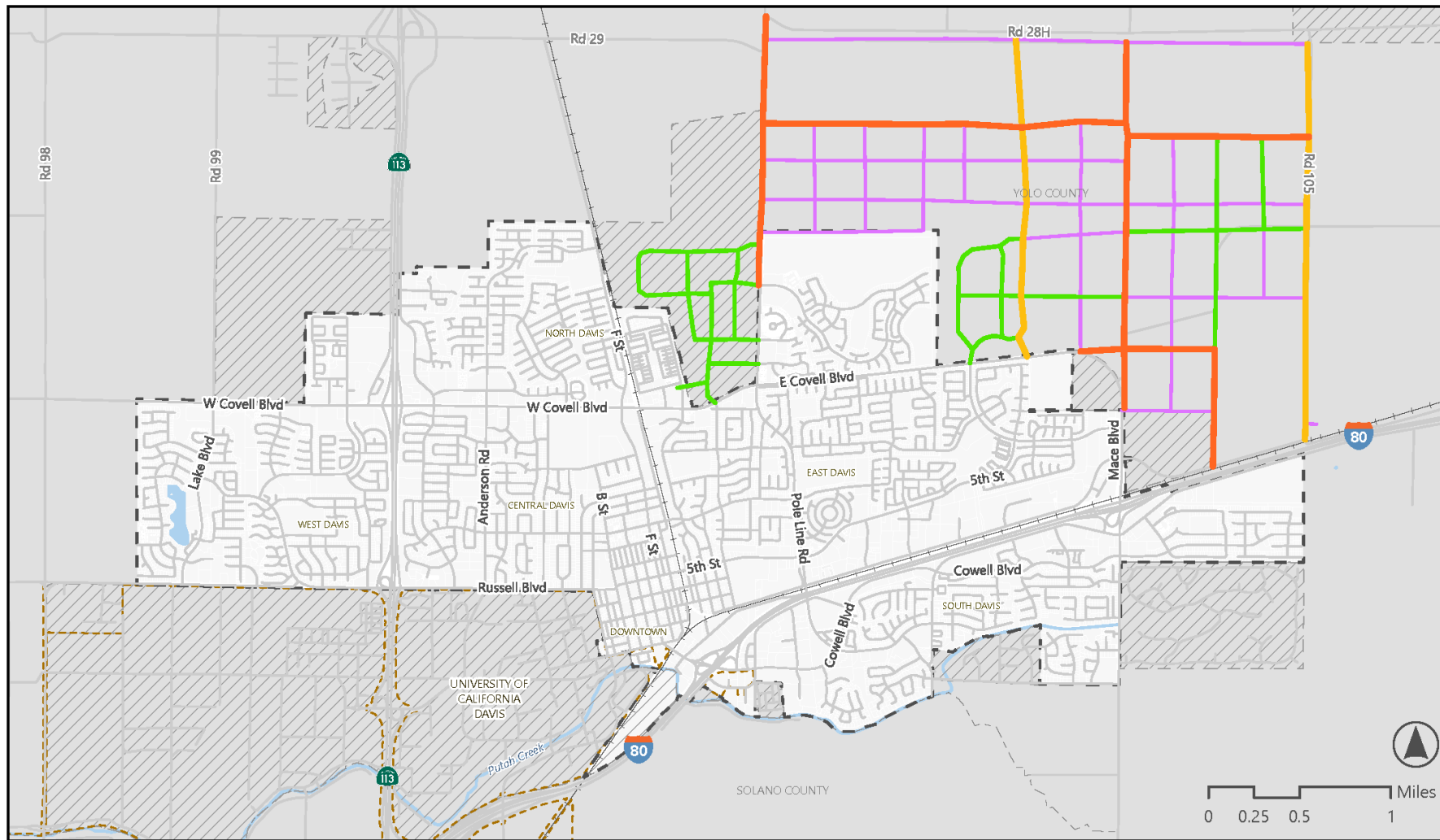


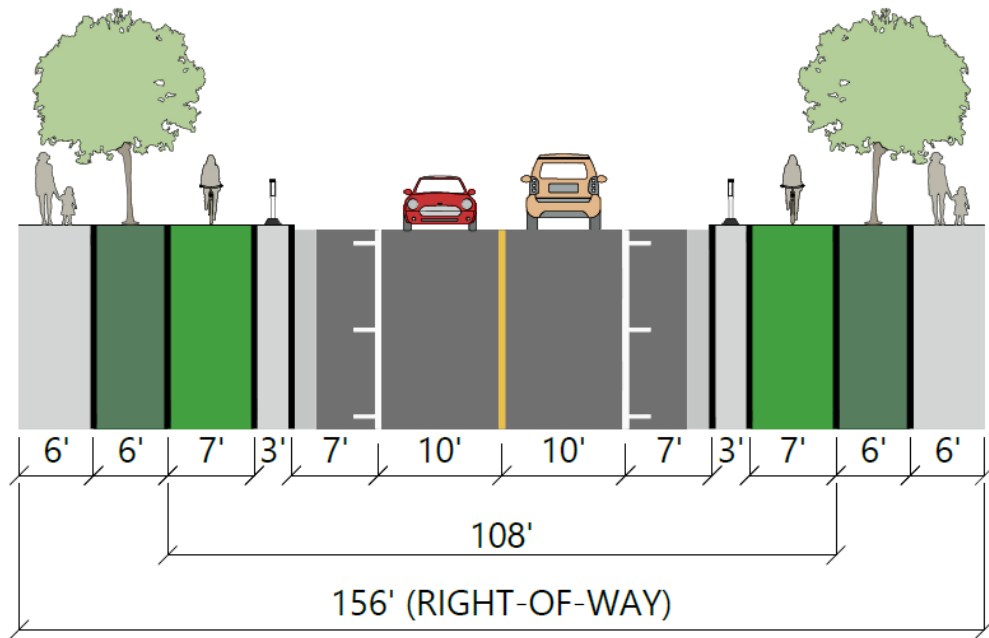
Figure 2  
Potential Road Network Concept

