

CITY OF WINTERS PLANNING COMMISSION AGENDA

Tuesday, May 27th, 2008 @ 7:30 PM  
City of Winters Council Chambers  
318 First Street  
Winters, CA 95694-1923  
Community Development Department  
Contact Phone Number (530) 795-4910 #112  
Email: [jen.michaelis@cityofwinters.org](mailto:jen.michaelis@cityofwinters.org)

Chairman: Albert Vallecillo  
Vice Chairman: Pierre Neu  
Commissioners: Joe Tramontana, Wade Cowan,  
Bruce Guelden, Corinne Martinez, Glenn DeVries  
Administrative Assistant: Jen Michaelis  
Community Development Director: Vacant

**I CALL TO ORDER 7:30 PM**

**II ROLL CALL & PLEDGE OF ALLEGIANCE**

**III COMMUNICATIONS:**

1. Staff Reports  
Current Projects list dated May 20th, 2008
2. Commission Reports

**IV CITIZEN INPUT:** Individuals or groups may address the Planning Commission on items which are not on the Agenda and which are within the jurisdiction of the Planning Commission. **NOTICE TO SPEAKERS:** Speaker cards are located on the first table by the main entrance; please complete a speaker's card and give it to the Planning Secretary at the beginning of the meeting. The Commission may impose time limits.

**V CONSENT ITEM**

Approve minutes of the April 22, 2008 regular meeting of the Planning Commission.

**VI DISCUSSION ITEMS:**

1. Public Hearing To Take Action of Proposed Conditional Use Permit for 9 East Main Street, Suite H for Good Buzz Brewing, LLC
2. Conceptual (preliminary) Design Review for the Monticello Mixed-Use Development Project
3. Public Hearing and consideration of Conditional Use Permit application (2008-CUP-01) submitted by Eva Brzeski for boat and recreational vehicle storage facility with repair and sales facility located at 723 Railroad Avenue (APN 003-322-20).
4. Conceptual Design Review Workshop on Proposed New St. Anthony's Church and Rectory Building (Pastor's Residence) Located at 511 Main Street ( APN 003-120-03). Applicant: St. Anthony's Parish/McCandless & Associates Architecture, Inc
5. Public Hearing and Consideration of Winters Putah Creek Nature Park Master Plan and Initial Study and Mitigated Negative Declaration for Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project.

**VII COMMISSION/STAFF COMMENTS**

**VIII ADJOURNMENT**

**POSTING OF AGENDA:** PURSUANT TO GOVERNMENT CODE § 54954.2, THE COMMUNITY DEVELOPMENT ADMINISTRATIVE ASSISTANT OF THE COMMUNITY DEVELOPMENT DEPARTMENT POSTED THE AGENDA FOR THIS MEETING ON TUESDAY, MAY 20TH, 2008.

  
\_\_\_\_\_  
JEN MICHAELIS – COMMUNITY DEVELOPMENT ADMINISTRATIVE ASSISTANT

**APPEALS:** ANY PERSON DISSATISFIED WITH THE DECISION OF THE PLANNING COMMISSION MAY APPEAL THIS DECISION BY FILING A WRITTEN NOTICE OF APPEAL WITH THE CITY CLERK, NO LATER THAN TEN (10) CALENDAR DAYS AFTER THE DAY ON WHICH THE DECISION IS MADE.

PURSUANT TO SECTION 65009 (B) (2), OF THE STATE GOVERNMENT CODE "IF YOU CHALLENGE ANY OF THE ABOVE PROJECTS IN COURT, YOU MAY BE LIMITED TO RAISING ONLY THOSE ISSUES YOU OR SOMEONE ELSE RAISED AT THE

PUBLIC HEARING(S) DESCRIBED IN THIS NOTICE, OR IN WRITTEN CORRESPONDENCE DELIVERED TO THE CITY PLANNING COMMISSION AT, OR PRIOR TO, THIS PUBLIC HEARING".

**PUBLIC REVIEW OF AGENDA, AGENDA REPORTS, AND MATERIALS:** PRIOR TO THE PLANNING COMMISSION MEETINGS, COPIES OF THE AGENDA, AGENDA REPORTS, AND OTHER MATERIAL ARE AVAILABLE DURING NORMAL WORKING HOURS FOR PUBLIC REVIEW AT THE COMMUNITY DEVELOPMENT DEPARTMENT. IN ADDITION, A LIMITED SUPPLY OF COPIES OF THE AGENDA WILL BE AVAILABLE FOR THE PUBLIC AT THE MEETING.

**OPPORTUNITY TO SPEAK, AGENDA ITEMS:** THE PLANNING COMMISSION WILL PROVIDE AN OPPORTUNITY FOR MEMBERS OF THE PUBLIC TO ADDRESS THE COMMISSION ON ITEMS OF BUSINESS ON THE AGENDA, HOWEVER, TIME LIMITS MAY BE IMPOSED BY THE CHAIR AS PROVIDED FOR UNDER THE ADOPTED RULES OF CONDUCT OF PLANNING COMMISSION MEETINGS.

**REVIEW OF TAPE RECORDING OF MEETING:** PLANNING COMMISSION MEETINGS ARE AUDIO TAPE RECORDED. TAPE RECORDINGS ARE AVAILABLE FOR PUBLIC REVIEW AT THE COMMUNITY DEVELOPMENT DEPARTMENT FOR 30 DAYS AFTER THE MEETING.

**COPIES OF AGENDA, AGENDA REPORTS AND OTHER MATERIALS:** PRIOR TO EACH MEETING, COPIES OF THE AGENDA ARE AVAILABLE, AT NO CHARGE, AT CITY HALL DURING NORMAL WORKING HOURS. IN ADDITION, A LIMITED SUPPLY WILL BE AVAILABLE ON A FIRST COME, FIRST SERVED BASIS, AT THE PLANNING COMMISSION MEETINGS. COPIES OF AGENDA, REPORTS AND OTHER MATERIAL WILL BE PROVIDED UPON REQUEST SUBMITTED TO THE COMMUNITY DEVELOPMENT DEPARTMENT. A COPY FEE OF 25 CENTS PER PAGE WILL BE CHARGED.

ANY MEMBER OF THE PUBLIC MAY SUBMIT A WRITTEN REQUEST FOR A COPY OF PLANNING COMMISSION AGENDAS TO BE MAILED TO THEM. REQUESTS MUST BE ACCOMPANIED BY A CHECK IN THE AMOUNT OF \$25.00 FOR A SINGLE PACKET AND \$250.00 FOR A YEARLY SUBSCRIPTION.

**THE COUNCIL CHAMBER IS WHEELCHAIR ACCESSIBLE**

**CITY OF WINTERS COMMUNITY DEVELOPMENT DEPARTMENT**  
**Current Projects List as of May 20, 2008**  
**(530) 795-4910, extension 112, [www.cityofwinters.org](http://www.cityofwinters.org)**

<b>PROJECT</b>	<b>DESCRIPTION &amp; PROCESS</b>	<b>LAST ACTION</b>	<b>NEXT ACTION</b>
(1) Winters Highlands, Granite Bay Holdings, LLC, Larry John (916) 960-1656	Application filed to develop 413 single-family and 30 multi-family residential units in northwestern part of city.	Planning Commission approved Design Review for Phase I residences on June 26, 2007.	Applicant revisions to Final Map and Improvement Plans.
(2) Winters Village, Bob Thompson (West project) (707) 372-9355	Proposal to develop 10 attached single-family residences on the southwest corner of East Main and East Baker Streets.	Applicant in October 2007 decided to defer construction of the project.	Project not active.
(3) Callahan Estates, Winters Investors LLC, John Peterson (925) 682-4830	Proposal to develop 120 single-family residential lots in northwest part of city.	Planning Commission approved Site Plan (landscaping) on December 21, 2005.	Applicant revisions to Final Map and Improvement Plans.
(4) Creekside Estates, Lynda Fletcher (530) 902-4288	Proposal to develop 40 single-family residential lots at southwest part of city.	City Council approved Tentative Subdivision Map on April 19, 2005.	Applicant revisions to Final Map and Improvement Plans.
(5) Hudson-Ogando, Winters Investors LLC, John Peterson (925) 682-4830	Proposal to develop 72 single-family residential lots in northwest part of city.	Planning Commission approved Site Plan (landscaping) on December 21, 2005.	Applicant revisions to Final Map and Improvement Plans.
(6) Cottages at Carter Ranch Phase 2, Sacramento Pacific Development, Mark Wiese (916) 853-9800	Proposal to develop 6 single-family residential affordable lots (moderate-income households) north of Rancho Arroyo Detention Facility.	Planning Commission approved Tentative Subdivision Map on November 23, 2004.	Applicant submittal of Final Map and Improvement Plans.
(7) Casitas at Winters, Napa Canyon LLC, Mark Power (707) 253-1339	Proposal for 5-unit tentative subdivision map at a site on West Grant Avenue east of Tomat's restaurant. Tentative Subdivision Map, Planned Development Overlay, and PD Permit.	City Council at its January 15, 2008 meeting took final action by approving the Rezone Ordinance.	Applicant submittal of Final Map and Improvement Plans.

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(8) Winters II, Community Housing Opportunities Corporation, Ben Rosen (530) 757-4444	Proposal to develop 34-unit apartment complex for low- and very low-income households at 110 East Baker Street.	City issued certificate of occupancy for units and community center on December 18, 2007.	Project complete for City.
(9) Mary Rose Gardens, DAS Homes, Inc., Dave Snow (530) 666-0506	Proposal to develop 26 single-family homes and one duplex unit on the north side of West Grant Avenue west of Cemetery Lane. Tentative Subdivision Map, Planned Development Overlay, PD Permit, Rezone, Inclusionary Housing Agreement, and Development Agreement.	Applicant declined option to purchase project property.	Project not active.
(10) Anderson Place, Eva Bzieski (415) 887-9300	Proposal to develop up to 28 mostly attached single-family residences and 9 commercial spaces at 723 Railroad Avenue.	City Council at its June 19, 2007 meeting took final action on the project by approving the project development agreement.	Applicant submittal of Final Map and Improvement Plans.
(11) Pearse Parcel Map, Thomas Pearse (530) 795-5901	Proposal for 4-unit parcel map at the south end of Third Street.	Planning Commission on October 9, 2007 approved project.	Applicant submittal of Final Map and Improvement Plans.
(12) Winters Commercial, Granite Bay Holdings, LLC, Tyler Wade (916) 580-1855	Proposal to develop 4.52 acres on south side of Grant Avenue directly west of Round Table Pizza complex for 49,500 square feet of commercial and office uses. Site Plan. Application submitted on August 17, 2007 and deemed complete on October 22, 2007.	City Council on December 18, 2007 approved East Street closure at Grant Avenue and Encroachment Permit for diagonal parking and landscaping on East Baker Street.	Applicant submittal of Final Map, Improvement Plans, and building plans.
(13) Valadez, Frank Valadez, Trustee, 530-674-5102	Proposal to change General Plan and Zoning designations for the 1.421-acre parcel (APN 003-391-05) located east of the Winters Cemetery from public-quasi-public to residential use.	Draft Initial Study completed.	Circulation of Initial Study.
(14) Winters Estates Annexation, Winters Estates LLC, Helmut Sommer 707-678-9000	Proposal to annex 80 acres (APNs 030-210-05 & 08) adjacent to County Road 88 and within the City's General Plan Area.	City issuance of incomplete application letter on February 1, 2008.	Applicant response to City's February 1, 2008 incomplete application letter.

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**AFFORDABLE HOUSING UNITS**

- Project #1:** 26 units for very low-income, 25 units for low-income, and 15 units for moderate-income households.
- Project #2:** 2 units for low-income households.
- Project #3:** 7 units for very low-income, 7 units for low-income, and 4 units for moderate-income households.
- Project #4:** 1 unit for very low-income, 2 units for low-income, and 1 unit for moderate-income households.
- Project #5:** 11 units for very low-income households.
- Project #6:** 6 units for moderate-income households.
- Project #7:** Not known whether residential units will be constructed.
- Project #8:** 34 units for very low-income and low-income households.
- Project #9:** 2 units for very low-income, 1 unit for low-income, and 1 unit for moderate-income households.
- Project #10:** 2 units for very low-income, 1 unit for low-income, and 1 unit for moderate-income households.
- Project #11:** Not applicable.
- Project #12:** Not applicable.
- Project #13:** Not known at this time.
- Project #14:** Not known at this time.



**MINUTES OF THE WINTERS PLANNING COMMISSION MEETING HELD ON  
TUESDAY, APRIL 22, 2008**

Chairman Vallecillo called the meeting to order at 7:30 p.m.

**PRESENT:** Tramontana, Martinez, Neu, Guelden, Cowan, and Chairman Vallecillo

**ABSENT:** DeVries

**STAFF:** City Manager John Donlevy, Contract Planner Jeff Fisher, Administrative Assistant Jen Michaelis, Redevelopment & Economic Development Director/Assistant Executive Director Community Development Agency Cas Ellena, Contract Planning Manager Kate Kelly

Commissioner Tramontana led the Pledge of Allegiance.

**COMMUNICATIONS:**

**Staff Report:** City Manager Donlevy noted the Current Projects List and that the request for the special meeting on May 14<sup>th</sup> is no longer needed. The regular meeting of the Planning Commission will be held on May 27<sup>th</sup>.

**Commission Report:** Tramontana stated that Youth Day is this Saturday.

**CONSENT ITEM**

Approve minutes of the February 12th, 2008 regular meeting of the Planning Commission.

Commissioner Guelden made a motion to approve the minutes for the February 12th, 2008 meeting of the Planning Commission. Seconded by Commissioner Cowan.

**AYES:** Tramontana, Martinez, Neu, Guelden, Cowan, and Chairman Vallecillo

**NOES:** None

**ABSTAIN:** None

**ABSENT:** DeVries

Motion passed unanimously with DeVries absent.

**DISCUSSION ITEM**

1. Public Hearing and consideration of amendment to the Anderson Place Development Agreement to extend the term of the Agreement to 2016 and for Conditional Use Permit application (2008-CUP-01) submitted by Eva Brzeski for a boat and recreational vehicle storage, repair and sales facility located at 723 Railroad Avenue (APN 003-322-20).

Contract Planning Manager Kelly provided an overview of her Staff Report, and noted that the CUP portion of the item would be continued to the next available meeting of the Planning Commission on May 27<sup>th</sup>.

Tramontana stated that he thought 8 years was too long of an extension.

Martinez asked for a re-reading of the amendment items and clarification.

Kelly re-read the amendment items, discussion continued about timelines and exact dates regarding Final Map, and Kelly provided clarification and background.

Vallecillo added that the market will dictate what the developer does at what time, the City is providing a little bit of leeway.

**MINUTES OF THE WINTERS PLANNING COMMISSION MEETING HELD ON  
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Martinez reiterated that she does not want the city to set a bad precedent with the amendments regarding timelines.

Guelden asked if this item was to make a recommendation to Council.

Kelly responded that yes it was.

Guelden asked if this was also about the Brzeski CUP.

Kelly responded that the applicant is requesting a continuation to May 27<sup>th</sup>.

Martinez asked for a re-reading and interpretation of section 3.6 regarding timing.

Kelly re-read the section and provided background.

Vallecillo opened the public hearing at 8PM.

Applicant Eva Brzeski, 7223 Railroad Avenue stated that she has worked so hard to get the project going and wishes she could do it right now. She expressed fears that the market is going to get much worse before it is going to get better, and she is committed to the project and vision of Winters.

Martinez asked Brzeski about section 3.6 and the item regarding economic conditions.

Brzeski responded that at the time the perception of the market was good, nobody foresaw how quickly and drastically the market would go sour.

Vallecillo closed the Public Hearing at 8:10PM.

Neu said that he does not want to risk losing everything; the market will drive this project and supports the amendments.

Vallecillo added that he agrees, the market will drive this project.

Martinez asked about item 2.3b and terminology, why is the new language better?

Donlevy responded that the City put a hard date in because of discussion with the applicant.

Martinez would prefer a more consistent term between all applicants.

Guelden added that if we don't extend the term, it's not good for the City or the applicant.

Vallecillo added that we are keeping this project alive by mutual agreement.

Martinez closed with she is in support of the common good, but wants consistency.

Neu moved to approve the amendment to the Anderson Place Development Agreement to extend the term of the Agreement to 2016.

Seconded by Tranmontana

AYES: Tramontana, Neu, Guelden, Cowan, and Chairman Vallecillo

NOES: Martinez

ABSTAIN: None

ABSENT: DeVries

Motion passed 5-1 with DeVries absent.

At this time the commission took a 5 minute break.

2. Public Hearing To Make A Recommendation To The City Council On A Proposed Zoning Code Text Amendment To Exclude Rotary Park From The Requirements Of Zoning Code Section 17.96.030.

Chairman Vallecillo and Commissioner Martinez recused themselves due to having property within 500 feet of the site.

Vice Chairman Neu took the gavel.

Contract Planner Jeff Fisher provided an overview of his staff report.

**MINUTES OF THE WINTERS PLANNING COMMISSION MEETING HELD ON  
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Neu opened the Public Hearing at 8:40PM.

Hearing no comments, Neu closed the hearing at 8:40PM.

Guelden moved to approve the Recommendation To The City Council On A Proposed Zoning Code Text Amendment To Exclude Rotary Park From The Requirements Of Zoning Code Section 17.96.030.

Seconded by Tramontana.

AYES: Tramontana, Neu, Guelden, Cowan

NOES: None

ABSTAIN: Chairman Vallecillo, Martinez

ABSENT: DeVries

Motion passed 4-0 with Vallecillo and Martinez abstaining, and DeVries absent.

3. General Plan Conformity Report Regarding Partial Vacation of Abbey Street  
between Railroad and Elliot Streets

Chairman Vallecillo and Commissioner Martinez recused themselves due to having property within 500 feet of the site.

Vice Chairman Neu took the gavel.

Donlevy provided an overview of the Staff Report.

Guelden asked about the sizing of turns into the parking lot.

Donlevy responded that the lanes are the typical 12ft lanes.

Cowan moved to approve General Plan Conformity Report Regarding Partial Vacation of Abbey Street between Railroad and Elliot Streets.

Seconded by Tramontana.

AYES: Tramontana, Neu, Guelden, Cowan

NOES: None

ABSTAIN: Chairman Vallecillo, Martinez

ABSENT: DeVries

Motion passed 4-0 with Vallecillo and Martinez abstaining, and DeVries absent.

**COMMISSION/STAFF COMMENTS:**

Donlevy stated that the City is in the middle of the recruitment for Community Development Director and that 18 or 19 applicants had been received so far. Donlevy also noted that the Youth Day Pancake Breakfast is on Saturday.

Guelden moved to adjourn. Seconded by DeVries.

The meeting was adjourned at 9:00 p.m.

**ATTEST:**

\_\_\_\_\_  
Jen Michaelis, CDD Admin

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Albert Vallecillo, Chairman





**PLANNING COMMISSION STAFF REPORT  
MAY 20, 2008**

**TO:** Chairman and Planning Commissioners

**DATE:** May 27, 2008

**FROM:** Jeff Fisher, Contract Planner

**SUBJECT:** **Public Hearing to consider Application Number 2008-02-CUP, a request for a Use Permit to allow the operation of a craft-brewery and brew pub within an existing building located at 9 East Main Street – Suite H, downtown Winters.**

**APPLICANT:** Joe DeAngelo  
220 White Oak Lane  
Winters, CA 95694

**SITE DATA:** **Location:** 9 East Main Street, Suite H.  
**Assessor's Parcel Number:** 003-224-04  
**General Plan Designation:** Central Business District (CBD)  
**Zoning Designation:** C-2 (Central Business District)

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**RECOMMENDATION:** Staff recommends that the Planning Commission take the following actions: (1) receive the staff report; (2) conduct the public hearing; and (3) approve the request for a use permit to allow the operation of a craft-brewery and brew pub within an existing building located at 9 East Main Street – Suite H, downtown Winters, subject to the findings and conditions of approval contained in this report.