- |                 |                         |  |
|-----------------|-------------------------|--|
| — Highways      | --- City of Davis       | Potential Road Network Concept - Road Classification |
| — Major Roads   | --- Sphere of Influence | — Major Arterial                                     |
| — Local Roads   | --- UC Davis Campus     | — Minor Arterial                                     |
| ++ Rail Lines   | --- County Boundary     | — Collector  |
| — Rivers/Creeks | — Lakes                 | — Local  |

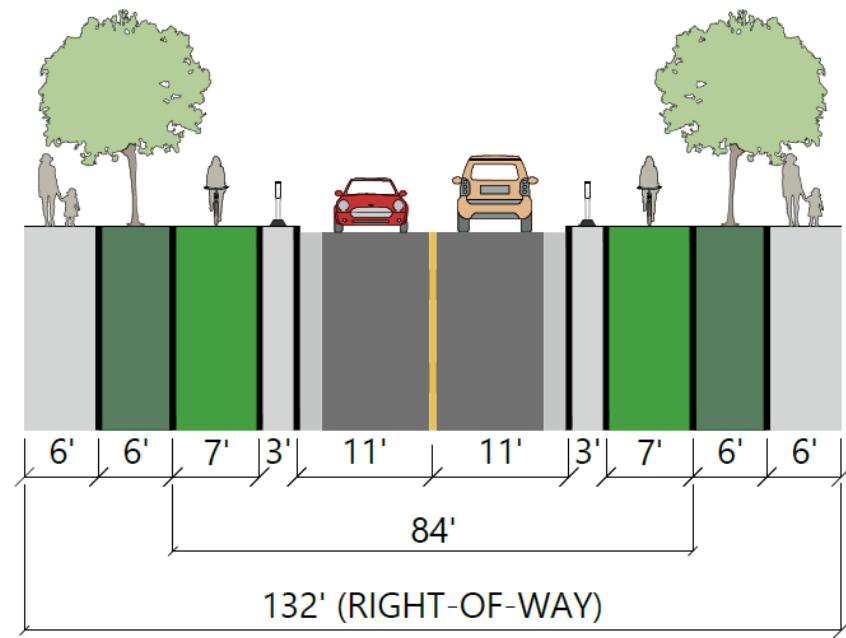


# Backbone Road Network

- ❑ About 30 miles of new arterial and collector streets
  - ❑ 16.2 miles of 2-lane collector streets
  - ❑ 6.7 miles of 3-lane arterial streets
  - ❑ 7.5 miles of 4-lane arterial streets
  
- ❑ Intersection Traffic Control
  - ❑ 16 Traffic Signals or Roundabouts



**SEPARATED BIKEWAY WITH ON-STREET PARKING  
(COLLECTOR)**



**SEPARATED BIKEWAY  
(COLLECTOR)**

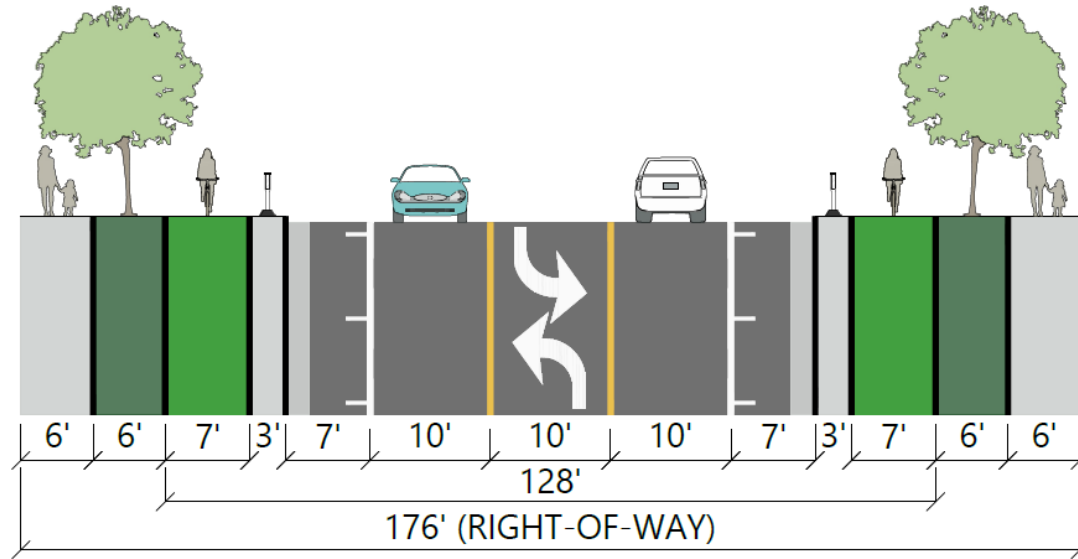
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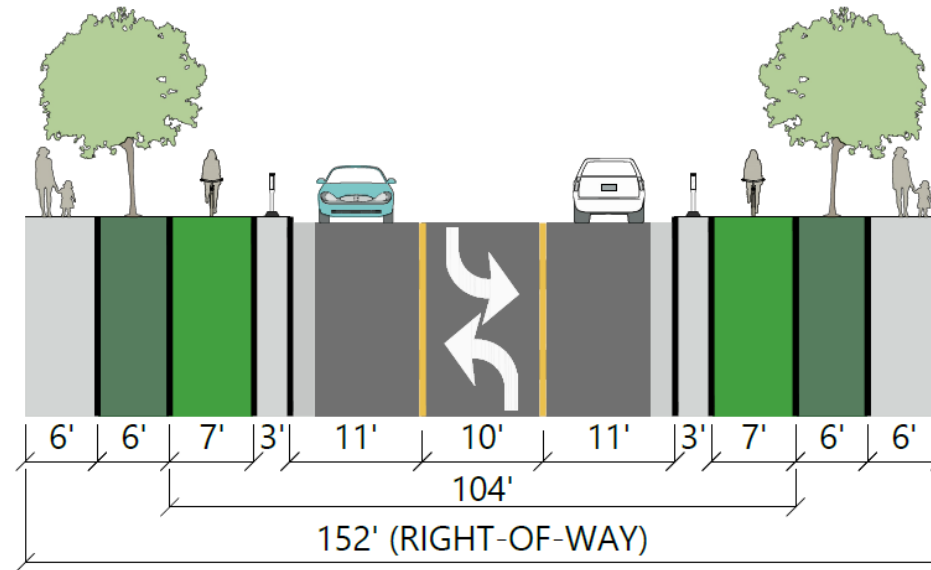
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TYPICAL MID-BLOCK CROSS-SECTION CONCEPTS - COLLECTOR

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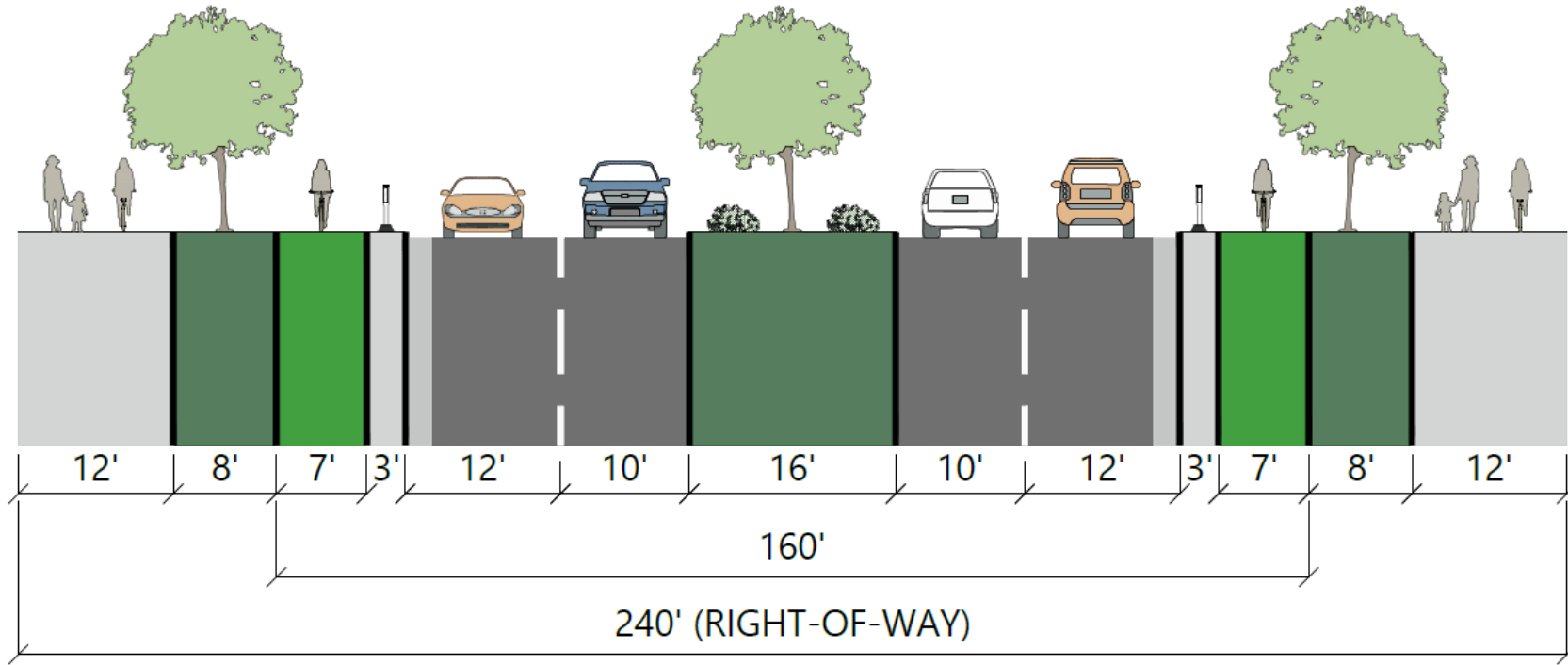


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Figure 3C  
DAVIS GENERAL PLAN UPDATE  
TYPICAL MID-BLOCK CROSS-SECTION CONCEPTS MAJOR ARTERIAL