**BACKGROUND:** On April 22, 2008, the Winters Planning Commission, on a unanimous vote, made a recommendation to the City Council to approve a Zoning Ordinance Text Amendment which excludes Rotary Park from the requirements of Zoning Code Section 17.96.030 which requires "on-sale liquor establishments" to be located a minimum distance of 200 feet from public parks in the Central Business District.

On May 20, 2008, the City Council will introduce, make the first reading, and hold the public hearing on the proposed Rotary Park ordinance noted above (Ordinance Number 2008-9). On June 3, 2008, the City Council will make the second reading and take action on the proposed Rotary Park ordinance (Ordinance Number 2008-9).

If adopted, one effect of this action will be that it will enable private parties to submit an application for a use permit to establish an "on-sale liquor establishment" at any location within the Central Business District. Therefore, Planning Commission approval of the current application for a use permit discussed in this staff report will be contingent upon City Council adoption of Ordinance Number 2008-9.

**PROJECT DESCRIPTION:** The applicant is requesting approval of a use permit application to establish and operate a production craft-brewery and brew pub within an existing 1,600 square-foot leased area in downtown Winters. The building is located at the east end of the Main Street Village retail center on Main Street across from Rotary Park.

According to the information provided by the applicant, the brewery will be developed over a four-year period in four separate phases with a maximum production capacity of 1,000 barrels per year. Most of the beer produced will be sold wholesale to offsite buyers in the form of bottles and kegs. However, the brewery will also house a tap room for retail, on-site consumption of individual pints of beer for walk-in customers.

The proposed phasing plan is as follows:

Phase I: Maximum capacity of 250 barrels per year with a very limited tap room open to the public.

Phase II: Maximum capacity of 500 barrels per year. The tap room will be improved to provide for additional public use.

Phase III: Maximum capacity of 625 barrels per year.

Phase IV: Maximum capacity of 1,000 barrels per year. The tap room will be significantly improved to provide a "pub-like" setting. The seating capacity will be expanded, a public restroom installed, and light food from local restaurants will be provided to customers for on-site consumption.

Tap Room Operations: The tap room will occupy approximately 400 square feet of the 1,600 square-foot leased area and will be operated primarily as a promotional tool for the company's products. The tap room will provide on-site consumption of pints and glasses of beer along with store-bought snack foods. Operating hours of the tap room will be limited to approximately 4-hours per evening (6-10pm), two nights per week during Phase I. By Phase IV, the tap room hours will be increased to 3-4 evenings per week, with generally longer hours on weekends. Phase IV will include limited food sales to customers. According to the applicant, the plan is to provide a cold case with specially prepared single servings from a different local restaurant featured each day. No food will be prepared on-site and the brewery will not contain any commercial kitchen facilities. At Phase IV, the maximum occupancy for the tap room is anticipated to be 40 persons.

Staffing: At Phase I, the brewery will employ one full-time person and one or two part-time employees for the combined production and tap room operations. By Phase IV, two or three full-time and one or two part-time employees will run the combined operations.

Parking: According to the parking requirements contained in Section 17.72.20 of the Zoning Code, the proposed use requires one (1) parking space per 50 square feet of seating area. Therefore, the 400 square-foot tap room (considered the seating area) would require a total of eight (8) parking spaces. The required parking spaces are provided within the reciprocal parking agreement approved for the Main Street Village retail center. Numerous parking spaces are also available in the Rotary Park parking lot across Main Street.

Truck Activity: Truck loading and delivery will occur at the alley way in the rear of the site near the bocce ball court. In this position, trucks will not impede traffic circulation through the alley way as there is adequate area for vehicle movement.

Truck deliveries and solid waste removal will each occur once per week during normal business hours. Noise impacts associated with truck deliveries are not anticipated to be significant due to the fact that the site is located in a non-residential area. According to the applicant, trucks will be required to shut off their engine during loading and unloading in order to mitigate any noise in the alley way. Noise will be limited to the passing of a single truck once a week each for delivery and waste removal. No truck activity will be permitted on Main Street (see "Conditions of Approval").

Lighting: The only lighting proposed for the project will be located at the side of the building facing the bocce ball court. The lighting will be limited to sign lighting directed at a sign mounted on the side of the building. No lighting is proposed for the side of the building facing the alley way, nor are any neon lights. Minimal security lighting may be required to illuminate only the entrance area to Suite H after hours.

Restrooms: For Phase I and II, the project proposes to utilize the existing ADA compliant public-access restroom provided in another section of the building (approximately 200 feet away). In either Phase III or IV, the brewery plans to install an on-site ADA compliant unisex restroom within the leased area for customer and employee use.

Waste Disposal: Solid waste (grain, hops, etc.) will be removed from the site by brewery staff via a standard pickup truck and sold as livestock feed. Liquid waste will be discharged into the public wastewater system. To verify system capacity, the project application was routed to the Southwest Water Company (SWC) who operates the city's wastewater treatment facility. According to SWC, the facility has capacity to accommodate the proposed brewery and has stated that the brewery can operate in full compliance with SWC chemical discharge requirements.

**ADDITIONAL PERMITS**: In addition to the required use permit, the project will be

required to receive permits from the following:

- California Department of Alcoholic Beverage Control
- Yolo County Health Department
- City of Winters Building Division
- City of Winters Planning and Finance Divisions (Business License)
- South West Water Company

**COMMENTS RECEIVED:** The project was referred to various city entities and the general public (300-foot radius) for review and comment. Responses were received from the South West Water Company (see "Waste Disposal" section above); and the City of Winters Police Department, which stated that the Department has no issues or concerns regarding the proposed project.

No comments from the general public have been received as of the date of this report.

**STAFF ANALYSIS:** According to Zoning Code Chapter 17.08 (Use Classifications), the proposed brewery/brew pub falls under the use type category of "bar, cocktail lounge." This use type is permitted in the C-2 zone subject to a conditional use permit to be acted upon by the Planning Commission. The project is in compliance with all applicable requirements of the Zoning Code.

The proposed project is also consistent with the Land Use Goals and Policies of the General Plan in regards to prioritizing infill development and new business opportunities in the Central Business District.

As discussed in the previous sections of this report, staff has considered all the potential issues, including those regarding nuisance, public safety, and public services that could potentially result from such a project. Staff finds that there are no significant impacts associated with the proposed project and the applicant has made every effort to make Good Buzz Brewing a good-neighbor project.

The proposed brewery and brew pub would provide another unique business opportunity for the city. One-of-a-kind businesses are the standard in Winters and are preferred over chain-type franchises. Micro-breweries have become increasingly popular in small towns all over the country and especially in California, and are widely considered as tourist destinations. Staff supports the proposed project and believes that the proposed site is ideal due to the proximity to the other prominent attractions in the downtown area and would contribute greatly to the city's plan for downtown revitalization.

#### **STAFF RECOMMENDATION**

Staff recommends approval of the project by making an affirmative motion as follows:

**MOVE THAT THE WINTERS PLANNING COMMISSION APPROVE THE CONDITIONAL USE PERMIT BASED ON THE IDENTIFIED FINDINGS OF FACT AND BY TAKING THE FOLLOWING ACTIONS:**

- Confirmation of exemption from the provisions of CEQA.
- Confirmation of Use Permit findings.
- Approval of the Conditional Use Permit and subject to the conditions of approval attached hereto.

**REQUIRED ACTIONS:**

Two actions are required by the Planning Commission to process the Use Permit:

1. Confirmation of CEQA exemption finding – General Rule Exemption Section 15061[b](3).
2. Confirmation of the findings for a Use Permit.

**APPLICABLE REGULATIONS:**

This project is subject to the following regulations:

- The California Environmental Quality Act (CEQA)
- State of California Planning and Zoning Law
- City of Winters General Plan
- City of Winters Municipal Code (including the Zoning Ordinance)
- Uniform Building Code, California Building Code

**PROJECT NOTIFICATION:** Public notice advertising for the public hearing on this project was prepared by the Community Development Department's Administrative Assistant in accordance with notification procedures set forth in the City of Winters' Municipal Code and State Planning Law. Two methods of public notice were used: a legal notice was published in the Winters Express on Thursday, May 15, 2008, and notices were mailed to all property owners who own real property within 300 feet of the project boundaries at least 10 days prior to the May 27, 2008 Planning Commission hearing. Copies of the staff report and all attachments for the proposed project have been on file, available for public review at City Hall since Wednesday, May 21, 2008.

**ENVIRONMENTAL ASSESSMENT:** The Use Permit has been reviewed in accordance with the California Environmental Quality Act (CEQA) is considered categorically exempt under CEQA Guidelines Section 15301, Class 1 – Existing Facilities.

**CEQA Findings:**

1. The project qualifies for a categorical exemption from the provisions of CEQA, Class 1 – Existing Facilities.
2. The Planning Commission has considered comments received on the project during the public review process.
3. The exemption finding reflects the independent judgment and analysis of the City of

Winters.

4. The Planning Commission hereby confirms a Class 1 – Existing Facilities categorical exemption for Application Number 2008-02-CUP.

**Conditional Use Permit Findings:**

1. The requested use will be in conformity with the General Plan. The General Plan designates the project site as Central Business District. This designation provides for restaurants, retail, service, professional and administrative offices, and other uses.
2. The requested use is listed as a conditional use in the zone regulations or elsewhere in this section, or, where an interpretation was necessary, a determination was made by the community development director or planning commission that the proposed use would require a use permit. Bar/Cocktail Lounge is listed as a conditional use in the C-2 Zone.
3. The requested use is consistent with the intent and purpose of the zone in which it is located, and will not detrimentally impact the character of the neighborhood. The C-2 Zone allows for a variety of commercial uses including bar/cocktail lounge through a conditional use permit. The project would result in two commercial uses: a brewery and a brew pub.
4. The requested use will not be detrimental to the public health, safety or general welfare. All tenant improvements completed for the project site building will be consistent with the California Building Codes and local building standards (Winters Municipal Code, Title 15 – Buildings and Construction).
5. Adequate utility, access roads, drainage, sanitation and/or other necessary facilities or services will be provided. The project site has access to Main Street and the project is not expected to require additional utility facilities or services.
6. The requested use will not create a nuisance or enforcement problem within the neighborhood. The project was reviewed by the Winters Police Department and no concerns were identified.
7. The requested use will not result in a negative fiscal impact upon the city. The use will generate sales tax revenue for the city.

**Alternatives:**

The Commission can elect to modify any aspect of the approval or to deny the Use Permit. If the Commission chooses to deny the request, the Commission would need to submit findings for the official record that would illustrate the reasoning behind the decision to deny the request.

## **Recommended Conditions of Approval:**

1. In the event any claim, action or proceeding is commenced naming the City or its agents, officers, and employees as defendant, respondent or cross defendant arising or alleged to arise from the City's approval of this project, the project Applicant shall defend, indemnify, and hold harmless the City or its agents, officers and employees, from liability, damages, penalties, costs or expenses in any such claim, action or proceeding to attach set aside, void, or annul an approval of the City of Winters, the Winters Planning Commission, or any advisory agency to the City and local district, or the Winters City Council. Project applicant shall defend such action at applicant's sole cost and expense which includes court costs and attorney fees. The City shall promptly notify the applicant of any such claim, action, or proceeding and shall cooperate fully in the defense. Nothing in this condition shall be construed to prohibit the City of Winters from participating in the defense of any claim, action, or proceeding, if City bears its own attorney fees and cost, and defends the action in good faith. Applicant shall not be required to pay or perform any settlement unless the Applicant in good faith approves the settlement, and the settlement imposes not direct or indirect cost on the City of Winters, or its agents, officers, and employee, the Winters Planning Commission, any advisory agency to the City, local district and the City Council.
2. Approval of the applicant's project shall be null and void if the applicant fails to submit a building permit application for the project's tenant improvements within one year of the Planning Commission's approval of the Conditional Use Permit application.
3. The applicant shall obtain a building permit and pay the applicable building permit fees for the tenant improvements.
4. The applicant shall obtain Community Development Department approval for all project signage.
5. The applicant shall report to the City building materials diverted from landfilling during the course of their project, pursuant to the provisions of City of Winters Ordinance No. 2002-03.
6. All business related truck deliveries and removal of solid waste products shall occur during the hours of 7am to 10pm.
7. All business related truck activity shall occur in the alley way at the rear of the site and shall not impede vehicle circulation through the alley way. No truck activity shall take place at the Main Street frontage of the site.
8. Delivery trucks shall be required to shut off their engines during loading and unloading.
9. Proposed lighting shall be limited to lighting for signage and necessary after-hours security lighting.

10. No use permit which has been approved by the Planning Commission shall be issued prior to the expiration of the ten (10 day) appeal period, as set forth in the Municipal Code, or the final action on an appeal to the City Council.

**ATTACHMENTS:**

1. Public Hearing Notice (published and mailed copies)
2. Project Location Map
3. Phase I Floor Plan
4. Phase IV Floor Plan



MEMO

TO: Interested Parties  
DATE: May 12, 2005  
FROM: Cas Ellena, Redevelopment & Economic Development Director  
SUBJECT: Notice of Public Hearing To Take Action of Proposed Conditional Use Permit for 9 East Main Street, Suite H for Good Buzz Brewing, LLC

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**Description of the Project:** Good Buzz Brewing, LLC is a privately held company managed by the President and Vice President. The business model is a combination Production Brewery and Brewpub, with a target maximum production capacity of 1000 barrels per year at the Winters site. They plan to sell beer through both wholesale and retail channels; both on and off-site.

**Project Location:** 9 East Main Street, Suite H, Winters, CA

**Environmental Determination:** The proposed Use Permit application has been reviewed in accordance with the California Environmental Quality Act ("CEQA") and is exempt pursuant to CEQA Guidelines Section 15301(c).

**Public Hearing:** A public hearing will be held to consider action on the project on Tuesday, May 27, 2008 before the Planning Commission. This meeting will start at 7:30 p.m. at the City Council Chambers located on the first floor of City Hall at 318 First Street, Winters, California.

In compliance with the Americans with Disabilities Act, if you are a disabled person and you need a disability-related modification or accommodation to participate in these hearings, please contact Cas Ellena at (530) 795-4910, ext. 105. Please make your request as early as possible and at least one-full business day before the start of the hearing.

The City does not transcribe its hearings. If you wish to obtain a verbatim record of the proceedings, you must arrange for attendance by a court reporter or for some other means of recordation. Such arrangements will be at your sole expense.

If you wish to challenge the action taken on this matter in court, the challenge may be limited to raising only those issues raised at the public hearing described in this notice, or in written correspondence delivered to the City Council prior to the public hearing.

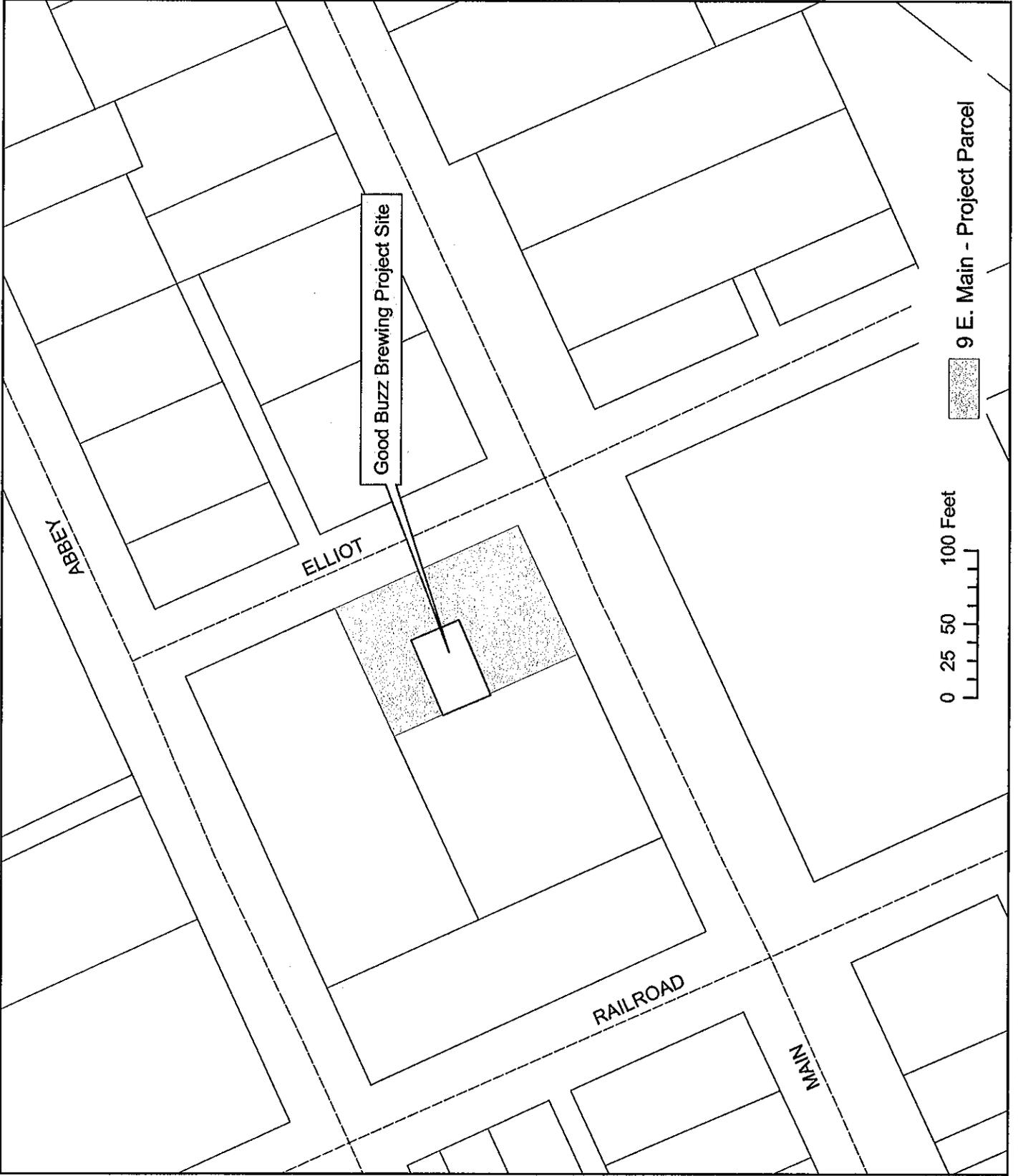
**Availability of Documents:** The project file is available for public review at the

Community Development Department, Winters City Hall, 318 First Street, Winters, CA 95694. Copies of the Staff Report will be available on the City's website at [http://cityofwinters.org/administrative/admin\\_boards.htm](http://cityofwinters.org/administrative/admin_boards.htm)

For more information regarding this project, please contact Cas Ellena at (530) 795-4910, extension 105.

**PUBLISH: May 15, 2008**

# Good Buzz Brewing Project



### Appendix C – Floor Plan

Entire Suite is 40 feet by 40 feet. Drawings are to-scale. Construction appears to be frame or pole. Floor is concrete. Fire protection is sprinklers. Building plans to be provided by the landlord, John Siracusa.