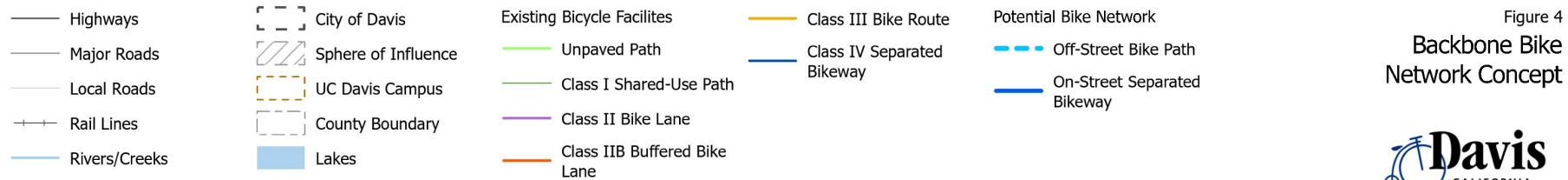
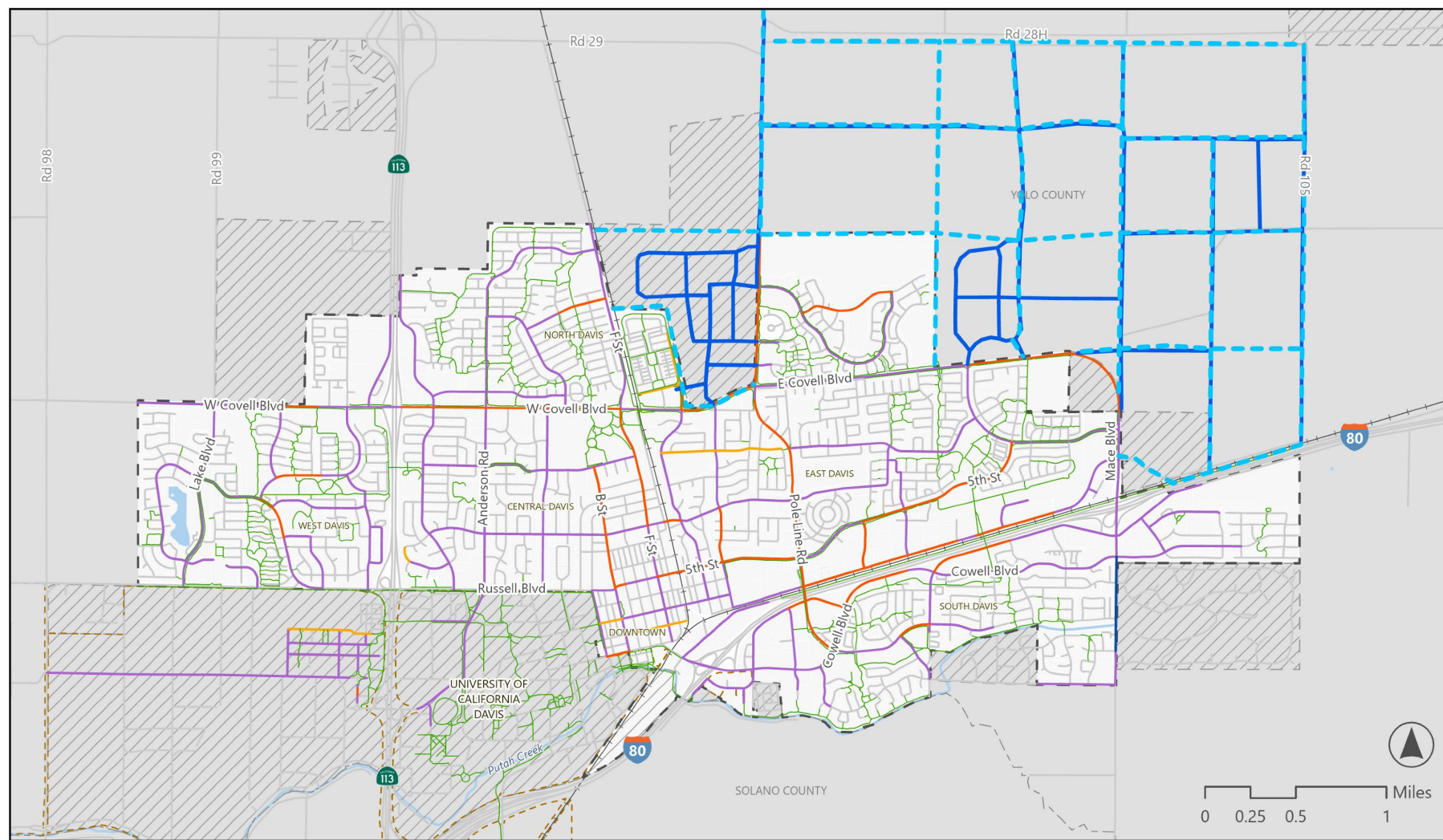
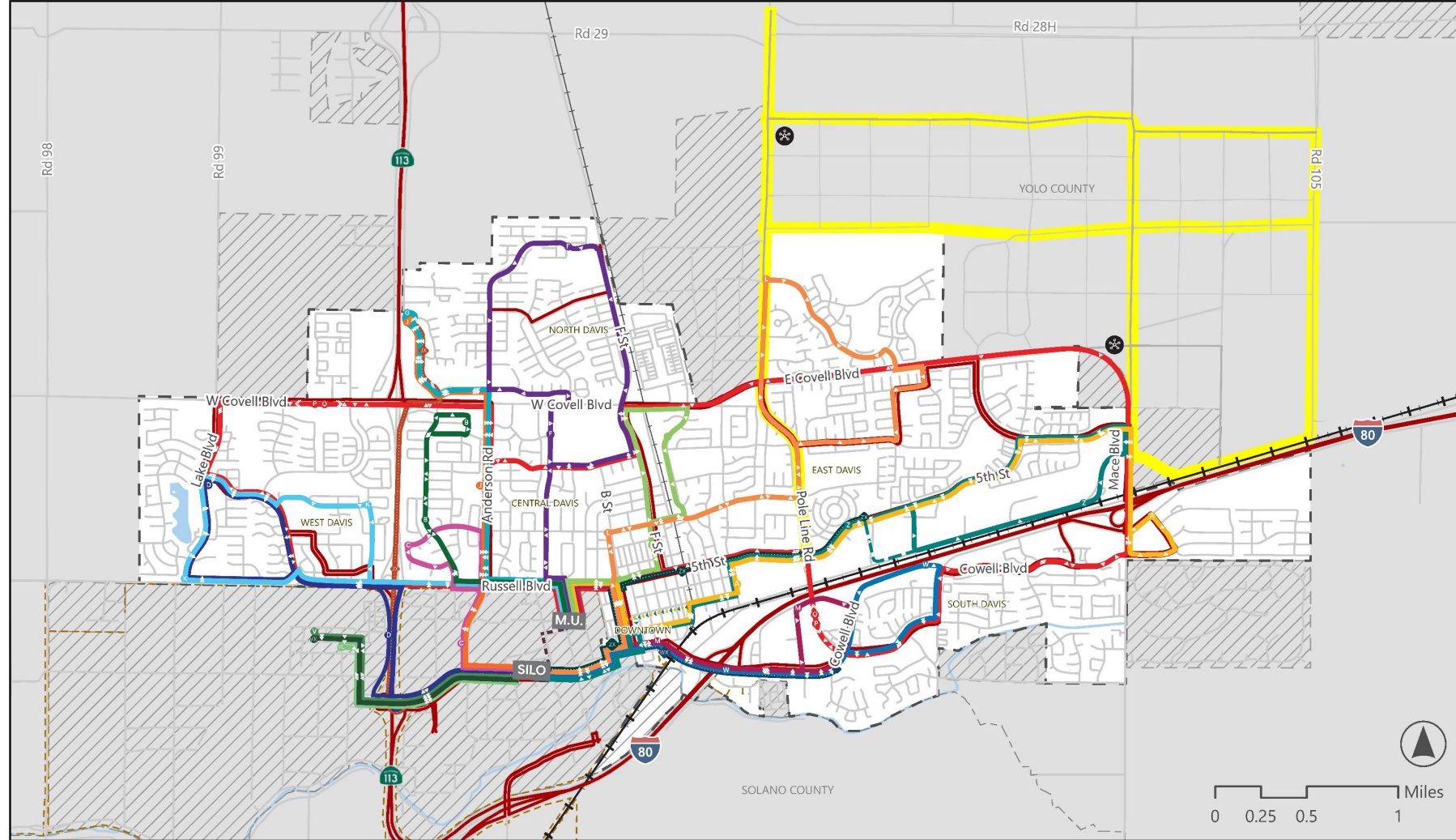