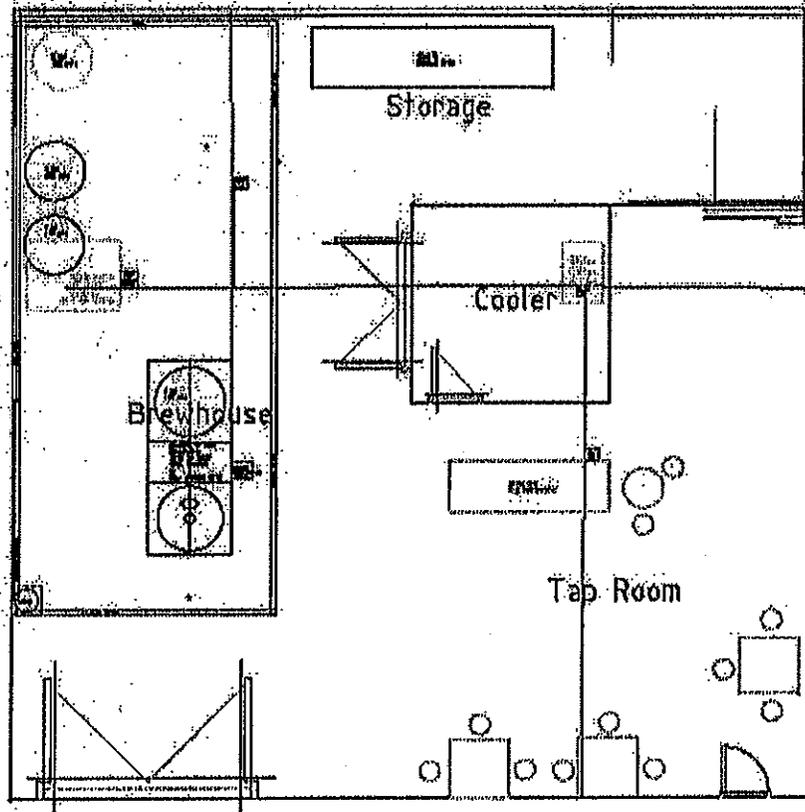


Figure C-1  
Phase 1 Floor-plan

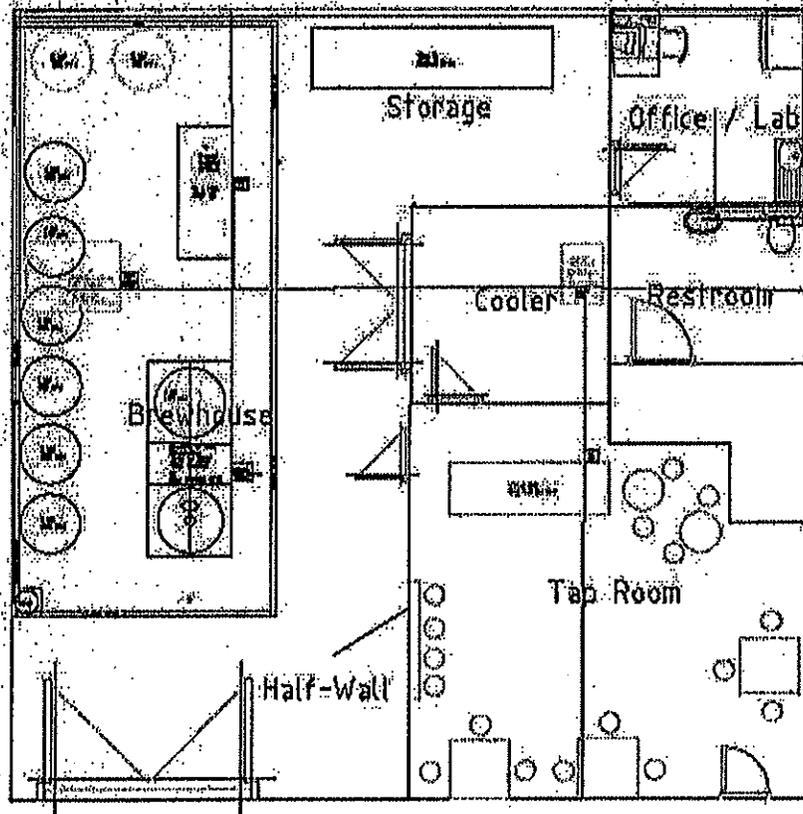


Figure C-2  
Phase 4 Floor Plan





**PLANNING COMMISSION STAFF REPORT**  
**May 20, 2008**

**TO:** Chairman and Planning Commissioners  
**FROM:** Jeff Fisher, Contract Planner  
**SUBJECT:** Conceptual (preliminary) Design Review for the Monticello Mixed-Use Development Project  
**DATE OF MEETING:** May 27, 2008  
**SITE INFORMATION:** The 0.42-acre project site is located on the east side of Railroad Avenue, between Abbey Street and Main Street, downtown Winters. The site has a General Plan Land Use designation of Central Business District (CBD) and a zoning designation of C-2 (Central Business District).

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**RECOMMENDATION:** Staff recommends that the Planning Commission: (1) receive the staff report; (2) receive the presentation from the applicant; (3) receive comment from the public on the conceptual design of the project; (4) review and provide feedback on the conceptual design of the project in accordance with the city's Design Review Guidelines. The applicant's project description can be seen on Attachment A.

**BACKGROUND:** It is the policy of the city to preserve and enhance the small-town qualities of Winters, to improve property values and to conserve the overall visual character of the community. Further, the design review process is intended to ensure that the location and configuration of structures and corollary site improvements are visually harmonious with their site and that of surrounding sites and structures. To implement these policies, the city requires design review for certain types of development or when development occurs in certain locations. The Monticello project is subject to design review per Zoning Code Section 17.36.20, which requires design review for new construction of non-residential buildings of five-hundred (500) square feet or more and for construction of multi-family residential units. The Monticello project contains elements of both residential and non-residential uses.

The design review process may include an analysis of proposed architectural styles, construction materials, colors, site landscaping and similar development criteria. The Winters design guidelines shall be used as a basis for this review.

As stated in Zoning Code Section 17.36.070, the applicant has the option of filing conceptual (preliminary) site plans for design review in advance of formal site plan review. Conceptual design review allows for submittal of more basic site plan information (such as building elevation sketches) for an initial review by the Planning Commission. Conceptual design review shall be considered only as an informational item and is intended to provide informal feedback to an applicant, who could consider any comments received when preparing the formal site plans. Conceptual design review may, but is not required to, include informal review by the economic development commission, as may be requested by the applicant. Planning Commission review and comments stemming from conceptual design review would be only advisory in nature. As such, and as no action would be taken by the Planning Commission at this stage, comments offered in conceptual design review would not affect or otherwise be binding upon a Planning Commissioner's vote on a subsequent application for formal design review.

During the meeting, the applicant will make a project presentation to the Commission. The presentation will be based on a number of color exhibits displaying, at a minimum, the site plan, exterior elevations, floor plans, interior renderings, and lighting and landscaping concepts. The Commission will be reviewing and commenting on the conceptual project based on the criteria listed below.

**CRITERIA FOR REVIEW:** The Planning Commission may consider the following aspects for design review of a proposed development project, as applicable:

1. The overall visible mass of the structure(s). This analysis may include review of visible building mass as it relates to property line setbacks, building height, roofline profiles, lot coverage and the overall size and scale of a building, and the orientation of the proposed building(s) to the street and adjoining properties;
2. The proposed use and quality of exterior construction materials striving for long-term compatibility with the general setting of the subject property and visual character of the general neighborhood. Exterior building colors, on new construction only, may also be considered, but only to the extent that they may detract from the desired design theme for a neighborhood;
3. Avoidance of buildings which are characterized by large, blank or unbroken wall planes, as well as buildings which exhibit a general lack of architectural detailing, shadow lines, etc., which collectively lack general visual interest. Uniform treatment of all building elevations shall be required unless such treatment is found unnecessary, on a case-by-case basis;
4. Effective screening of ground- and roof-mounted mechanical equipment;
5. The use of landscaping, decorative site paving, etc. which provides effective visual screening or softening of the development, as necessary. The planning commission shall consider the appropriate mix of plant materials, plant sizes, etc. pursuant to landscaping criteria contained in Chapter 17.76.
6. Achieve conformity with the Winters design guidelines, as applicable.

7. To the extent possible, designs should also encourage pedestrian activity while reducing emphasis on vehicular access as the focal point of a residential lot.

**PROJECT NOTIFICATION:** Public notice advertising for the conceptual design review on this project was prepared by the Community Development Department's Administrative Assistant in accordance with notification procedures set forth in the City of Winters' Municipal Code and State Planning Law. Two methods of public notice were used: a legal notice was published in the Winters Express on Thursday, May 15, 2008, and notices were mailed to all property owners who own real property within 300 feet of the project boundaries at least 10 days prior to the May 27, 2008 Planning Commission hearing. Copies of the staff report and all attachments for the proposed project have been on file, available for public review at City Hall since Wednesday, May 21, 2008.

**REQUIRED ACTION:** None at this time.

**ENVIRONMENTAL ASSESSMENT:** None at this time.

**STAFF RECOMMENDATION:** None at this time.

**ATTACHMENTS:**

- A. Project Description (from applicant)
- B. Location Map
- C. Preliminary Site Plan
- D. Building Elevations
- E. Conceptual Exterior Rendering
- F. Winters Design Guidelines (Railroad Avenue Corridor)

## **Monticello Project Description (From applicant)**

### **Project Location:**

The project site, located along Railroad Ave. between Main and Abby Streets, currently measures 74' by 256' encompassing approximately 18,944 sq. ft. This configuration is slated to change to 64' by 286' after a lot adjustment of 10' along Railroad Ave. to allow for City street improvements and the partial vacation of Abby Street. The net square footage of land to be developed will be 18,304 sq. ft.

### **General Description:**

We are proposing a mixed use, multi storied building designed to be both ecologically sensitive and respectful of the existing, historic, downtown architecture. The total interior square footage of the project is 47,241 with an additional 7,352 in terraces, 9,230 in walkways and common space, and 1,208 in parking. The total height of the building is 45 ft, with ceiling heights broken down as follows,

Restaurant/Commercial Level:	12'
Office/Health Club Level:	10'
Condo Level:	18'

The bottom two levels are broken into three distinct sections, divided by two 20' wide breezeways. The purpose of these corridors is to provide protected, public, common area for the community and on Level One to promote foot traffic throughout our complex. This configuration is also designed to enhance accessibility to the other businesses located behind us.

### **Level One:**

The section located at the corner of Railroad and Main will encompass 3,350 sq. ft., divided into two retail spaces. The larger of these two spaces will have an enclosed courtyard facing Railroad Ave. Also included in this section is an elevator, a private enclosed stairwell for the third floor residences, and tuck-under parking accessed off the easement behind the building which parallels Railroad Ave.

The lower level center sections consists of 3105 sq. ft. and will feature four retail/commercial spaces 1,109 s.f., 643 s.f., 525 s.f. and 459 s.f. respectively. There is an additional 10' wide corridor connecting the 2 breezeways designed to display public or private art and further promote covered accessibility. Handicapped accessible, public restrooms are also included in the section. Accessed from the rear of the building is our enclosed refuse and recycling center.

The third section, 3,684, sq. ft. bordered by Railroad and Abby Streets, will be comprised of a full service restaurant featuring both indoor and outdoor dining. We envision this restaurant as having a cellar bar visible from the street level. In addition, the cellar level will feature a wine cellar, lounge area, and banquet room. To service the north end of the building, there will be an elevator, enclosed stairwell, and tuck-under parking.

**Level Two:**

The conceptual layout on the 2<sup>nd</sup> level will mirror the 1<sup>st</sup> level as to square footage of the sections and breezeways. However, the functions of the interior space will differ. The second level, southern sections will house a private office and design studio along with an area that will offer 2244 s.f. assembly space for private functions. This area will have private elevator access and include 3 terraces, 2 surrounding the bar and a third smaller one to grow herbs for the exhibition kitchen.

The center section of the second level is designated for offices. The total square footage of this space is 4,133. We are looking into the feasibility of making some, if not all of this space, communal. The configuration of our current breakdown may vary to meet demands.

The third, northern section will be dedicated to a health club, with a holistic health emphasis. . The total square footage of this space is 5,161. We hope to encourage private business such as chiropractic, physical therapy and acupuncture to utilize treatment rooms with a shared receptionist. We envision this concept as having a reciprocal value with the amenities provided for in the fitness center such as steam rooms, a terraced hot tub and child care.

**Level Three:**

The third level will consist of ten, large, loft style condominiums ranging in size from 1522 to 2,800 interior sq. ft. Each will have large windows and private terraces, equipped with outdoor fireplaces and built in barbeques, facing the street. The fourth floor master bedroom suites are set back creating a high ceiling and expansive central living area.

**Façade:**

The façade will consist of a combination of high, low, smooth stucco in three colors, along with brick. We have tried to emphasize the vertical lines to conform with, and compliment, the existing small town streetscape. We have chosen to accent our building with oxidized metal in a style that pays homage to the train bridge. Our design of the breeze way staircases and the stacked girder bases around our fountains further showcase this. All three of the fountains will be constructed as water walls, with the one enhancing the “palm tree” plaza most obviously symbolizing the Monticello dam.

**Landscape/Lighting and Signage:**

The plaza and streetscape have been omitted from our rendering as plans were still in flux at the time. However, we have agreed to maintain the plaza area and conform to a set palate of plants that all three developed corners of Main and Railroad will agree to.

As indicated on our rendering and plans, we will have many planter areas and encourage vines along with second and third story landscaping. There will be strict CC & R's in place to control visual appeal and maintenance.

Also as indicated in our rendering, we will pay close attention to lighting at all levels, from up lighting in planters, to eye level and beyond. We feel it is very important to bring life to the building, and the town as a whole.

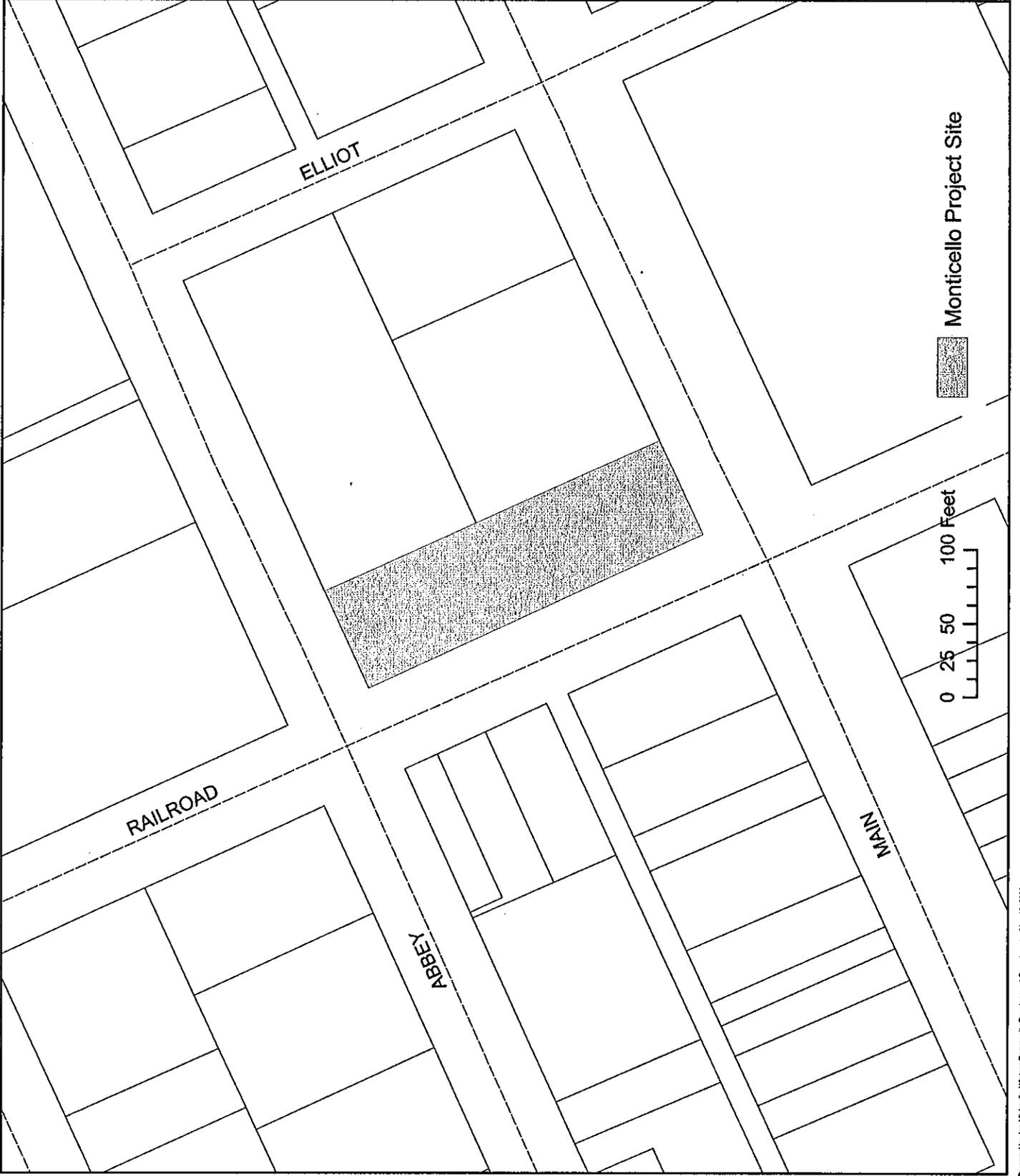
Restrictions will be set on all signage regarding size and height and will be subject to meet design standards before approval. We would like to encourage originality and identity while

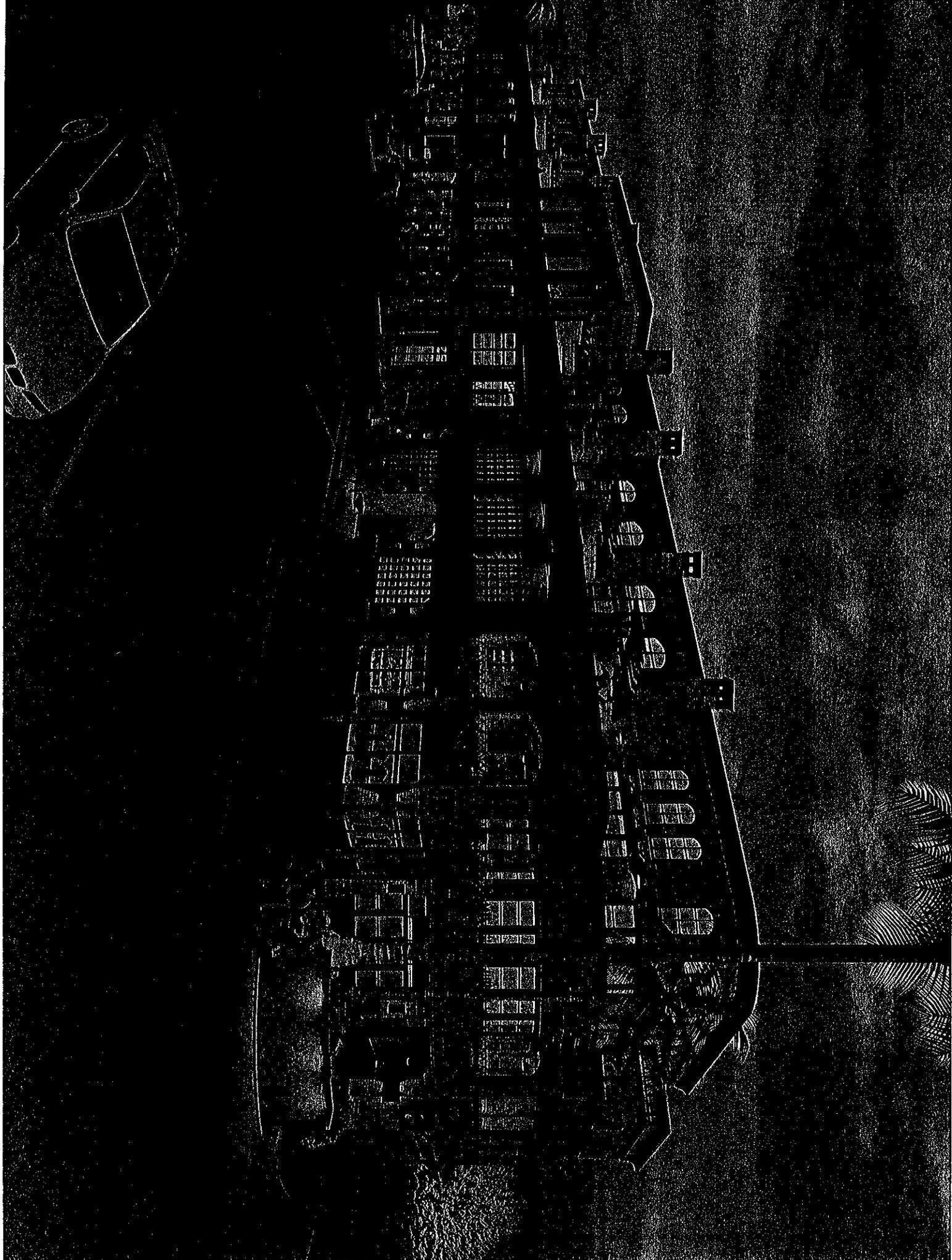
maintaining the historic, downtown feel.

**Philosophy:**

We have strived to develop a plan that will complement Winters both intrinsically by providing amenities that we feel will benefit the atmosphere of the community, and visually by the creation of a building that is at the same time modern but following the form of the existing downtown. It is also important to us that the building is as kind to the environment as possible. To achieve this we have been working with professionals to find the program that best fits our building and our town.

# Monticello Project







## Railroad Avenue Corridor



### **Geographical Location:**

All properties in the CBD land use designation of the General Plan facing Railroad Avenue, bounded by Baker Street on the north, Wolfskill Street/Putah Creek on the South.

### **Vision Statement:**

Railroad plays an important role in that it is the visual link between Grant Avenue, where the majority of traffic passes through Winters, and the downtown commercial core and Putah Creek. The role of this design corridor will be to create an exciting atmosphere with visual interest to pull traffic into the downtown area. This corridor will provide for mix of land uses, including commercial, semi-industrial and residential in a dense, pedestrian oriented environment.

Residential development will be allowed on the upper floors of structures to help create the critical mass needed to support downtown businesses and to help create community nightlife.

### **Circulation**

#### **Access:**

Direct vehicular access to parcels fronting on Railroad Avenue will be discouraged. Access for parking and service vehicles will also be provided via the rear of the parcels. As a pedestrian oriented corridor there should be minimal disruption caused by vehicles to pedestrians.

#### **Street standards, Bicycles and Pedestrians:**

Railroad Avenue is an arterial street. It will provide two 12 foot wide travel lanes, 8 foot shoulders for parking, and a 20 foot wide sidewalk/landscaped "esplanade" leading from grant Avenue to Putah Creek. (See illustration following for typical example.)

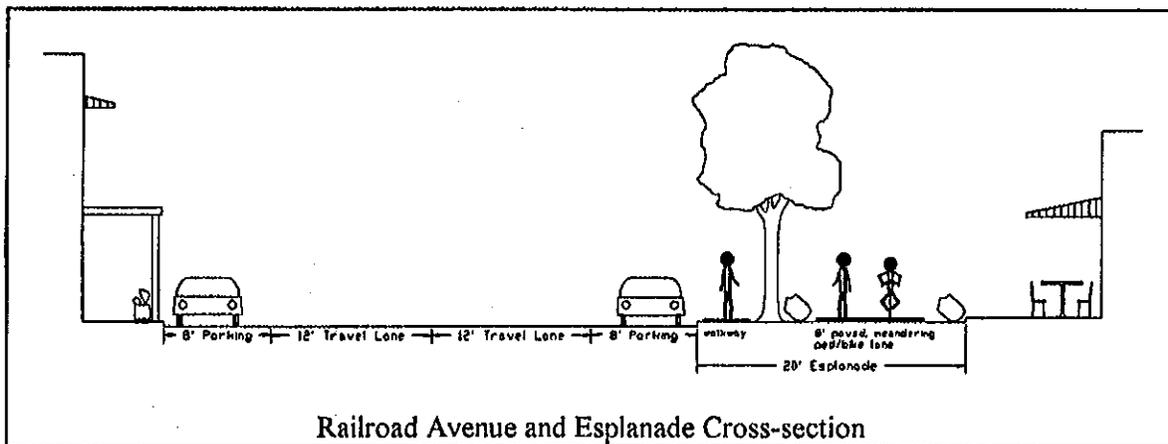
A secure bike parking area will be provided near the intersection of Main and Railroad in order to encourage visitors to stop and walk up Main Street.

**Setbacks:**

A well defined and close commercial edge will be provided along the west side of Railroad Avenue to encourage window shopping, street-side activity, and to form a pleasant sense of outdoor enclosures. To reinforce the street as a focus of pedestrian-oriented activity, building along Railroad Avenue shall be built to the property line and sidewalk edge wherever possible; buildings may be setback from the property line by as much as 20 feet if the setback is intended for seating, sidewalk cafes, public plazas or public art.

Arcades and awnings may encroach up to 10 feet into the street right-of-way. Upstairs balconies and bays may project up to 5 feet into the street right-of-way.

A typical cross-section of Railroad Avenue is shown below. Parking is present on both sides of the street. Businesses are encouraged to build overhangs to the curb line to provide shade for shoppers and visual interest down the street. The Esplanade features an 8' paved pedestrian/bike lane that would meander down the east side of Railroad. Trees would alternate on both sides of the path. A walkway will be provided next to the parking lane on the east. Businesses would be encouraged to build up to the Esplanade. Larger setbacks would be allowed for businesses that could incorporate the outside environment as part of their business, such as outdoor cafe's.

**Signage:**

Signage plays a significant role in developing a town's character. Signs provide essential information and minimize confusion, but they shall be kept human-scaled. For this corridor, pole signs will not be permitted. Signage will be attached to the facade of buildings in conformance with the Sign Ordinance.

**Landscaping:** Landscape elements such as trellises, arbors, water features, plazas, and courtyards enrich the built environment and are encouraged.

Street trees will provide an important role in establishing the visual character of the Railroad Avenue. A comprehensive landscaping program will be prepared to line Railroad Avenue from Grant to Putah Creek. The tree species selected should be appropriate for the Winters' climate and provide an aesthetic setting, shade, seasonal variation, and not cause buckling to adjacent sidewalks and roadways.

**Lighting:** A comprehensive street lighting program will be designed for Railroad Avenue and Main Street using vintage light fixtures similar to those that were historically on Main Street. Lighting should be consistent with the small town character being stressed, but should be of adequate level to ensure public safety, and create a sense of security.

**Parking:** Parking will be encouraged along Railroad Avenue to help create an atmosphere of activity. Parking should be designed to be located at the rear of buildings, accessed from the side streets running perpendicular to Railroad Avenue as well as along Railroad Avenue.

**Architectural Features:** Architecture should be human-scaled. The small town character of every land use area depends to some extent on the adequate measure of architectural diversity within each block. Large scale projects diminish the liveliness of the street by their sameness of style and detail. No project shall appear to dominate an entire street or block. To this same end, variation in floor level, facades, architectural details, and finishes that create the appearance of several separately designed buildings are encouraged for larger projects.

**Community Character:** The Railroad Avenue corridor shall encourage pedestrian-oriented activity and provide an identifiable character of Winters that builds on the areas unique architectural character and diversity of land uses. Creation of structures that follow the areas historical use for the railroad, warehouse structures, sheds, train station, etc., will be encouraged.

Building materials shall convey durability, permanence, and the areas historic industrial use. Shading devices and techniques are encouraged to reduce interior glare, conserve energy and add visual interest.

The landscaped esplanade, located on the east side of Railroad, will play a central role in creating atmosphere and leading people to Main Street and to Putah Creek.



## PLANNING COMMISSION STAFF REPORT

**TO:** Honorable Chairman and Commission Members

**DATE:** May 27, 2008

**THROUGH:** John W. Donlevy, Jr., City Manager

**FROM:** Kate Kelly, Contract Planner

**SUBJECT:** Public Hearing and consideration of Conditional Use Permit application (2008-CUP-01) submitted by Eva Brzeski for boat and recreational vehicle storage facility with repair and sales facility located at 723 Railroad Avenue (APN 003-322-20).

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**RECOMMENDATION:** Staff recommends that the Planning Commission take the following actions:

- 1) Receive the staff report;
- 2) Conduct the public hearing;
- 3) Confirm CEQA exemption finding – “General Rule Exemption” (15061b3);
- 4) Approve Conditional Use Permit application (2008-CUP-01) submitted by Eva Brzeski to operate an outdoor boat and recreational vehicle storage, repair, and sales facility at 723 Railroad Avenue (Assessor Parcel Number 003-322-20).

### **BACKGROUND:**

Eva Brzeski, the applicant and property owner, submitted a Conditional Use Permit (CUP) application in December 2007 to use the vacant 27,000 square foot warehouse-type building located at 723 Railroad Avenue for an indoor boat and recreational vehicle storage facility. This item was originally scheduled for consideration by the Planning Commission at its January 22, 2008 meeting; however, the applicant requested that the item be rescheduled to the February 12, 2008 meeting so the project scope could be revised to include outdoor storage of boats and recreational vehicles. On February 9, 2008 the Applicant held a meeting with the project site neighbors to review the design options and seek input from the neighbors.

The item was removed from the February 12<sup>th</sup> meeting based on direction from the City Attorney to allow staff and the applicant time to address the status of the

Anderson Place Development Agreement. The Planning Commission considered the proposed amendment to the Anderson Place Development Agreement on April 22, 2008 and recommended its adoption to the City Council. The first reading of the Development Agreement amendment was at the May 20<sup>th</sup> City Council Meeting.

The applicant and staff requested that the consideration of the CUP be continued to the May Planning Commission Meeting to allow the applicant time to address status of the building on the property. The applicant has since determined that it is economically infeasible to renovate the building to meet current minimum standards of structural safety and accessibility.

The applicant now intends to demolish the building. The demolition of the building was considered and, from a planning and zoning standpoint, approved as part of the Development Agreement executed last year. The applicant will need to obtain a demolition permit from the Building Department and comply with all applicable codes.

**PROJECT DESCRIPTION:**

The applicant proposes an interim use of the property for outdoor boat and recreational vehicle storage, repair, and sales in order to generate revenue until the housing market improves and the risk factor of moving forward with the residential/office project lessens. Once the market is more favorable for residential/office development the applicant intends to proceed with the Anderson Place project and relocate the boat and recreational vehicle storage, repair, and sales business to another location in Winters.

As shown on the conceptual site plan (Attachment C) outdoor storage would be provided for 70 boats and 21 recreational vehicles on the 2.13 acre site. The site plan and conceptual landscape (Attachment D) show the outdoor storage enclosed with a fence to screen the storage from surrounding view. Flowering vines are proposed to be grown over the fence to further screen the view, soften the look of the fence and add color and interest to the frontage on Railroad Avenue. Entry to the site would be via a locked gate set back 55' from Railroad Avenue. The 55' setback is intended to allow an off-street que-ing area for entry into the storage facility.

Four parking spaces are provided in the OF portion of the site for customers temporary use while picking up or dropping off their boat or recreational vehicle. Portable restroom facilities would also be provided.

The applicant has indicated that Simmons Real Estate/John Simmons, the owner/manager of the Winters Self Storage facility located on Railroad Avenue, will manage the applicant's business.

Site fencing, security system and cameras provide site security.

Should the applicant be successful in attracting a boat and/or recreational vehicle

mechanic and/or sales business to the site a small, temporary office would be located on the OF portion of the site and the sales/repair work would be performed in a workspace located in the C2 portion of the site.

The applicant has indicated a need for signage but has not yet submitted signage plans. A signage permit will be required for the signage.

**DISCUSSION:**

The project site (APN 003-322-20) is approximately 2.13 acres in size. The upper one-third of the site has a General Plan designation of Office (OF) while the lower two-thirds of the site has a Central Business District (CBD) designation. Zoning is Office (O-F Zone) for the upper one-third of the site and Central Business District (C-2 Zone) for the lower two-thirds of the site.

Most of the project site and building is located in the C-2 Zone. Personal storage, outdoor sales and major automotive repair are conditional uses in the C-2 Zone. Minor automotive repair and equipment sales, rental and repair are permitted in the C-2 Zone. The CUP for the boat and recreational vehicle storage facility would also cover the sales and repair should the applicant pursue this. Personal storage, outdoor sales and repair are neither a permitted or conditional use in the O-F Zone.

Staff recognizes the need for some economic return from the property to carry it until the real estate market rebounds. During the April 22<sup>nd</sup> Planning Commission hearing, the applicant indicated their on-going commitment to completing the Anderson Place project. Staff provisionally supports the interim outdoor storage of boats and recreational vehicle at the project site provided the site is adequately screened to shield the use from surrounding views. Staff's support is predicated upon a set period of time for the interim use, adequate fencing and landscaping to screen the site from surrounding uses and Railroad Avenue

**METHODOLOGY:**

Three actions are required to implement the proposed project:

1. Confirmation of CEQA exemption finding – “General Rule Exemption” (15061b3) for the Amendment to the Anderson Place Development Agreement.
2. Approval of the Conditional Use Permit and the attached conditions.

**APPLICABLE REGULATIONS:** This project is subject to several regulations:

- The California Environmental Quality Act (CEQA)
- State Planning and Zoning Law
- City of Winters General Plan
- City of Winters Municipal Code
- City of Winters Zoning Ordinance

**PROJECT NOTIFICATION:** Public notice advertising for the public hearing on this project was prepared by the Community Development Department's Administrative Assistant in accordance with notification procedures set forth in the City of Winters' Municipal Code and State Planning Law. Two methods of public notice were used: a legal notice was published in the Winters Express on Thursday, May 15, 2008, and notices were mailed to all property owners who own real property within three hundred feet of the project boundaries at least ten days prior to the May 27, 2008 Planning Commission hearing. Copies of the staff report and all attachments for the proposed project have been on file, available for public review at City Hall since Tuesday, May 20, 2008.

**ENVIRONMENTAL ASSESSMENT:** The proposed Conditional Use Permit for outdoor storage, repair and sales of boats and recreational vehicles at 723 Railroad Avenue has been reviewed in accordance with the California Environmental Quality Act (CEQA) and is considered exempt under General Rule exemption 15061(b)(3). Under Section 15061(b)(3) of the CEQA Guidelines, the activity is covered by the general rule that CEQA applies only to projects, which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.

The project site has a long history of outdoor storage, much of which had minimal screening and was quasi-industrial in scope. The applicant's proposal includes enhanced screening, improved landscaping, and is of a less intensive nature. The project, as proposed and conditioned, would not have a significant effect on the environment and therefore qualifies for a General Rule exemption.

## **RECOMMENDATION**

Staff recommends approval of the project by making an affirmative motion as follows:

**I MOVE THAT THE WINTERS PLANNING COMMISSION APPROVE THE 723 RAILROAD AVENUE PROJECT OUTDOOR STORAGE, REPAIR AND SALES OF BOATS AND RECREATIONAL VEHICLES (CONDITIONAL USE PERMIT) BASED ON THE IDENTIFIED FINDINGS OF FACT AND BY TAKING THE FOLLOWING ACTIONS:**

- Confirmation of exemption from the provisions of CEQA.
- Confirmation of conditional use permit findings.
- Approval of the Conditional Use Permit and subject to the conditions of approval attached hereto.

## **ALTERNATIVES:**

The Commission can elect to modify any aspect of the approval or to deny the

application. If the Commission chooses to deny the application, the Commission would need to submit findings for the official record that would illustrate the reasoning behind the decision to deny the project.

## **RECCOMENDED FINDINGS FOR 723 RAILROAD AVENUE (CONDITIONAL USE PERMIT)**

### **CEQA Findings:**

1. The project qualifies for an exemption from the provisions of CEQA - General Rule Exemption (15061b3)
2. The Planning Commission has considered comments received on the project during the public review process.
3. The exemption finding reflects the independent judgment and analysis of the City of Winters.
4. The Planning Commission hereby confirms General Rule Exemption (15061b3) for the CUP allowing outdoor storage, repair, and sales of boats and recreational vehicles at 723 Railroad Avenue.

### **Conditional Use Permit Findings:**

1. The requested use will be in conformity with the General Plan. The General Plan designates the project site as Central Business District. This designation provides for restaurants, retail, service, professional and administrative offices, and other uses. The project would provide a service through the storage of boats and recreational vehicles and potentially would provide sales and repair of the same.
2. The requested use is listed as a conditional use in the zone regulations or elsewhere in this section, or, where an interpretation was necessary, a determination was made by the community development director or planning commission that the proposed use would require a use permit. Personal storage, major automotive repair and outdoor sales are listed as conditional uses in the C-2 Zone.
3. The requested use is consistent with the intent and purpose of the zone in which it is located, and will not detrimentally impact the character of the neighborhood. The C-2 Zone allows for a variety of commercial uses including personal storage, outdoor sales, and major automotive repair through a conditional use permit. The project would result in three

commercial uses: personal storage and potentially sales and repair of boats and recreational vehicles.

4. The requested use will not be detrimental to the public health, safety or general welfare. All tenant improvements completed for the project site building will be consistent with the California Building Codes and local building standards (Winters Municipal Code, Title 15 – Buildings and Construction).
5. Adequate utility, access roads, drainage, sanitation and/or other necessary facilities or services will be provided. The project site has access to Railroad Avenue and the project is not expected to require additional utility facilities or services.
6. The requested use, as conditioned, will not create a nuisance or enforcement problem within the neighborhood. The project site is fenced and will benefit from additional fence height and landscaping to screen the outdoor the storage, repair, and sales of the boats and recreational vehicles.
7. The requested use will not result in a negative fiscal impact upon the city. Boat sales will generate sales tax revenue for the city.

**CONDITIONS OF APPROVAL FOR THE 723 RAILROAD AVENUE (CONDITIONAL USE PERMIT) LOCATED ON ASSESSOR PARCEL NUMBER 003-322-20, WINTERS, CA 95694.**

1. In the event any claim, action or proceeding is commenced naming the City or its agents, officers, and employees as defendant, respondent or cross defendant arising or alleged to arise from the City's approval of this project, the project Applicant shall defend, indemnify, and hold harmless the City or its agents, officers and employees, from liability, damages, penalties, costs or expenses in any such claim, action or proceeding to attach set aside, void, or annul an approval of the City of Winters, the Winters Planning Commission, or any advisory agency to the City and local district, or the Winters City Council. Project applicant shall defend such action at applicant's sole cost and expense which includes court costs and attorney fees. The City shall promptly notify the applicant of any such claim, action, or proceeding and shall cooperate fully in the defense. Nothing in this condition shall be construed to prohibit the City of Winters from participating in the defense of any claim, action, or proceeding, if City bears its own attorney fees and cost, and defends the action in good faith. Applicant shall not be required to pay or perform any settlement unless the Applicant in good faith approves the settlement, and the settlement imposes not direct or indirect cost on the City of Winters, or its agents, officers, and employee, the Winters Planning Commission, any advisory agency to the City, local district and the City Council.