Figure 4  
Backbone Bike Network Concept



# Backbone Bike Network

- ❑ 50+ miles of new bike facilities
  - ❑ 23 miles of off-street bike paths
  - ❑ 30 miles of on-street separated bike lanes on all arterial and collector streets



<ul style="list-style-type: none"> <li>— Highways</li> <li>— Major Roads</li> <li>— Local Roads</li> <li>— Rail Lines</li> <li>— Rivers/Creeks</li> </ul>	<ul style="list-style-type: none"> <li>- - - City of Davis</li> <li>▨ Sphere of Influence</li> <li>▨ UC Davis Campus</li> <li>- - - County Boundary</li> <li>■ Lakes</li> </ul>	<p>Existing Unitrans Routes</p> <p>Memorial Union (MU)</p> <p>A B E F G</p> <p>K M P Q</p> <p>Silo</p> <p>C D J L</p> <p>V VX VL W Z</p> <p>Express Service</p> <p>JX WX ZX</p>	<ul style="list-style-type: none"> <li>- - - MU to Silo/Silo to MU</li> <li>— Walkway</li> <li>— Yolobus Route</li> <li>- - - Potential Transit Network Improvements</li> <li>— Future Network Improvements</li> <li>⊛ Mobility Hub</li> </ul>
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Figure 5  
**Backbone Transit  
 Network Improvements**



# Backbone Transit Network Improvements

- Possible New Routes
  - Radial route from UC Davis & Downtown Davis
  - East-west route along E. Covell Blvd
  
- Facility Improvements on New Routes
  - Transit signal priority
  - Queue jump lanes
  - Bus stop improvements
  - Elimination of free right turn lanes
  
- Internal Plan Area Transit Improvements
  - Two Mobility Hubs
  - Internal fixed-route shuttle or microtransit route
  - Floating bus stop islands

# Characteristics of High-Quality Transit

- High frequency (headways of 10–minutes or less)
- Fast travel between stops
- Reliable travel times
- Long service hours (e.g., early morning to late night)
- Safe travel while on transit and accessing it
- Easy to understand and use routes and transfers
- Integrated with the regional transit network

# Potential for High-Quality Transit Service Expansion

- ❑ Providing high-quality transit service to new growth area would be challenging
  - ❑ Low to moderate development densities
  - ❑ Distance from downtown and campus
  - ❑ Anticipated household income levels
  - ❑ Ability to extend Unitrans routes limited by run times

## E. Covell Transit Only Lane Concepts and Trade-offs

- ❑ **Take a Lane, Existing Footprint** – 2 lanes for autos, 2 for buses
  - ❑ Preserve bike lanes, median, and left turn pockets
  
- ❑ **Add a Lane, Existing Footprint** – 4 lanes for autos, 2 for buses
  - ❑ Remove bike lanes, median, and left turn pockets
  - ❑ Shift bicyclists to adjacent shared use path and Denison Dr
  
- ❑ **Add a Lane, Widen Road** – 4 lanes for autos, 2 for buses
  - ❑ Preserve bike lanes, median, and left turn pockets
  - ❑ Road widening required, likely need for property acquisition
  - ❑ Impacts to landscape median, utilities, and path

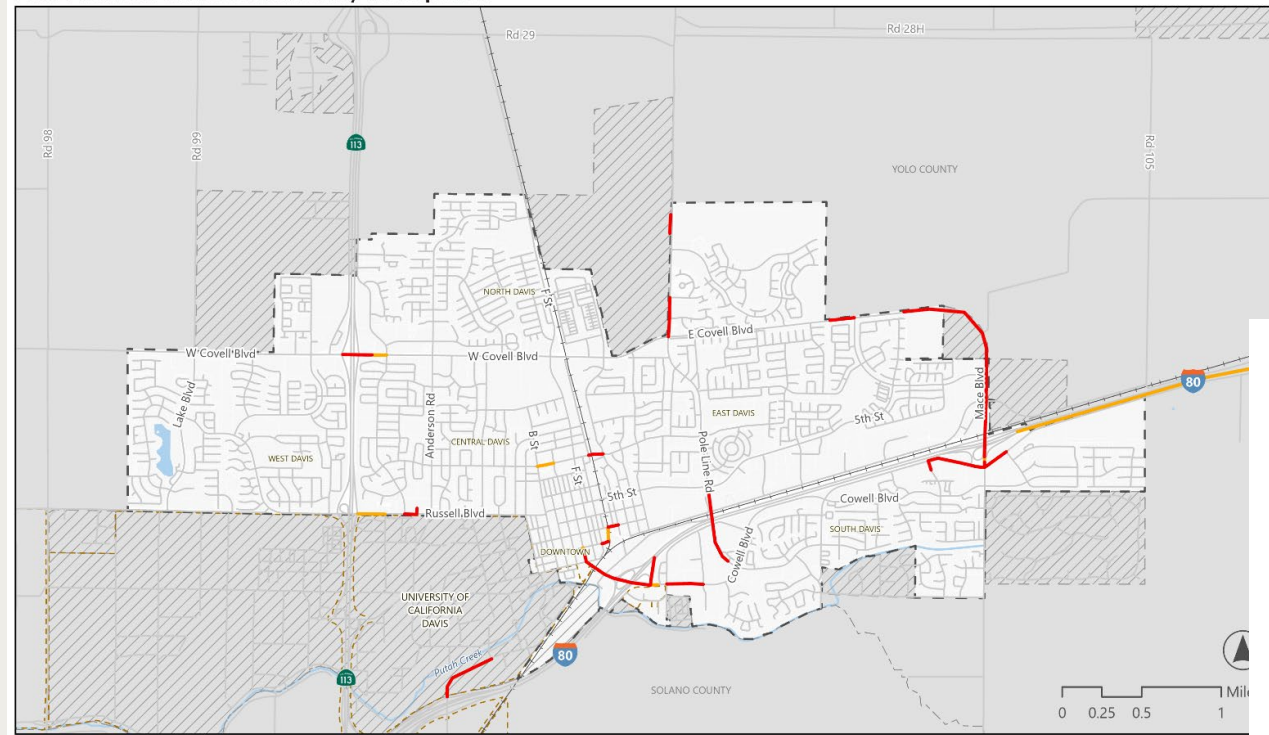
# Potential for Transit Only Lanes

- ❑ Minimum # of Hourly Buses:
  - ❑ 30-40 bus trips for curb bus lanes
  - ❑ 60-90 bus trips for median bus lanes
  
- ❑ Current # of Hourly Buses:
  - ❑ 2 on E. Covell Blvd and Pole Line Rd
  - ❑ 9 on Mace Blvd north of I-80
  
- ❑ Hypothetical new 4-mile transit only lane would result in travel time savings ranging from 0.5 to 6 minutes per trip