2. Approval of the Conditional Use Permit shall be null and void if the Anderson Place Development Agreement, adopted June 19, 2007, is not amended to bring the property into compliance with the terms of the Development Agreement.
3. Approval of the Conditional Use Permit shall be null and void if the applicant fails to establish use within one year of the Planning Commission's approval of the Conditional Use Permit application.
4. This Conditional Use Permit shall expire on June 30, 2015 and all uses permitted under this Conditional Use Permit shall cease and be removed from the property no later than June 30, 2015. The term Conditional Use Permit shall not be extended.
5. All applicable permits shall be obtained to demolish the building. In any case, the building shall not be occupied without review and approval of the Building Department and Fire District.
6. The applicant shall obtain any required building permit(s) and pay the applicable building permit fees for the tenant improvements.
7. All outdoor storage, repair and sales of boats and recreational vehicles shall be restricted to the C2 portion of the site. An office in support of those uses may be located in the OF portion of the site.
8. A "Hot Work" permit shall be obtained from the Fire District for any welding, cutting, or other similar heat generating operations.
9. KNOX boxes shall be installed at the entry gates and any other location as required by the Fire District.
10. Restroom facilities shall be provided subject to the approval of the Building Department.
11. Landscaping and signage shall be consistent with the applicable requirements of Chapters 17.76 (Landscaping and Design) and 17.80 (Signs) of the Winters Municipal Code. Signage and landscaping shall be subject to approval by the Community Development Director.
12. Outdoor light fixtures shall be low-intensity, shielded and/or directed away from adjacent areas and the night sky. All light fixtures shall be installed and shielded in such a manner that no light rays are emitted from the fixture at angles above the horizontal plane. Lighting plans demonstrating that adjacent areas will not be adversely affected and that offsite illumination will not exceed 2-foot candles shall be submitted to the City for review and approval as prior to occupancy.
13. No parking shall be allowed on Railroad Avenue

14. Applicant shall install roadway striping and markings as required by the City Engineer.
15. The Applicant shall be responsible for any additional costs associated with the processing of this project including but not limited to: plan check, inspections, materials testing, construction monitoring, and other staff review and/or oversight including staff time necessary to ensure completion/satisfaction of all conditions of approval and mitigation measures. The Applicant shall, on a monthly basis, reimburse the City for all such costs.
16. The applicant shall report building materials diverted from landfilling during the course of their project to the City, pursuant to the provisions of City of Winters Ordinance No. 2002-03.

**ATTACHMENTS:**

- A - Location Map for Project
- B - Applicant's Project Justification Statement
- C - Conceptual Site Plan
- D - Conceptual Landscape Plan
- E - Public Hearing Notice (published and mailed copies)

# Anderson Place Project



**Explanation of Request for**  
**Conditional Use Permit for 723 Railroad Avenue, Winters, CA**  
**To Allow for Boat and RV Storage, Sales and Repair**

The property is a 2.1 acre parcel improved with a 26,000 sq ft warehouse. The property was recently entitled for redevelopment, featuring townhome-style residences with ground floor offices in the units facing Railroad Avenue.

**Recent Market Developments**

Because of the rapid deterioration in the housing market during the past year, we do not feel the timing is appropriate to move forward with the redevelopment. The pace of housing sales in Winters has slowed dramatically and most potential homebuyers are sitting on the sidelines waiting to see what the future holds before making a purchase. In our view, the depressed market could persist for many months and could last several years because of the number of foreclosures in the pipeline throughout the Sacramento Valley region. We remain committed to redeveloping the site as soon as the market permits doing so without taking on excessive risk.

**Proposed Interim Use**

In the meantime, we need to generate revenue from the property. During the past months we have interviewed a number of local and regional business people to determine what kind of use is most viable. We have investigated more than a dozen specific uses by speaking with people in

those businesses, consulting with commercial brokers and advertising our space for lease in many publications and online venues. Based on this research, we feel that a boat and RV storage business is most likely to be viable. In addition, we would like to pursue a boat mechanic and/or boat sales business, to the extent that we can identify qualified personnel to offer these services.

Initially we intended to pursue indoor and outdoor storage, using the existing building on the property, as well as the exterior space in the C-2 zoned portion of the property. Our subsequent research has revealed that the cost of upgrading the building to meet minimum current standards of structural safety and accessibility, in addition to the modifications required for this new use would easily run into the hundreds of thousands of dollars. Given that this business is proposed as an interim use, and that City Staff has indicated that the City does not want a storage use for this site indefinitely, the cash flow that the business could potentially generate in the period allowed by the CUP would barely cover the cost of the required construction, if at all.

In light of this new information, we propose to demolish the building as authorized in the Anderson Place Development Agreement, and to utilize the entire C-2 portion of the site for outdoor boat and RV storage, shielding the view of the boats and RV's from Railroad Ave. by extending the existing fence height by 2-3', and by landscaping the entire front of the property with climbing flowering vines and accent plants. In order to facilitate the safe entry and exit of boats and RV's to the site, we propose to move the existing gate 30' into the site, providing 55' clearance from Railroad Avenue. Security cameras and a state-of-the-art security system will further ensure the safety of the vehicles.

In the event that we are successful in attracting a boat mechanic and/or boat sales business to our site, we propose to erect a small, temporary office on the OF portion of the site, and to put a small workspace on an adjacent area of the C-2 portion. These uses will also be shielded from view by the landscaping along Railroad Ave.

This approach will have several benefits, besides its relative economic feasibility. By demolishing the building now we will remove a vacant structure, which is in need of major structural repairs, and has raised concern with the Building and Fire Departments as a potential safety hazard. This action will also move our site one significant step closer to development, as the demolition would have to occur sooner or later in order for us to move forward with our Anderson Place development. In addition, the added outdoor storage will allow many more citizens of Winters, as well as visitors, to store their boats and RV's in a safe and discreet spot, off the public roadways and shielded from view in an attractively landscaped and well maintained facility.

### **Property Management and Business Oversight**

Property management and general oversight will be provided by Simmons Real Estate/John Simmons, the manager of the Winters Self Storage business located just north of our property. Simmons Real Estate currently operates seven personal storage businesses throughout the region and has more than 30 years of experience in this business.

### **Benefits of the Proposed Business**

Winters will benefit from having an active business located at 723 Railroad Avenue rather than a dormant property. The customers of the business

are likely to generate additional economic activity for Winters when they come to the facility to store or retrieve their boats. This increased exposure will raise the profile of Winters as an appealing stopover, vacation base and destination. To the extent that we can launch the proposed boat mechanic and/or boat sales businesses, these activities could generate additional benefits such as additional employment and sales taxes. In addition, when the housing market improves and we are able to proceed with redevelopment of the property, we will attempt to relocate the boat storage and related businesses to a new location in the City. This will provide the benefit of retaining the economic activity created by the business and potentially leading to development of a new facility in the City, should a suitable property be available at the time and at a price that justifies the development.

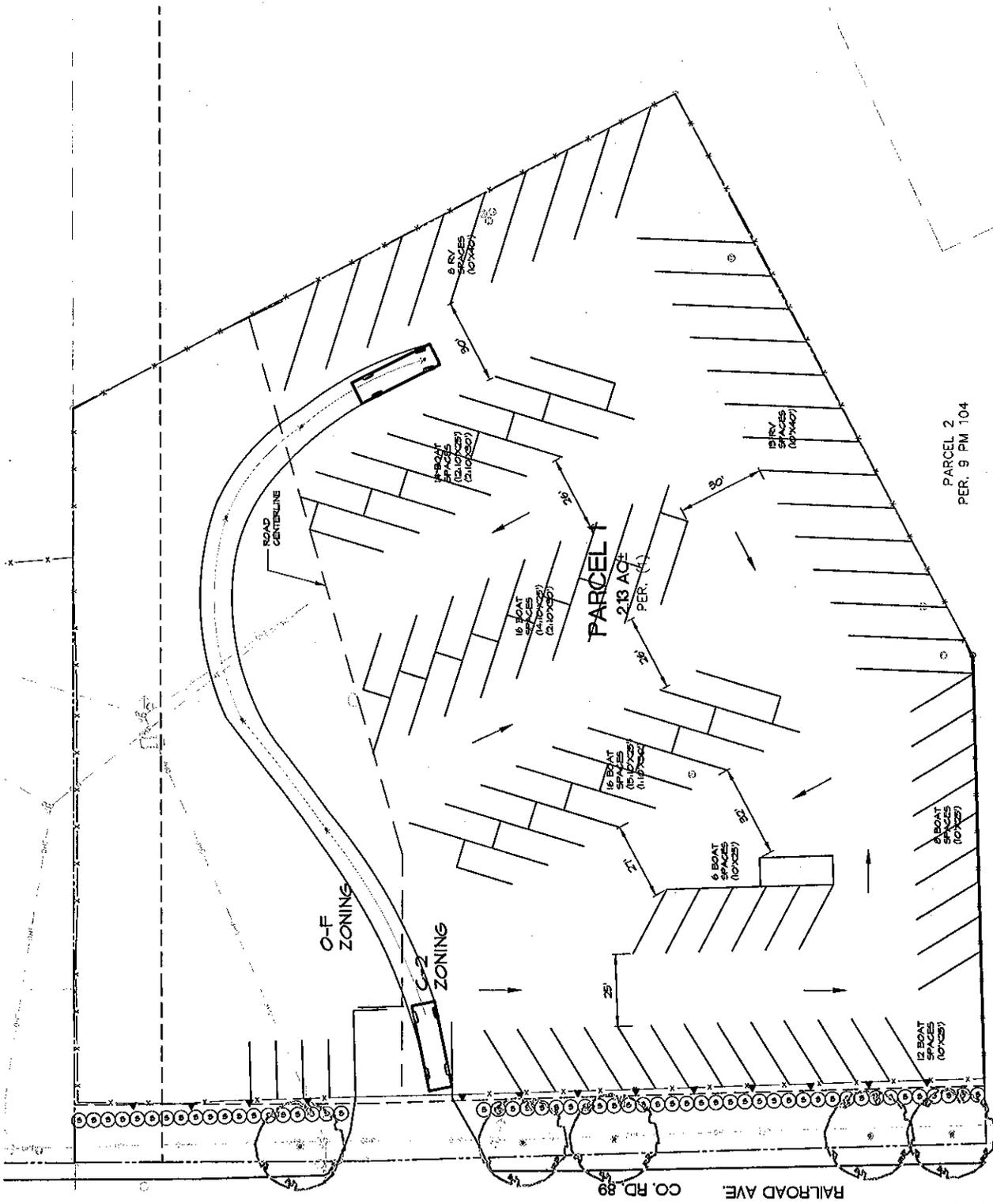
#### **Conditional Use and Signage Request**

In order to announce the business to potential customers, we need to create appropriate signage. This may include signs both at the entrance of the property and also on the perimeter fence along Railroad Avenue. It may be necessary to have one sign for the boat storage business and a separate sign for the boat mechanic or boat sales businesses.

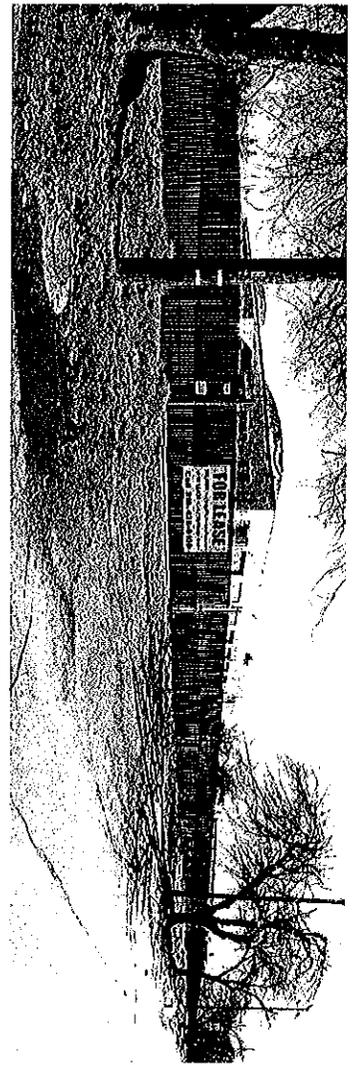
We are requesting a conditional use permit to open the business as soon as possible after the May 27, 2008 Planning Commission meeting. We are also requesting permission to install the signs upon approval of the specific sign designs by City staff. We appreciate the patience of the Planning Commission and City staff during the past three years as we have progressed with our project. We remain committed to working in the City of Winters and look forward to the possibility of future projects in the City.

Sincerely,

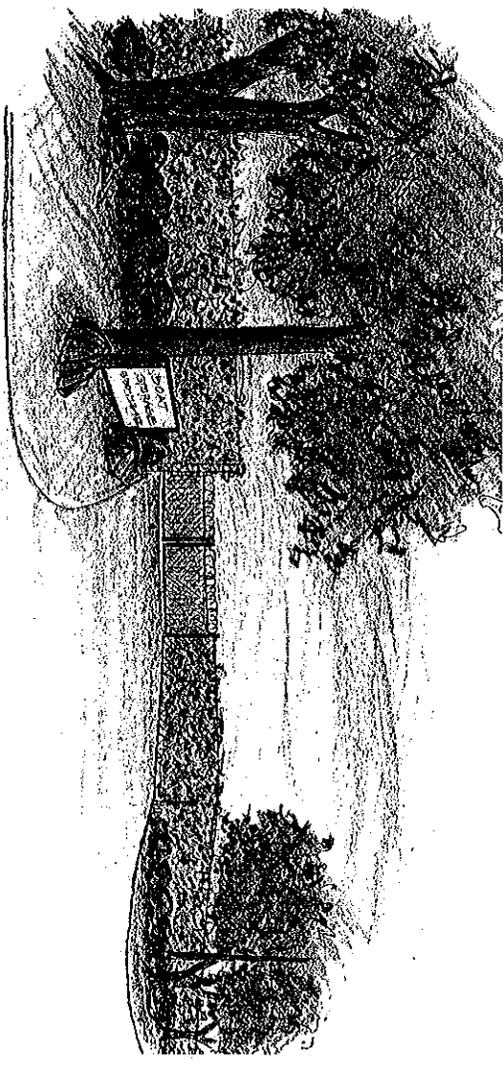
Eva I. Brzeski and Jan B. Brzeski



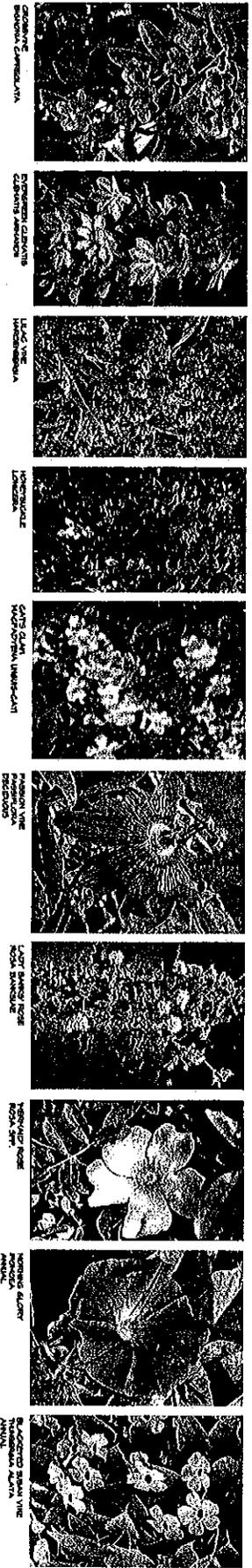
EXISTING FENCE



PROPOSED NEW 8' FENCE WITH SHRUBS AND VINES



VINE OPTIONS ALONG FENCE



GRAPES

ROSE

WINE

WINE

WINE

WINE

WINE

WINE

WINE

WINE

SHEET <b>2</b>	DATE: 08/11/11 DRAWN BY: <b>09</b> CHECKED BY: <b>CHR</b>	 <b>CUNNINGHAM ENGINEERING</b> CIVIL ENGINEERS/PROJECT MANAGERS 2840 SPAFFORD STREET, SUITE 300 DAVIS, CA 95618 PHONE: (530) 758-5028 FAX: (530) 758-5028 CEE@CEEENGINEERING.COM	DESIGNED BY: <b>09</b> DRAWN BY: <b>09</b> CHECKED BY: <b>CHR</b>
			SCALE <b>1" = 20'</b>
<b>BOAT STORAGE FACILITY</b> <b>CONCEPTUAL PLAN</b>		WINTERS CALIFORNIA	



## NOTICE OF PUBLIC HEARING

TO: Interested Parties

FROM: Winters Community Development Department

DATE: May 13, 2008

SUBJECT: ***Notice Of Public Hearing To Take Action On Proposed Amendment Conditional Use Permit Application (2008-CUP-01) Submitted By Eva Brzeski For A Boat And Recreational Vehicle Storage Facility with Repair and Sales Located At 723 Railroad Avenue (APN 003-322-20).***

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**Applicant:** Eva Brzeski, Applicant and Owner

**Description of the Project:** Outdoor boat and recreational vehicle storage, repair and sales at 723 Railroad Avenue. Landscaping, fencing, and other methods will be used to screen the view of tall vehicles from the street, Railroad, adjacent to the project site. The site, 723 Railroad (APN 003-220-22), is approximately 2.13 acres in size. Approximately one-third of the site has a General Plan land use designation of Office (OF) while the remaining two-thirds is designated Central Business District (CBD). Approximately one-third of the site is zoned Office (O-F) while the remaining two-thirds is zoned Central Business District (C-2). Personal storage requires a conditional use permit in the C-2 Zone. No storage will be permitted in the O-F portion of the site. In order to proceed with the project the following City approvals are needed:

- Conditional Use Permit to allow for storage, repair and sales of boats and recreational vehicles.

**Project Location:** 723 Railroad Avenue, Assessor Parcel Number 003-220-22.

**Environmental Determination:** General Rule Exemption (15061b3)

**Public Hearing:** A public hearing will be held to consider action on the project on **Tuesday, May 27, 2008 before the Planning Commission**. This meeting will start at 7:30 p.m. at the City Council Chambers located on the first floor of City Hall at 318 First Street, Winters, California.

The Planning Commission will take action on the Conditional Use Permit for the storage, repair and sales of boats and recreational vehicles.

In compliance with the Americans with Disabilities Act, if you are a disabled person and you need a disability-related modification or accommodation to participate in these hearings, please contact Jen Michaelis at (530) 795-4910, ext. 112. Please make your request as early as possible and at least one-full business day before the start of the hearing.

The City does not transcribe its hearings. If you wish to obtain a verbatim record of the proceedings, you must arrange for attendance by a court reporter or for some other means of recordation. Such arrangements will be at your sole expense.

If you wish to challenge the action taken on this matter in court, the challenge may be limited to raising only those issues raised at the public hearing described in this notice, or in written correspondence delivered to the Planning Commission prior to the public hearing.

**Availability of Documents:** The project file is available for public review at the Community Development Department, Winters City Hall, 318 First Street, Winters, CA 95694. Copies of the Staff Report will be available on the City's website at [http://cityofwinters.org/administrative/admin\\_boards.htm](http://cityofwinters.org/administrative/admin_boards.htm)

For more information regarding this project, please contact Kate Kelly at (530) 795-4910 x113.

## Notice of Public Hearing

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Published May 15, 2008





## PLANNING COMMISSION STAFF REPORT

**TO:** Honorable Chairman and Commission Members  
**DATE:** May 27, 2008  
**THROUGH:** John W. Donlevy, Jr., City Manager  
**FROM:** Kate Kelly, Contract Planner  
**SUBJECT:** **Conceptual Design Review Workshop on Proposed New St. Anthony's Church and Rectory Building (Pastor's Residence) Located at 511 Main Street ( APN 003-120-03). Applicant: St. Anthony's Parish/McCandless & Associates Architecture, Inc.**

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**RECOMMENDATION:** Conceptual Design Review is an informational item and is intended to provide informal, non-binding feedback regarding the design of a project to an applicant. Staff recommends the Planning Commission receive the staff report and provide the applicant, St. Anthony's Parish/McCandless & Associates Architecture, Inc., with feedback on its conceptual design and site plan submittal for the new church and rectory building.

**BACKGROUND:** The site development started in the late 1980's with the construction of the existing 13,235 square foot St. Anthony's Parish Community Center and associated parking areas and improvements.

**CONCEPTUALLY PROPOSED PROJECT:** The proposed project consists of the construction of a new 12,314 square foot, 700 seat church building, a 3,000 square foot rectory (pastor's residence) with a two car garage, with associated site improvements located adjacent to the existing St. Anthony's Community Center at southeast corner of Main Street and Grant Avenue (State Highway 128). The project site is 5.6 acres.