SECTION 04

# Off-site Road Conditions

Future without Land Use and Mobility Concept Plan



Future with Land Use and Mobility Concept Plan

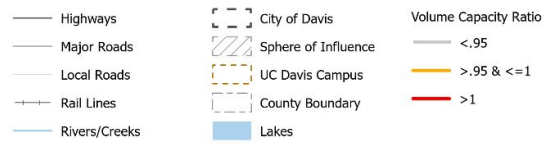
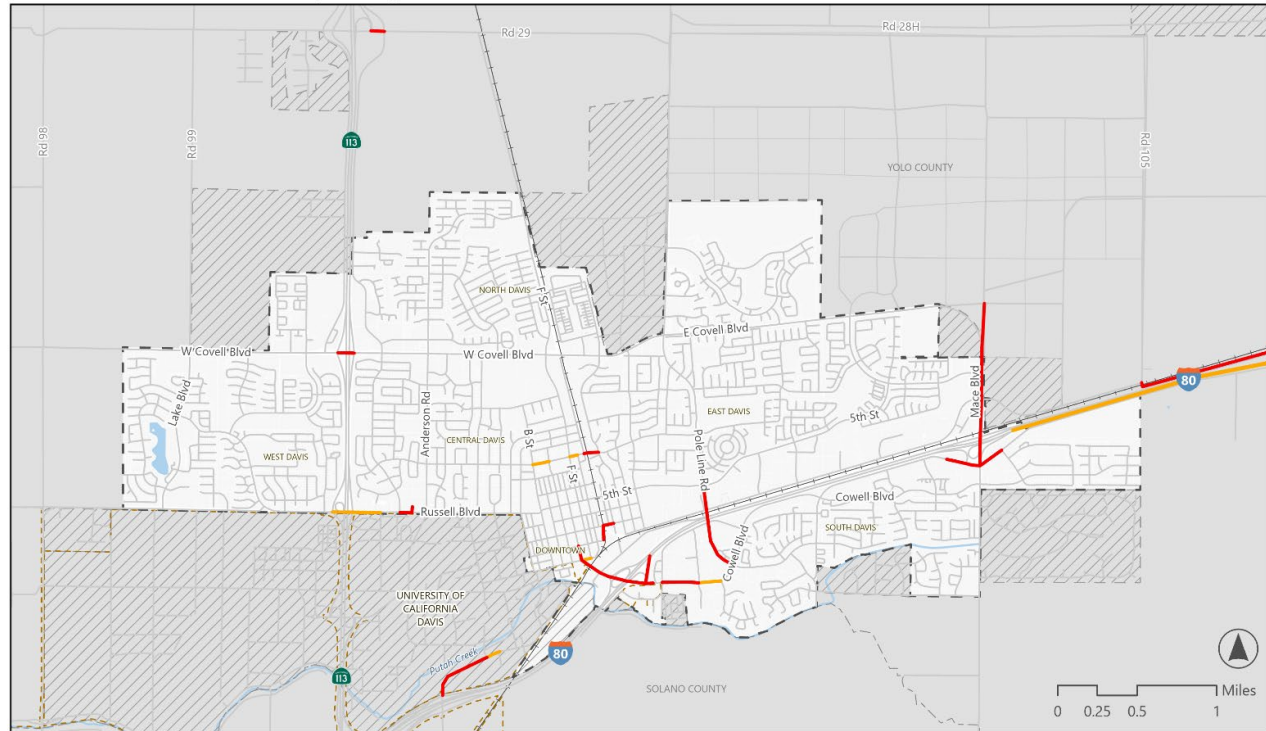
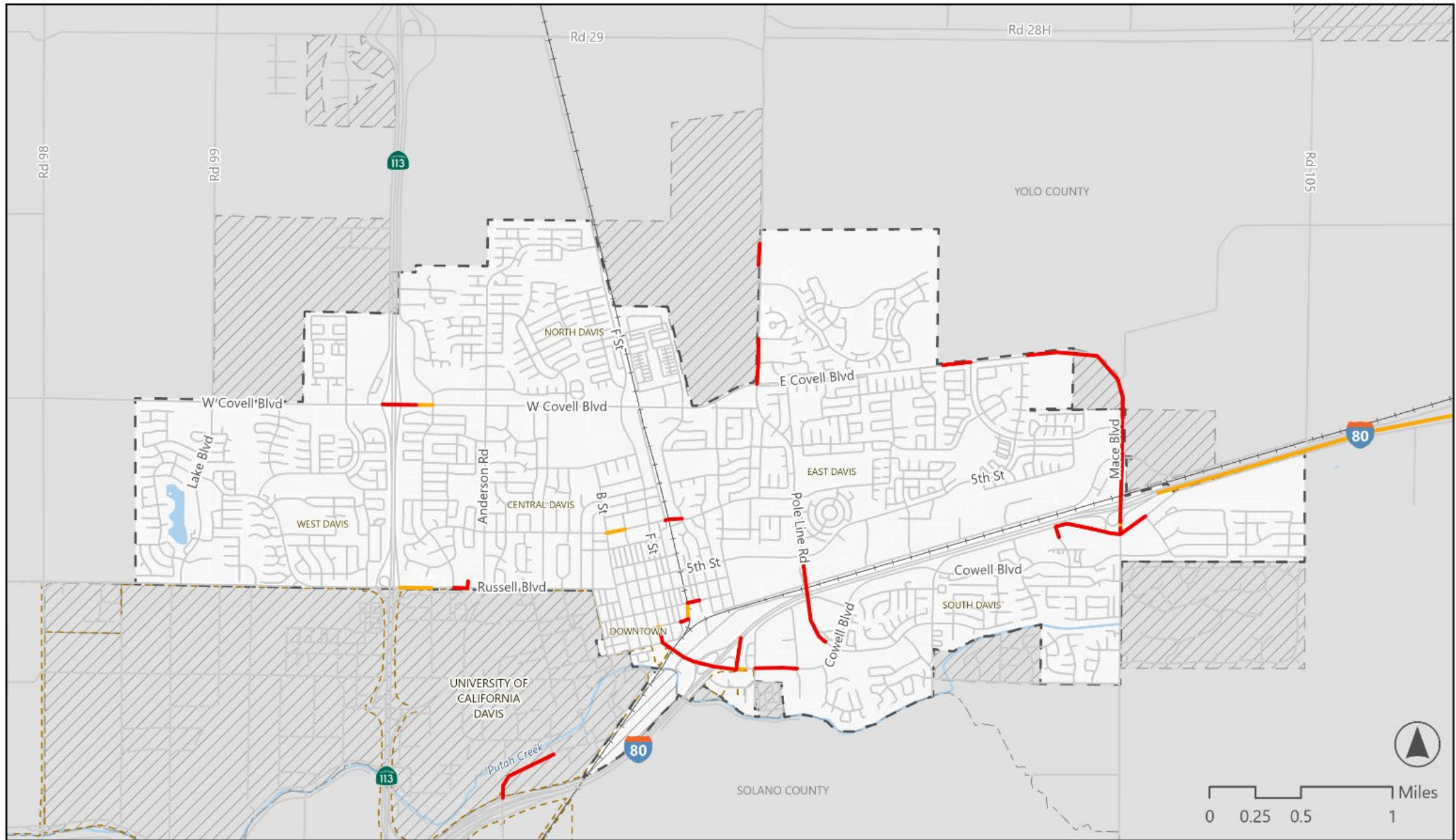
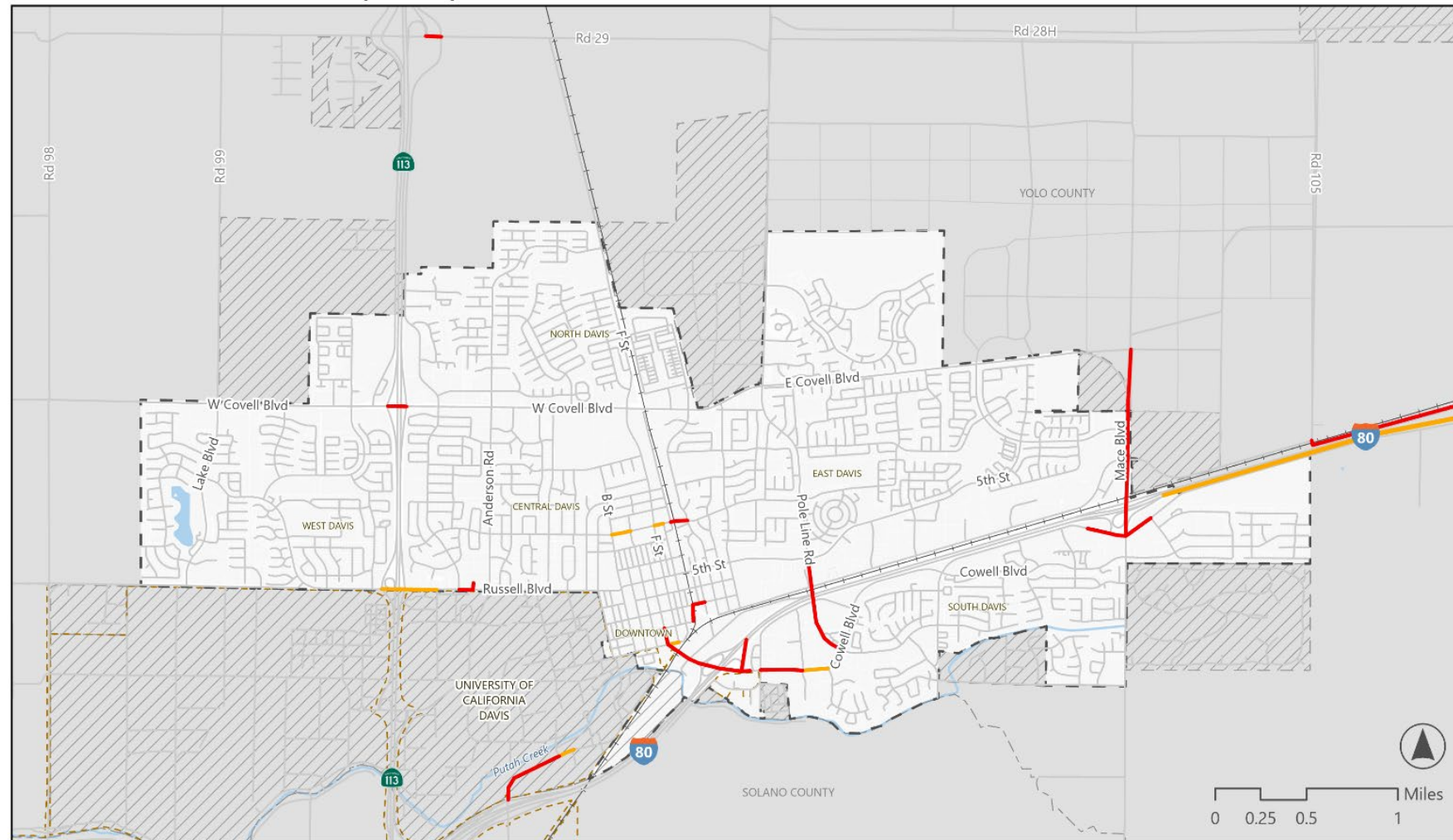