The architecture of the new church and rectory is of Spanish colonial influence with a simplified mission style. Proposed materials include painted stucco, stained wood and red clay tile roofing intended to be in keeping with the design of the existing Parish Community Center building. A significant amount of landscaping and pedestrian paving with a combination of stained and textured concrete in a pattern is proposed.

There are a number of design items still under consideration by the applicant, including stained glass windows, a bell location and possible tower over the sanctuary, whose inclusion in the project is dependent upon the budget. The project has also been designed to allow for future covered walkways connecting the existing Community Center, the new church, and the future buildings identified on the site plan.

There are currently 78 parking spaces on site. With the proposed addition of 66 new parking spaces there would be a total of 144 parking spaces on site with open space available for future construction of an additional 66 spaces.

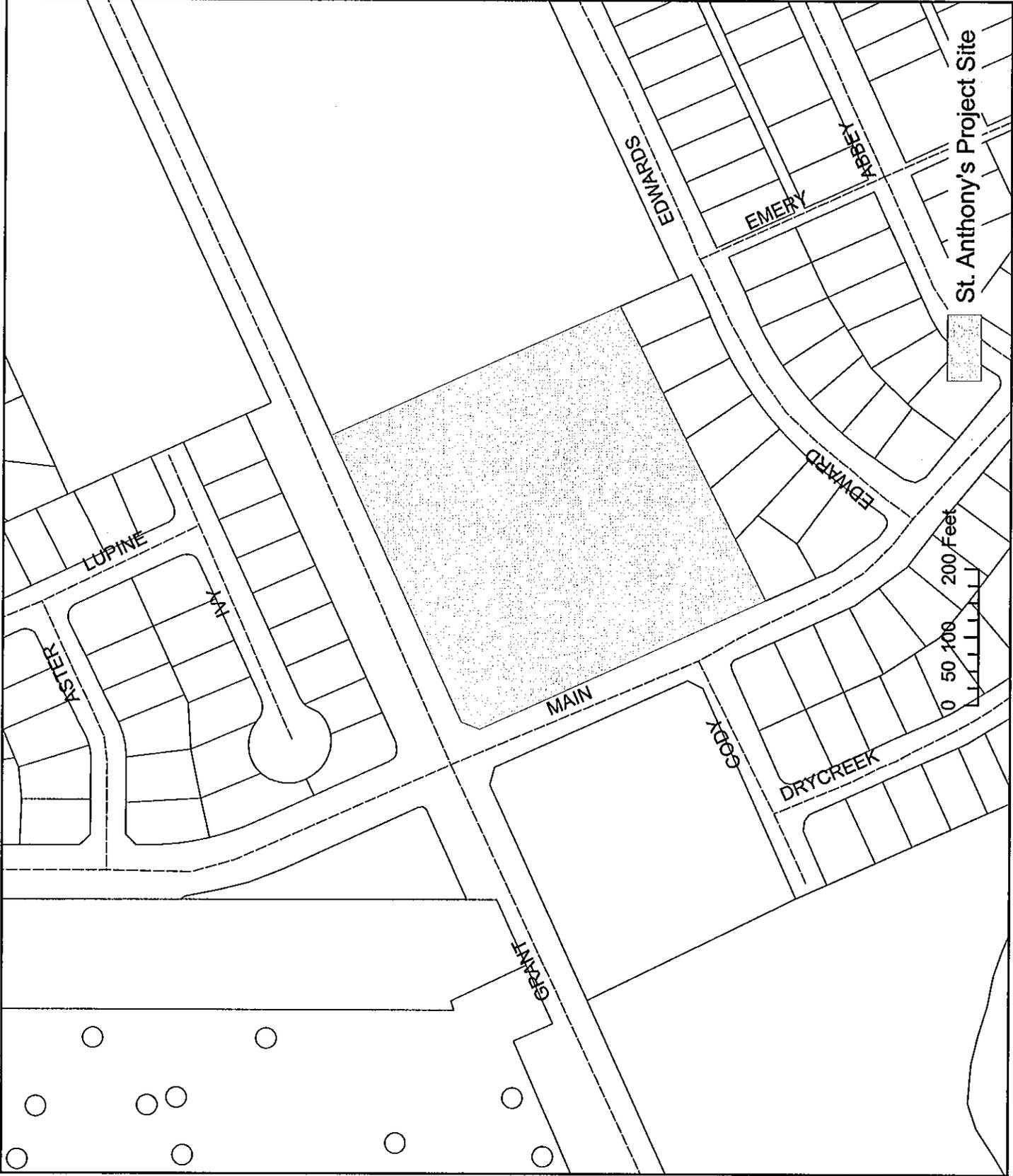
The project site is designated Medium Density Residential and zoned R-2. Churches are a conditional use in the R-2 zone. While the proposed project and site design generally conforms to the zoning code requirements, the proposed height of 41.4' to the top of the church roof and 52' to the top of the cross exceed the 30' height limit in the R-2 zone. Additionally the project proposes to add 66 parking spaces for a total of 144 on-site parking spaces. Based on preliminary calculations a total of 297 spaces are required.

At this time staff is anticipating the following entitlements will be necessary to proceed with the proposed project: Design Review, CUP, Planned Development Overlay and potentially a General Plan Amendment and Rezone from Medium Density Residential/R-2 to Public Quasi-Public/PQP. The applicant has initiated a number of technical studies and will be submitting the completed studies either with or as part of their application for entitlements.

**ATTACHMENTS:**

- Location Map
- Preliminary Site Plan
- Preliminary Landscape Plan
- Preliminary Building Elevations
- Preliminary Floor Plans

# St. Anthony's Project





















REVISIONS


PROPOSED PROJECT:  
 ST. ANTHONY  
 87 MAIN STREET  
 WINTER, CALIFORNIA 92694

HOCANDESSE & ASSOCIATES ARCHITECTS, INC.  
 10000 S. HAYWARD AVE. SUITE 200  
 HAYWARD, CA 94541  
 (415) 885-8888  
 FAX (415) 885-8889  
 www.hocandesse.com



DESIGN REVIEW SHEET

DRAWN: [ ]  
 CHECKED: [ ]  
 DATE: 07-20-08  
 SCALE: AS SHOWN  
 JOB NUMBER: 08-1054  
 SHEET: DRG  
 OF X SHEETS

**PLAN LEGEND:**

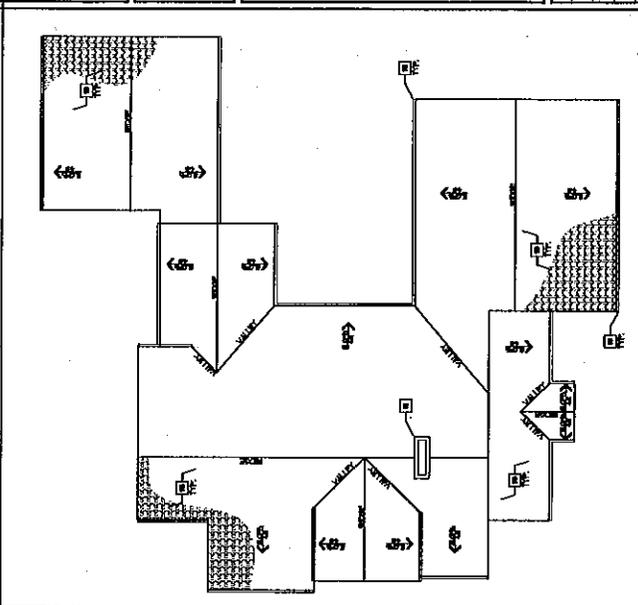
DOOR ORIENTATION  
 ROOM NUMBER  
 WINDOW ORIENTATION  
 FUTURE  
 FUTURE FURNITURE  
 FUTURE WALL  
 FUTURE PARTITION  
 FUTURE WALL  
 FUTURE WALL

**ROOF KEY NOTES:**

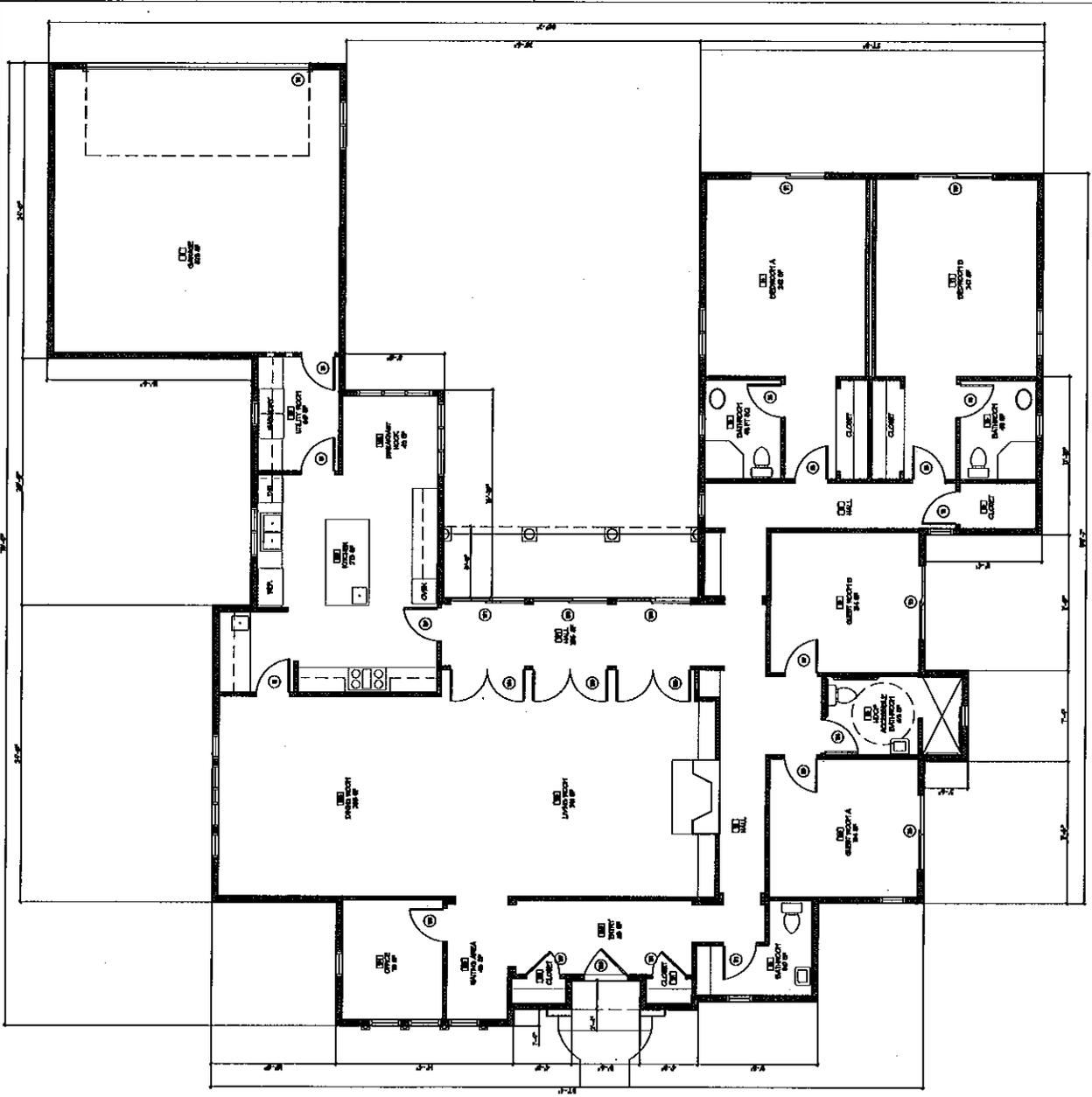
1. SEE ELEVATIONS FOR COLOR & MATERIAL SELECTION  
 2. SEE ELEVATIONS FOR COLOR & MATERIAL SELECTION  
 3. SEE ELEVATIONS FOR COLOR & MATERIAL SELECTION

**ROOF GENERAL NOTES:**

1. ROOF SHALL BE AS SHOWN. ALL ROOFING SHALL BE PERFORMED BY A LICENSED ROOFER.  
 2. ROOF SHALL BE AS SHOWN. ALL ROOFING SHALL BE PERFORMED BY A LICENSED ROOFER.  
 3. ROOF SHALL BE AS SHOWN. ALL ROOFING SHALL BE PERFORMED BY A LICENSED ROOFER.



1 RESIDENCE ROOF PLAN  
 SCALE: 1/4" = 1'-0"



2 RESIDENCE FLOOR PLAN  
 SCALE: 1/4" = 1'-0"





**PLANNING COMMISSION  
STAFF REPORT**

**TO:** Honorable Chairman and Commission Members  
**DATE:** May 27, 2008  
**THROUGH:** John W. Donlevy, Jr., City Manager  
**FROM:** Carol Scianna, Management Analyst  
Kate Kelly, Contract Planner  
**SUBJECT:** Public Hearing and Consideration of Winters Putah Creek Nature Park Master Plan and Initial Study and Mitigated Negative Declaration for Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project.

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**RECOMMENDATION:**

Staff recommends that the Commission:

- 1) Receive Staff Report
- 2) Conduct Public Hearing
- 3) Approve the Initial Study/Mitigated Negative Declaration and Adopt the Mitigation Monitoring Plan for the Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project,
- 4) Recommend to the City Council the adoption of the Winters Putah Creek Nature Park Master Plan.

**PROJECT SUMMARY AND LOCATION:**

The proposed Winters Putah Creek Nature Park Master Plan (Attachment A) provides the vision for the restoration and enhancement of the Putah Creek corridor between the Winters Car Bridge and Highway 505. The plan includes creek realignment to restore natural flows, invasive plant removal, bank slope modification/restoration, native plant restoration/revegetation, removal of the collapsed percolation dam, and looped upper and lower trail systems which will provide additional public access and recreational amenities. The project is located along the Putah Creek Corridor between the Winters Car Bridge and Highway 505 bounded by Putah Creek Road to the south and the southern urbanized edge of Winters to the north.

In order to proceed with the project the following City approvals are needed:

- Approval of the Initial Study/Mitigated Negative Declaration and Adoption of the Mitigation Monitoring Plan for Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project
- Adoption of the Winters Putah Creek Nature Park Master Plan

**BACKGROUND:**

In 1995, the City of Winters adopted the first Master Plan for Winters Putah Creek Nature Park. The 1995 plan emphasized recreational access and invasive weed control. More recent studies and workshops have also concluded that restoration of natural channel form and function is a fundamental step toward sustainable fish and wildlife habitat. The current channel is overly wide and deep, with an excess of open water and lack of floodplains (beaches) that limit the continuity of public access and diminish the land area available for wildlife habitat. In January 2007, the City of Winters commissioned this update to the original plan to incorporate greater opportunities for public access and sustainable fish and wildlife habitat by restoring natural channel form and function.

As part of this update process there were two public workshops and the Winters Putah Creek Committee (WPCC) was established. The WPCC members were appointed by the City Council in October 2006. The WPCC has held extensive meetings to review the drafts of the draft 2008 Master Plan and the adopted Vegetation Management Plan. During their March 10, 2008 meeting the WPCC determined that the Master Plan adequately addresses the many complex issues, proposed amenities and improvements within the Winters Putah Creek Nature Park and is recommending that the City Council adopt the Plan.

**MASTER PLAN DESCRIPTION:**

The 2008 Master Plan is a long-range planning document to be used in managing the development of the one-mile stretch of creek between Railroad Avenue and I-505 and from 100 feet north of the top of the north bank, south to Putah Creek Road. The Master Plan goals are to integrate the park into the community fabric, support the City's economic vitality, provide access to a native riparian habitat and improve the ecological vitality of the creek. It includes circulation routes to and through the park, parking, conceptual creek realignments, accessible areas, recreational zones, and educational opportunities.

Goals for the park design and creek restoration are to create a creek environment that is self-sustaining and an ecologically sound environment that provides accessible and flexible recreational opportunities for the community. The Master Plan's Conceptual Site Plan (Attachment A) shows the conceptual creek layout and its relationship to other features and activities, proposed park uses and amenities, and connections to the

Winters community.

### **Universal Access**

Universal Design features should be incorporated into all of the park spaces and amenities so that people of all ages and abilities can experience entire creek. Park amenities include a range of seating heights; shaded, accessible paths; easily read signage and way finding; and gathering spaces.

### **Removal of the Percolation Dam**

On August 7, 2008 the City Council unanimously approved the WPCC's recommendation to remove the Percolation Dam. Although the Dam removal is not directly part of the proposed Master Plan, the Plan is predicated upon its removal and the restoration and enhancement opportunities associated with its removal. The Dam removal is addressed and covered by the Initial Study/Mitigated Negative Declaration and Adoption of the Mitigation Monitoring Plan for the Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project,

### **Realigned Creek Channel**

The conceptual layout of the realigned creek reflects the desired geomorphology for Putah Creek water flows. The proposed creek realignment narrows most of the creek to approximately 30 feet wide, with meanders and pools ranging from 130 to 240 feet apart. For the most part, the creek bed will be reduced in width and depth. Wide restored flood plains, or terraces, will fan out from the creek banks 30 feet to 100 feet on both sides of the creek. Where feasible, the creek banks will be extended, making the slopes less steep. These changes will return the creek to a dimension that reflects a more natural width and meander similar to the sections of the creek above and below this stretch, and set up conditions that can be naturally sustaining. The wide flood plain will allow the creek to move within its banks, make it possible to restore the native vegetation, and open the park to the community. The proposed realignment starts above the percolation dam and ends near the I-505 bridge.

By moving the narrowed creek channel to the center of the banks, there will be physical room for the creek to develop its own meander, especially in the widest section, where the old aeration ponds were located. This proposed flood plain area is approximately 300 feet wide. Based on the potential for future water flows and revegetation it is expected that the creek will be able to change its own course. This section of creek provides a laboratory for stream geomorphologic and biologic studies by researchers from UC Davis and elsewhere.

### **Trails**

A safe, well-defined circulation system is critical for a successful park. The new circulation plan is based on looped upper and lower trails connecting the north and south banks, with well defined trailheads and dispersed parking.

### **Upper Loop Trail**

The upper trail is the major all season pedestrian/bike trail. The existing bike trestle bridge to the west and a proposed pedestrian bridge at the east end of the park connect the north and south banks. This upper trail would be 10 feet wide (north side) and 12 feet wide (south side), paved, and have several connection points into the community. The north bank trail will be used mostly by the Winters community, linking downtown with the residential neighborhoods.

A couple of parcels in the trail area are privately owned. To fulfill the Master Plan it will be necessary for the City to negotiate an easement or purchase of the land with these property owners. Landowner permission is required prior to all improvements on private property.

### **Putah Creek Road**

The possibility of making any changes to Putah Creek Road in order to construct an upper trail on the south side of the creek is dependent on negotiations with Solano County and the affected property owners. Any changes to the layout and expansion of Putah Creek Road are constrained by the bank on the north side of the road and farming operations on the south

The Master Plan shows an off-road, 12 foot wide bike/ pedestrian trail adjacent to Putah Creek Road. Importing soil and re-grading the steep slopes is one option included in the proposed improvements and can be accomplished during realignment of the creek. Contingent on this improvement, either a striped bike lane or an off-road paved trail for bikes and pedestrians could be built on the north side of Putah Creek Road.

### **Lower Loop Trail**

The lower loop trail on both the north and south banks will be fully accessible, with the exception of some switch-back short cuts. Since the trail is located within the flood plain, its exact location may shift depending on the amount of seasonal flooding, where the creek meanders, and how the natural revegetation process evolves. For these reasons the lower trail will not be paved. Each spring after the rains have stopped the City can blade the paths, leveling the trail and making a smooth, hard surface, approximately four to five feet wide, with grades not to exceed 5%. Trail segments with limited access will be identified with signage.

The plans for construction of a new car bridge, which is scheduled for completion in 2009, include pedestrian walks and creek overlooks. With construction of the new bridge there is the potential to extend the lower creek trail west under the new bridge structure, and depending on discussions with the property owner, extend the trail to the top of the north bank connecting it with Wolfskill Ave.

### **Creek Crossings**

The Master Plan includes three bridges connecting the upper trail at the east and west ends, providing a two-mile loop through the park and views up and down

the creek. The existing car bridge and the restored trestle bridge at the Community Center are the western connection. The proposed eastern bridge will be a 12 foot wide structure, suitable for pedestrians and bikes. The preferred location is adjacent to or attached to the I-505 structure, dependent on approval by Caltrans.

### **Parking**

The Master Plan has three south side trailheads, located on Putah Creek Road. The first is at the trestle bridge. When the new car bridge is built, a portion of Putah Creek Road will be realigned, and it appears that with this realignment it maybe possible to provide limited vehicle parking (five vehicles) near this bike trail. The second location, and the most problematic, is the main trailhead entry into the Putah Creek Flats section located at the bottom of the access ramp. Currently, there is a widened area that could accommodate up to 11 parallel parking spaces along the road edge. This would also be the area where school buses for field trips would unload, but not park. The third location for parking is at the east end of the park, adjacent to I-505. There is a long, wide area that could accommodate up to eight vehicles. This is also a possible location for the future pedestrian bridge. To focus parking in the designated areas and to discourage dumping along the south bank edge, a post and cable fence and native hedge plantings are proposed. If additional land is acquired as part of relocating Putah Creek Road, more options for parking may be developed.

On the north side of the park, parking is available at the Community Center parking lot and on adjacent streets. In addition, a limited amount of parking is proposed at the south end of East Street, as part of proposed modifications to the City's waste water treatment facility.

### **Site Amenities**

Site amenities will include gateways, seating, overlooks, displays and signage, maps, fishing access, bike racks and trash containers. The style should be simple, classic, sturdy, architecture that blends with the natural surroundings and that reflect the rustic quality of the park. Building materials will include rocks and boulders, wood, stained concrete and metal. The design and materials need to be easily obtained and low-maintenance; and plans for the elements will have to meet the current codes and be approved by the City. It may be appropriate for some of these amenities to be community service construction projects by city volunteer groups.

#### **Gateways**

Gateways will mark the major trailheads into the park. Gateways include the park name, a map of the park, trail signage and other educational displays. The gateways are located at the Community Center, the two Creekside Way open space sites, and the south trail leading to Putah Creek Flats. The trestle bridge and the future pedestrian bridge will serve as their own gateways

#### **Overlooks**

Overlooks will be located off the main paved trails in areas with views up and

down the creek. They will likely consist of shaded wood platforms with appropriate railings, and include a bench and a bike rack. Educational displays will describe particular features observable at that location and historical information.

### **Seating**

Depending on the setting, benches, both refined and rustic, will be located throughout the park in shady areas with views onto the creek. Some will be along the trails and others will be set off the trail in quiet locations. Rustic seating can take the form of boulders and large wood logs (secured to the ground) arranged in clusters. The more refined areas will use the city's standard bench.

### **Signage and Displays**

Park signage will include trail routes, educational displays with topics on the history of the town and the creek; riparian plants, animals and insects; the geomorphology of the creek; and information about salmon and steelhead migration. The park map will include trail locations and their accessibility factor.

### **Fishing Access**

Fishing is an historical use of the creek and a specifically identified recreation activity. The Master Plan provides for improved access to the water's edge and better fish habitat. A series of gabions may be installed as part of the percolation dam removal. The gabions and the surrounding area will improve fishing access by providing a steep drop off and room to swing a pole. These and other fishing areas will be connected to accessible trails.

### **Bike Racks**

Bike racks will be located on the upper loop trail at the overlooks, main gathering areas, and at the main picnic area in the Putah Creek Flats. The racks will be set off the path to provide unobstructed travel along the main trail.

### **Trash and Recycling**

Trash and recycling containers will be based on the City's standard, and will be securely mounted to discourage vandalism. The containers will be located at key pedestrian intersections along the trail, at trailheads and overlooks, and accessible to maintenance crews.

### **Restroom**

One restroom facility will be located on Putah Creek Road near the main entry into Putah Creek Flats. This facility could be either a portable unit surrounded by a masonry block enclosure, or a prefabricated composting toilet structure, similar to those used in national parks. The location of this restroom will be based on the maintenance access and will balance road traffic-parking and vandalism conflicts. Additional restroom facilities are available on the north side of the railroad bridge, the Community Center (when open), and in Rotary Park.

## **Programmatic Opportunities**

Putah Creek Nature Park offers a unique opportunity as an outdoor classroom, as a place for civic venues, as well as recreational uses. The Park will also play an active role in the vibrancy and growth of the downtown. The Park and the adjacent businesses can become destinations, each encouraging more activity for the other. The Master Plan includes facilities and spaces that support a series of program opportunities. As access to the park is improved, certain areas, each with a distinctive flavor and use, will be available to the public. Specific areas can be reserved, providing revenue for the City.

### **Putah Creek Flats**

Located at creek level, Putah Creek Flats is the four-acre area at the location of the old aeration ponds, and is one of two places along the creek where there is an existing flood plain. The Master Plan intends for the Flats to serve as a recreation area for families and school events. The Flats will offer easy access to the creek, man-made and natural history, and large open areas with clear views across the creek. A large picnic area with tables will be located above the typical high water mark. When the creek bed is re-sculpted, gravel bars and pools will develop at the bends, creating shallows, riffles and deeper water. Where gabions are installed, the bank edge will be taller and straighter, providing good fishing spots. Realignment of the channel through the flats will establish new floodplains on the north bank and continuity of the lower trail.

### **Community Center**

The Community Center connects Putah Creek Nature Park with downtown and is the urban gateway into the park. Entry into the park from Railroad Avenue or Main Street should be clearly defined. As part of the park improvements the Master Plan strengthens the pedestrian connection between the park trail and the downtown with trails and a gateway arbor.

Steps will lead down from the trestle bridge and connect to the new trail at the stage backdrop. These steps will provide direct access to Railroad Avenue without having to go through the Community Center grounds.

### **Art Walk**

The trail near the Community Center can be used to display of outdoor art and can provide a creative destination experience for community members and visitors, as well as an opportunity for the art community to show their interpretation of the park. The art pieces can be rotating exhibits, permanent or ephemeral, using man-made and/or natural materials to reflect the creek and local history. The walk can be organized as a treasure hunt, with art pieces located in unexpected places that take visitors throughout the park. The art walks are an opportunity for community involvement that can involve school art classes as well as amateur and professional artists.

### **City Wastewater Treatment and Well Facility Area**

The City owned land at the wastewater treatment facility can provide another access point into the park. The Master Plan drawing shows modifications to the current facility, including a service road entry and handicapped accessible parking. This service road provides pedestrian and bike access to the upper loop trails. A grassy area, with informal seating, such as log benches or boulders, and picnic tables, can be a place for picnics or staging field trips. A nearby overlook will provide views to the widest area of the creek. The signage at this location could include photos and history of the percolation dam, as well as information about Lake Berryessa and Monticello Dam, and the role of water and flooding in the area's development.

### **Vegetation Management**

The benefits to restoring the native riparian flora to the creek include more and better quality foraging habitat for animals, birds and insects; development of a self-sustaining flood plain; better fish habitat including shaded banks for spawning; and increased access to the creek along the entire mile reach of the park.

The Winters Putah Creek Committee has prepared a Vegetation Management Plan for the Park which was adopted by the City Council on December 18, 2007. This Plan outlines the general procedures for managing vegetation, both exotic (non-native) and native, within the 40 acre park.

The new park plantings will only include native plantings and will use species found in nearby reaches. Some of the more common native plants include alder, arroyo willow, black willow, box elder, California buckeye, buttonbush, cottonwood, coyote bush, creeping wild rye, elderberry, Gooding's willow, miner's lettuce, mugwort, Santa Barbara sedge, California sycamore, torrent sedge, toyon, yellow willow, western redbud and wild rose. The plants will be in arrangements typical of those found in the wild, and zoned according to the elevation above the low flow channel, where they would naturally occur, based on aspect, and relationships with other plants.

### **Private Property**

Although much of the property within the Master Plan project area is owned by the City, there are several parcels under private ownership. As stated in Appendix B of the Master Plan, the Plan was drafted with the clear understanding that the City will need to negotiate with property owners before any improvements can be made on private property. No work will be done on privately owned land without the land owners consent. Should property adjacent to the Master Plan project area come forward for development in the future, development agreements will be negotiated as part of the entitlement which may include provisions to further the Master Plan concepts.

### **Phasing**

Putah Creek Nature Park has an uncertain implementation schedule that will be

determined by the City's annual funding cycles and by grant awards. The following items (located on city-owned property) are not dependent on the completion of the creek realignment, and can be implemented in the near future:

- Removal of the percolation dam
- Build steps from the trestle bridge to the trail
- Pave the trail from the trestle bridge/Community Center to the Waste Water Treatment facility
- Install a paved, accessible path from the Rotary Park parking lot to the north side trail
- Build overlooks and gateways on city-owned property
- Develop area west of wastewater treatment plant as described

The upper and lower trail work is dependent on the completion of the creek realignment, securing easements and land acquisition, and obtaining grant funding. In addition, the pedestrian bridge will likely require a lengthy planning/permitting process.

Additional environmental review may be needed as park plans are refined and finalized.

#### **LAND USE AND ZONING CONSISTENCY:**

The Master Plan project area is designated and zoned OS (Open Space) This designation provides for agricultural and recreational uses, riparian vegetation and wildlife habitat protection, water retention, public and quasi-public uses, and similar and compatible uses consistent with the these open space uses. Staff finds the uses, restoration activities, and public benefit outlined in the Master Plan to be entirely consistent with the OS designation and zoning.

#### **CEQA CLEARANCE:**

A Negative Declaration (Attachment B) was circulated on April 4, 2008 for 30 day comment period and copies of the IS/MND were also provided to the WPCC for their individual review and comment. The comment period ended on May 5, 2008. No comments were received from any of the Trustee Agencies or members of the WPCC. Comments were received from one individual (Attachment C) and staff responses to those comments are included as Attachment D. There do not appear to be any changes to the CEQA analysis or modifications to the mitigation measures merited as a result of consideration of the comment letter.

**FISCAL IMPACT:** None at this time. Most of the actual implementation is funded through as series of grants obtained by the Lower Putah Creek Coordinating Committee.

## **RECOMMENDED ACTION:**

Staff recommends that the Commission:

- 1) Approve the Initial Study/Mitigated Negative Declaration and Adopt the Mitigation Monitoring Plan for the Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project,
- 2) Recommend to the City Council the adoption of the Winters Putah Creek Nature Park Master Plan.

## **FINDINGS OF FACT**

### **Findings for Adoption of Mitigated Negative Declaration**

1. The Planning Commission has considered the proposed Mitigated Negative Declaration before making a decision on the project.
2. The Planning Commission has considered comments received on the Mitigated Negative Declaration during the public review process.
3. The Planning Commission finds that the environmental checklist/initial study identified potentially significant effects, but: a) mitigation measures agreed to by the Applicant before the mitigated negative declaration and initial study were released for public review would avoid the effects or mitigate the effects to a point where clearly no significant impact would occur; and b) there is no substantial evidence, in light of the whole record before the City, that the project as mitigated may have a significant effect on the environment.
4. The Mitigated Negative Declaration reflects the independent judgment and analysis of the City of Winters.
5. The Mitigated Negative Declaration has been prepared in compliance with CEQA and the State CEQA Guidelines, and is determined to be complete and final.
6. The custodian of the documents, and other materials, which constitute the record of proceedings is the Community Development Director. The location of these items is the office of the Community Development Department at City Hall, 318 First Street, Winters, California 95694.
7. The Mitigation Monitoring Plan is hereby adopted to ensure implementation of mitigation measures identified in the Mitigated Negative Declaration. The Planning Commission finds that these mitigation measures are fully enforceable as conditions of approval of the project, and shall be binding on the Applicant, future property owners, and affected parties.

8. The Planning Commission hereby approves the Initial Study/Mitigated Negative Declaration and adopts the Mitigation Monitoring Plan for the Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project.

### **Findings for Winters Putah Creek Nature Park Master Plan**

1. The proposed Plan is consistent with the General Plan.
2. The site is physically suitable for the proposed uses anticipated in the Plan.
3. The uses and type of improvements in the Plan will not cause substantial environmental damage or substantially and avoidably injure fish or wildlife or their habitat.
4. The uses and type of improvements in the Plan will not cause serious public health problems.
5. The use and type of improvement in the Plan will provide a positive fiscal benefit to the City.

### **ATTACHEMENTS:**

- A - Winters Putah Creek Nature Park Master Plan
- B - Initial Study and Mitigated Negative Declaration for Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project
- C - Jeff TenPas May 4, 2008 Comments on Initial Study and Mitigated Negative Declaration for Winters Putah Creek Nature Park Master Plan/Floodplain Restoration and Recreational Access Project
- D - Response to Jeff TenPas Comments

# PUTAH CREEK NATURE PARK MASTER PLAN

March 2008



Prepared for the City of Winters



Prepared by  
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## ACKNOWLEDGEMENTS

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Michael Martin, Mayor Pro Tem  
Tom Stone, Council Member  
Harold Anderson, Council Member  
Cecilia Curry, Council Member

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Joe Castro, Vice Chair  
Eric Larson  
Bill Biasi  
Kurt Balasek  
John Vickrey  
Sarah Warren

### **Liason Members:**

Chris Rose  
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### Appendix

Appendix A	Fish and Game Letter, dated April 6, 2007
Appendix B	2007 Master Plan Graphics
Appendix C	2007 Master Plan Graphics
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Appendix F	WPCC Vegetation Management Plan
Appendix G	2006 River Parkway Application

# PUTAH CREEK NATURE PARK DRAFT MASTER PLAN

Winters, California

March 18, 2008

## 1. INTRODUCTION

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Putah Creek Nature Park is a rare community asset—a relatively undeveloped mile stretch of creek that, for the most part, is publicly owned. It is a valuable resource for fostering environmental stewardship and love of the outdoors. In the 1990s, litigation over flows in Putah Creek culminated in formation of the Lower Putah Creek Coordinating Committee (LPCCC), hiring of a permanent Streamkeeper and establishment of a permanent fund to monitor fish and wildlife, manage vegetation and seek grant funds for further improvement of the creek channel. In 1995, the City of Winters adopted the first Master Plan for Winters Putah Creek Nature Park, emphasizing recreational access and invasive weed control. In 2002, the LPCCC obtained a grant to assess the physical and biological condition of Putah Creek. The LPCCC subsequently held a series of public meetings with creek-wide stakeholders to review the assessments and develop a Watershed Management Action Plan identifying priority actions supported by the community. Putah Creek stakeholders identified restoration of Winters Putah Creek Park as the highest priority. The Watershed Management Action Plan identified restoration of natural channel form and function as a fundamental step toward sustainable fish and wildlife habitat. In Winters Putah Creek Park, the natural form of the channel was altered for gravel extraction, floodwater conveyance and construction of aeration ponds. Invasive weeds flourished with these disturbances and further impacted channel form by trapping sediments and elevating the floodplains, increasing the distance to groundwater and diminishing the survival of native plant seedlings. A concrete percolation dam further altered the form and function of the channel. The current channel is overly wide and deep, with an excess of open water and lack of floodplains (beaches) that limit the continuity of public access and diminish the land area available for wildlife habitat. Water quality is diminished by warming due to the compound effect of excessive exposure to solar radiation (due to excessive width) and slow flows (due to excessive cross sectional area of open water). These fundamental issues require narrowing and realignment of the creek channel, removal of the percolation dam, construction of new floodplains and grading of existing floodplains. Since none of these measures were included in the original Winters Putah Creek Park Master Plan, the City of Winters commissioned this update to the original plan to incorporate greater opportunities for public access and sustainable fish and wildlife habitat by restoring natural channel form and function.

The 2008 Master Plan is a conceptual document that assumes the creek will be realigned, bank slopes are modified, upper and lower loop trails link both sides of the creek, the percolation dam is removed, invasive plant species are removed, and the creek is replanted with native riparian plants. At this time the Master Plan can only approximate the location of specific features and provide a description of how spaces might be used. Future phases of work will require detailed topographic surveys and grading analysis to determine specific locations for different features and trails. Even though the creek realignment is based on discussions with geomorphologists and data from other reaches of Putah Creek, the creek meander is a conceptual depiction. The exact layout will be designed by stream restorationists, taking into account soils, existing quality of bank habitat, the location of large native trees, and the removal of non-native plant species.

## 2. PROJECT HISTORY AND LOCATION

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Putah Creek flows from its origin on Cobb Mountain in Lake County, through Lake Berryessa and Lake Solano, and after flowing through Winters, connects to the San Francisco Bay Delta through the Yolo Bypass. Prior to the completion of Monticello Dam in 1957, Putah Creek flows were uncontrolled and subject to seasonal flooding. Monticello Dam provides hydroelectric power and a regular supply of water to Solano and Yolo counties and regulates the water flow into Putah Creek. A portion of the flow is now diverted into the Putah South Canal above Lake Solano to serve Solano County irrigation needs. When full, the Solano Water Project stores 1.6 million acre feet of water.

Falling stream levels during the 1987-92 drought, the region's worst on record, triggered a dispute between the Solano Water Agency and the Putah Creek Council, who claimed that the reduced flow in the summers of 1989 and 1990 in particular had seriously threatened the health of the creek's native fish, violating the California Public Trust Doctrine and state protections for fish living downstream from dams.

In May of 2000 the Putah Creek Council, City of Davis, and U.C. Davis signed a permanent accord with the Solano County Water Agency, ending a 10-year dispute over Putah Creek water rights. The accord provides for about a 50 percent increase in flows during non-drought conditions, it sets forth detailed steps to minimize illegal pumping from the creek, and it specifies measures to be taken during any prolonged droughts to ensure that hardships caused by reduced water availability will be shared by all water beneficiaries. The increased flows benefit the creek's unique community of resident native fish like tule perch, Sacramento suckers and sculpin, and ocean-going steelhead and salmon. The settlement requires an annual flow of 31,000 acre-feet except during extended droughts, when flows may be reduced to about 25,000 acre feet.

The accord also created a management program to maximize the benefits to fish, wildlife and their habitats. It provided for funding of \$160,000 per year for creek restoration and monitoring, including fish and wildlife studies, salary for a streamkeeper to monitor the creek, and grants for native vegetation enhancement and riparian land conservation. The accord provided for the establishment of the Lower Putah Creek Coordinating Committee, which is composed of Yolo and Solano representatives that oversee implementation of the settlement, monitor and study the creek, and promote restoration projects.

Putah Creek is an integral part of the City of Winters natural and cultural history. The centerline of the Creek is both the city limit line and the Yolo-Solano county line, although the city owns most of the south bank as well. The creek has been a recreational asset since Winters was founded in 1875, but the creek bank also served as a dumping ground and was used for wastewater disposal until the early 1960's. With the effort to preserve flows, community interest in creek and habitat restoration was aroused.

In the mid-1990s state funding for urban stream restoration became available. The City of Winters and several citizens saw this as an opportunity to improve the recreational and habitat value of Putah Creek. In order to apply for grant funds, the City commissioned a master plan to identify improvements and recreational opportunities, map exotic plant species to be removed, and list

native riparian plantings appropriate for the creek. The 1995 master plan described a public area, the "Putah Creek Nature Park", which extends from the car bridge at Railroad Avenue east to Interstate 505, and ranges in width from 250 feet to 600 feet across the creek span. The 1995 plan included improvements to the Community Center grounds, trails located along existing banks and terraces, and entry points for public access to the water. It also provided a blueprint for community volunteer beautification projects. The master plan received an Honorable Mention award from the San Francisco Bay Area Trail Project's Creative Designs for Conservation in 1996.