Figure 6  
Comparison of 2050 PM Peak Hour Volume-Capacity Ratios



# Future without Land Use and Mobility Concept Plan





- |                 |                       |                              |
|-----------------|-----------------------|------------------------------|
| — Highways      | ⊘ City of Davis       | Volume Capacity Ratio        |
| — Major Roads   | ▨ Sphere of Influence | — $< .95$                    |
| — Local Roads   | ⊘ UC Davis Campus     | — $> .95 \text{ \& } \leq 1$ |
| — Rail Lines    | ⊘ County Boundary     | — $> 1$                      |
| — Rivers/Creeks | ■ Lakes               |                              |

Figure 6  
Comparison of 2050 PM Peak Hour Volume-Capacity Ratios



SECTION 05

# Estimated Network Cost Range

<b>Street Network Costs for Land Use and Mobility Concept Plan</b>	\$850–1,040 million	<ul style="list-style-type: none"> <li>• Primary Network Streets (16.2 miles of 2-lane collector, 6.7 miles of 3-lane arterial and 7.5 miles of 4-lane arterial streets): \$800–950 million</li> <li>• Traffic Signals or Roundabouts (16): \$20–40 million</li> <li>• Off-Street Active Transportation Improvement (23 miles of off-street bike paths): \$30–50 million</li> </ul>
<b>Transit Infrastructure Costs</b>	\$60–120 million	<ul style="list-style-type: none"> <li>• Transit Improvements (44 floating bus stops, 5 miles of transit signal priority): \$40–80 million</li> <li>• Two Mobility Hubs (transit hub with shelter, bus driver facilities, multi-modal facilities, wayfinding, information kiosks, and limited vehicle parking with EV charging): \$20–40 million</li> </ul>
<b>Off-site Infrastructure Costs</b>	\$160–300 million	<ul style="list-style-type: none"> <li>• CR 32A Grade Separation of UP rail line: \$70–120 million</li> <li>• I-80 Interchange Improvements: \$80–150 million</li> <li>• SR 113 Interchange Improvements: \$10–30 million</li> </ul>

# 1. Capital Cost Range Allocation for New Housing

- ❑ Assuming 100% of on-site and off-site capital costs allocated to new housing and employment in NE area
- ❑ About 78 percent of costs allocated to residential uses and 22 percent to employment uses based on relative daily trip generation
- ❑ Single family units: \$125,000–170,000 per home
- ❑ Multi-family units: \$60,000–85,000 per unit

# Council Discussion

# Questions for Council to Consider

- Are there any key considerations that are omitted from the preliminary study that could help refine the land use and mobility concept plan?
- Are there any additional implications of the land use and mobility concept plan that should be further studied in the General Plan Update?