### 3. SITE ANALYSIS

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There are four significant man-made structures within the park boundaries. The first is the railroad trestle bridge, which was built in 1907 and was abandoned when the tracks were removed. The 1995 Master Plan proposed that the bridge be refurbished as a bike and pedestrian crossing. This rehabilitation project was completed in 2005, and the finished bridge now links the north and south banks and provides views up and down the creek.

The car bridge that connects Railroad Avenue with Putah Creek Road, just west of the railroad bridge, dates from 1914. Caltrans has ruled that this bridge does not meet current width standards and it is scheduled for replacement when funding is available. The current bridge design has no provisions for pedestrian travel, though the renovated railroad bridge serves that purpose and is the only safe means of crossing the creek at present.

The third structure is the percolation dam, which was built in the 1930s. The water behind the dam became a popular swimming hole for the community. The dam failed in 1952, and since then large sections have cracked, shifted and subsided. It no longer functions as a dam; the concrete is breaking apart and is regarded as unsafe by the city. Fish and Game has determined that the structure inhibits the migration of salmonids, both adults and juveniles. (See Appendix A) The 1995 master plan design presumed the dam would remain, but a grant has since been obtained to facilitate its removal. Currently the water below the dam is used as a swimming hole.

The fourth structure is the site of the former aeration ponds for the wastewater plant (referred to as the Putah Creek Flats later in this document), which were constructed on the south bank of the creek and adjacent to the percolation dam. Aerial photos show the ponds functioning in 1962 and apparently still in use in 1970. The remnants of the ponds are located in the widest part of the creek. The 1995 master plan did not propose any restructuring of this area, or any other changes to the geomorphology (natural formation) of the creek bed.

In this one-mile reach of Putah Creek, the stream channel has been altered beyond the creek's ability to self-correct. In the past, this section of creek bed was excavated and widened, creating a channel that is now too wide and deep for the creek to create its own natural meandering pattern of pool-riffle-run and deposition of silt onto the lower terrace. Earth and gravel removal and widening of the streambed is most apparent at the percolation dam and former aeration pond sites. In addition, most of the south bank and part of the north bank is too steep to allow for access to the water's edge.

After the long history of stream alterations for flood conveyance, gravel extraction, and neglect, invasive non-native plants gained a stronghold in this stretch of the creek. Large stands of eucalyptus, arundo, and Himalayan blackberry occupy the eastern half of the park site. These plants

and other invasives offer limited or no habitat value for native animals, fish and insects. They are so dense that it is nearly impossible to reach the creek bank, and they harbor rats, which prey on birds. Probably due to the excessive width of open water and relative lack of native vegetation, as well as proximity to residential development and Putah Creek Road, the native bird population is lower than in other reaches. Some eucalyptus trees (<12" trunk diameter) have been removed and efforts to control blackberry have been made under the Prop. 50 grant.

In addition to crowding out native species, invasive plants have made it impossible to reach the water in many areas. There are only three places on the south side where the water's edge is accessible, but these spots are disconnected from each other by steep banks, lack of floodplains and dense stretches of impenetrable non-native vegetation. The only location where it is possible to cross the creek at water level without wading is the surface of the broken percolation dam. In order to lessen the scouring effects of storms, large boulders of riprap line the banks on both sides of the dam, making it necessary to scramble over the boulders to reach the water's edge and the dam. Slow water flows in the vicinity of the dam cause algae to develop on the surface of the water in the summer, though the dam serves to skim off the algae to some extent, improving conditions for swimming. The Winters City Council at the August 7, 2007 meeting unanimously approved the removal of the dam, pending successful completion of the CEQA process. Downstream of the percolation dam is a newly installed rock weir (installed as part of Prop. 50 grant) that aerates the water as it flows over the rocks, and creates a small pool behind it.

Putah Creek Road borders the entire south bank of the creek within the Nature Park. This narrow country road predominantly serves local traffic and farm equipment, but is also a popular route for bicyclists. In many places the edge of pavement is approximately 10 feet from the top of the bank. The south bank is extremely steep, with little room to widen northward. Unless the banks are re-graded and soil is brought in it will not be possible to build a striped or separated bike trail along Putah Creek Road without realigning the road itself. Realignment will depend upon land acquisition, and is viewed as a long-range goal. Parking on the south bank is limited to three pull out areas for parallel parking on the shoulder. The pullouts have been used as opportunities to dispose of trash into the Creek. As the park develops, means must be provided for alleviating the increasing traffic conflicts and eliminating the dumping problem.

There is limited access to the creek from the bank tops. Most of the banks are very steep; some have less than a 1:1 slope. On the north bank there is a decomposed granite trail that extends from the railroad bridge to the existing wastewater pumping station that was built with volunteer efforts. The width of this trail does not meet the minimum 40" width required by ADA. A natural footpath created by foot and bicycle traffic extends from the pumping station all the way to the end of the public property at Wild Rose Lane. This path, which crosses privately owned land, is only a few feet wide and tends to be washed out by runoff from an apartment parking lot during heavy storms. Several small, casual footpaths lead from this upper bank trail to the water's edge.

The City's agreement with the developer of the Putah Creek Hamlet subdivision in the 1990's created a 100-foot wide city-owned easement between the new homes and the top of the bank. This area extends from the privately owned land west of Madrone Court east to Wild Rose Lane, and represents the largest expanse of easily accessed, restorable land within the city limits. Beginning in 2000, Winters volunteers planted native trees and shrubs within this upper terrace. These plants are filling in, providing a buffer between residential property and the creek. Acquisition of privately owned lands will be required to allow restoration work to be continued to the west towards the Community Center and east toward I-505.

#### 4. PUBLIC PROCESS

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The goal of this Master Plan is to capture the community's vision for the creek and guide the long range development of the park, to ensure that opportunities are identified and features well-planned. This Plan takes into account existing conditions, community concerns and desires, adjacent land uses, physical constraints, and agency requirements.

The current design concepts incorporate public comments received in two community workshops, meetings with the Winters Putah Creek Committee (WPCC), River Parkway grant requirements, and discussions with City staff. The public workshops were held in the spring of 2007 (see Appendix D for a list of the workshop comments). During the first workshop, background information on the River Parkway grant (its scope of work and requirements) and the mechanics of geomorphology were presented to the community. The process of natural creek formation, in which stream meanders create a series of regularly spaced riffles, runs and pools of deeper water were described. These presentations provided the public with background information on the creek's current condition, the pending percolation dam removal, vegetation management, creek realignment, and other master planning issues.

The key topics of discussion in the two public workshops were the removal of the percolation dam, eucalyptus tree removals, and the Creek's habitat value and water quality. Public comments from the first workshop, stream geomorphology concepts and a site analysis were distilled and overlaid onto a LIDAR (Light Detection and Ranging) topographic map to develop a conceptual plan for the park including new creek realignment, circulation patterns and access points. A draft plan was presented at the second public workshop and at a WPCC meeting, where additional comments and ideas were discussed. Key discussion points included:

- Improvements to the Park's recreational value
- Access improvements to the creek for swimming, fishing, and other recreation
- Improved safety
- Ecological sustainability
- The development of the Park as an educational resource
- The Park's contributions to the City's economic vitality

#### 5. 2007 MASTER PLAN

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The 2007 Master Plan is a long-range planning document to be used in managing the development of the one-mile stretch of creek between Railroad Avenue and I-505 and from 100 feet north of the top of the north bank, south to Putah Creek Road. The Master Plan goals are to integrate the park into the community fabric, support the City's economic vitality, provide access to a native riparian habitat and improve the ecological vitality of the creek. It includes circulation routes to and through the park, parking, conceptual creek realignments, accessible areas, recreational zones, and educational opportunities.

Goals for the park design and creek restoration are to create a creek environment that is self-sustaining and an ecologically sound environment that provides accessible and flexible recreational opportunities for the community. The Master Plan shows the conceptual creek layout and its relationship to other features and activities, proposed park uses and amenities, and connections to the Winters community.

### **5.1 Universal Access**

Universal Design is a philosophy that is more than meeting the requirements of the law for accessibility. It is the creation of environments and amenities that are usable by all people, to the greatest extent possible, without the need for adaptation or specialization. Universal Design features should be incorporated into all of the park spaces and amenities so that people of all ages and abilities can experience the place - young and old, fit and out of shape, able-bodied and those needing assistance. For Putah Creek Nature Park, Universal Design means providing access to the entire creek experience, and not limiting access to only the upper bank. Park amenities include a range of seating heights; shaded, accessible paths; easily read signage and way finding; and gathering spaces.

### **5.2 Realigned Creek Channel**

The conceptual layout of the realigned creek reflects the desired geomorphology for Putah Creek water flows. The proposed creek realignment narrows most of the creek to approximately 30 feet wide, with meanders and pools ranging from 130 to 240 feet apart. For the most part, the creek bed will be reduced in width and depth. Wide flood plains, or terraces, will fan out from the creek banks 30 feet to 100 feet on both sides of the creek. Where feasible, the creek banks will be extended, making the slopes less steep. These changes will return the creek to a dimension that reflects a more natural width and meander similar to the sections of the creek above and below this stretch, and set up conditions that can be naturally sustaining. The wide flood plain will allow the creek to move within its banks, make it possible to restore the native vegetation, and open the park to the community. The proposed realignment starts above the existing percolation dam and ends near the I-505 bridge.

By moving the narrowed creek channel to the center of the banks, there will be physical room for the creek to develop its own meander, especially in the widest section, where the old aeration ponds were located. This proposed flood plain area is approximately 300 feet wide. Based on the potential for future water flows and revegetation it is expected that the creek will be able to change its own course. This section of creek provides a laboratory for stream geomorphologic and biologic studies by researchers from UC Davis and elsewhere.

### **5.3 Trails**

A safe, well-defined circulation system is critical for a successful park. The new circulation plan is based on looped upper and lower trails connecting the north and south banks, with well defined trailheads and dispersed parking.

#### **5.3.1 Upper Loop Trail**

The upper trail is the major all season pedestrian/bike trail. The existing bike trestle bridge to the west and a proposed pedestrian bridge at the east end of the park connect the north and south banks. This upper trail is 10 feet wide (north side) and 12 feet wide (south side), paved, and has several connection points into the community. The north bank trail will be used mostly by the Winters community, linking downtown with the residential

neighborhoods. At 12 feet wide, the south bank trail could accommodate touring bikes as well as pedestrian traffic. The upper trails are striped to ease bike and pedestrian circulation conflicts. The 10 foot width is large enough for emergency and city service vehicle access. The suggested pavement treatment is either stabilized earth (using a resinous binding material) or a combination of stabilized earth and decomposed granite. This is a durable, drivable surface that takes on the color of the native soil. Asphalt is not recommended. Asphalt installation and maintenance costs are higher than stabilized earth. The aesthetics of the earthen path are more in line with that of a nature park.

A portion of the existing north bank trail is constrained by the City's wastewater facility, a privately owned apartment complex, and the steep bank edge. In this stretch there is limited room to expand the trail to the proposed 10 foot width. An option to garner more space for the paved trail is to shift the fence lines of the City's wastewater facility and the apartment complex northward approximately 10 feet. This change would not interfere with the operations of the wastewater facility. The south edge of the wastewater facility is minimally landscaped and does not appear to have any permanent, restrictive features that would prohibit the installation of a trail in this space. However, expanding the trail adjacent to the apartments would require that part of the apartment building parking lot be acquired, or that a retaining wall and fill be provided to widen the trail toward the creek. Two parcels in this area are privately owned. Property on the east end of the park west of Interstate 505 is also under private ownership. To fulfill the Master Plan it will be necessary for the City to negotiate an easement or purchase of the land with these property owners.

### **5.3.2 Putah Creek Road**

The possibility of making any changes to Putah Creek Road in order to construct an upper trail on the south side of the creek is dependent on negotiations with the City, Solano County and the affected property owners. Any changes to the layout and expansion of Putah Creek Road are constrained by the bank on the north side of the road and farming operations on the south. (See Statement on Property Ownership, Appendix B).

The Master Plan shows an off-road, 12 foot wide bike/ pedestrian trail adjacent to Putah Creek Road. Importing soil and regrading the steep slopes is one option included in the proposed improvements and can be accomplished during realignment of the creek. Contingent on this improvement, either a striped bike lane or an off-road paved trail for bikes and pedestrians could be built on the north side of Putah Creek Road.

Three options for providing a safer bike/pedestrian trail are listed below. Only Option 1 is shown in the Master Plan drawing.

#### Option 1

Construct a separated path on the north side of the existing Putah Creek Road (in its current location). This option will require soil import and regrading of the slopes to provide space to cut a path. This option is not feasible until the creek realignment is completed, and the south bank slope is widened. This option, however, requires no land acquisition.

#### Option 2

Relocate Putah Creek Road south of its current location and use the existing road base for the new path and parking areas. This would require the acquisition of land, and may be cost prohibitive. This option is not dependent on completion of creek realignment.

### Option 3

Extend the top of bank setback up to approximately 100 feet south (consistent with the north side of the creek) and relocate Putah Creek Road within the outer edge of the setback (approximately 70 feet south of its current location). This expanded setback provides more options for the creek bank slopes; creates an upper terrace with a wide separation between multi-use path and Putah Creek Road and; provides better parking opportunities and public access. This option requires the more land acquisition than Option 2 and is the most costly. This option is not dependent on completion of creek realignment.

#### **5.3.3 Lower Loop Trail**

The lower loop trail on both the north and south banks will be fully accessible, with the exception of some switch-back short cuts. Since the trail is located within the flood plain, its exact location may shift depending on the amount of seasonal flooding, where the creek meanders, and how the natural revegetation process evolves. For these reasons the lower trail will not be paved. Each spring after the rains have stopped the City can blade the paths, leveling the trail and making a smooth, hard surface, approximately four to five feet wide, with grades not to exceed 5%. Trail segments with limited access will be identified with signage.

The plans for construction of a new car bridge, which is scheduled for completion in 2009, include pedestrian walks and creek overlooks. With construction of the new bridge there is the potential to extend the lower creek trail west under the new bridge structure, and depending on discussions with the property owner, extend the trail to the top of the north bank connecting it with Wolfskill Ave.

#### **5.3.4 Creek Crossings**

The Master Plan includes three bridges connecting the upper trail at the east and west ends, providing a two-mile loop through the park and views up and down the creek. The existing car bridge and the restored trestle bridge at the Community Center are the western connection. The proposed eastern bridge will be a 12 foot wide structure, suitable for pedestrians and bikes. The preferred location is adjacent to or attached to the I-505 structure, dependent on approval by Caltrans.

#### **5.4 Parking**

The Master Plan has three south side trailheads, located on Putah Creek Road. The first is at the trestle bridge. When the new car bridge is built, a portion of Putah Creek Road will be realigned, and it appears that with this realignment it maybe possible to provide limited vehicle parking (five vehicles) near this bike trail. The second location, and the most problematic, is the main trailhead entry into the Putah Creek Flats section located at the bottom of the access ramp. Currently, there is a widened area that could accommodate up to 11 parallel parking spaces along the road edge. This would also be the area where school buses for field trips would unload, but not park. Since this will be a main entry into the creek, it is critical that the Putah Creek Road width be resolved before this access route is developed. The third location for parking is at the east end of the park, adjacent to I-505. There is a long, wide area that could accommodate up to eight vehicles. This is also a possible location for the future pedestrian bridge. To focus parking in the designated areas and to discourage dumping along the south bank edge, a post and cable fence and native

hedge plantings are proposed. If additional land is acquired as part of relocating Putah Creek Road, more options for parking may be developed.

On the north side of the park, parking is available at the Community Center parking lot and on adjacent streets. In addition, a limited amount of parking is proposed at the south end of East Street, as part of proposed modifications to the City's waste water treatment facility.

## **5.5 Site Amenities**

Site amenities will include gateways, seating, overlooks, displays and signage, maps, fishing access, bike racks and trash containers. The style should be simple, classic, sturdy, architecture that blends with the natural surroundings and that reflect the rustic quality of the park. Building materials will include rocks and boulders, wood, stained concrete and metal. The design and materials need to be easily obtained and low-maintenance; and plans for the elements will have to meet the current codes and be approved by the City. It may be appropriate for some of these amenities to be community service construction projects by city volunteer groups.

### **5.5.1 Gateways**

Gateways will mark the major trailheads into the park. They can physically span the trail, or mark the entry with a large, vertical structure or post (e.g. a totem). Gateways include the park name, a map of the park, trail signage and other educational displays. The gateways are located at the Community Center, the two Creekside Way open space sites, and the south trail leading to Putah Creek Flats. The trestle bridge and the future pedestrian bridge will serve as their own gateways. To encourage use of the trails by town visitors, the gateway nearest Railroad Avenue should be prominent.

### **5.5.2 Overlooks**

Overlooks will be located off the main paved trails in areas with views up and down the creek. They will likely consist of shaded wood platforms with appropriate railings, and include a bench and a bike rack. Educational displays will describe particular features observable at that location and historical information.

### **5.5.3 Seating**

Depending on the setting, benches, both refined and rustic, will be located throughout the park in shady areas with views onto the creek. Some will be along the trails and others will be set off the trail in quiet locations. Rustic seating can take the form of boulders and large wood logs (secured to the ground) arranged in clusters. The more refined areas will use the city's standard bench.

### **5.5.4 Signage and Displays**

Park signage will include trail routes, educational displays with topics on the history of the town and the creek; riparian plants, animals and insects; the geomorphology of the creek; and information about salmon and steelhead migration. The park map will include trail locations and their accessibility factor (paved, unpaved, slope %).

### **5.5.5 Fishing Access**

Fishing is an historical use of the creek and a specifically identified recreation activity. The Master Plan provides for improved access to the water's edge and better fish habitat. A series of gabions may be installed as part of the percolation dam removal. The gabions and the

surrounding area will improve fishing access by providing a steep drop off and room to swing a pole. These and other fishing areas will be connected to accessible trails. At this time a permanent fishing dock is not proposed because high flows can damage or destroy these structures

#### **5.5.6 Bike Racks**

Bike racks will be located on the upper loop trail at the overlooks, main gathering areas, and at the main picnic area in the Putah Creek Flats. The racks will be set off the path to provide unobstructed travel along the main trail. The metal racks will support bikes without kick stands, and will be suitable for U-shaped locking systems.

#### **5.5.7 Trash and Recycling**

Trash and recycling containers will be based on the City's standard, and will be securely mounted to discourage vandalism. The containers will be located at key pedestrian intersections along the trail, at trailheads and overlooks, and accessible to maintenance crews.

### **5.6 Restroom**

A public restroom is a critical component of the park. The Master Plan provides for one restroom facility, located on Putah Creek Road near the main entry into Putah Creek Flats. This facility could be either a portable unit surrounded by a masonry block enclosure, or a prefabricated composting toilet structure, similar to those used in national parks. The location of this restroom will be based on the maintenance access and will balance road traffic-parking and vandalism conflicts. The building materials would need to be fire proof (concrete walls and metal roof), and the style reminiscent of national parks. Two restroom facilities are available on the north side of the railroad bridge, the Community Center (when opened), and a new public restroom that was built in the Rotary Park in 2007.

### **5.7 Programmatic Opportunities**

Putah Creek Nature Park offers a unique opportunity as an outdoor classroom, as a place for civic venues, as well as recreational uses. The Park will also play an active role in the vibrancy and growth of the downtown. The Park and the adjacent businesses can become destinations, each encouraging more activity for the other. The Master Plan includes facilities and spaces that support a series of program opportunities. As access to the park is improved, certain areas, each with a distinctive flavor and use, will be available to the public. Specific areas can be reserved, providing revenue for the City.

#### **5.7.1 Putah Creek Flats**

Located at creek level, Putah Creek Flats is the four-acre area at the location of the old aeration ponds, and is one of two places along the creek where there is an existing flood plain. The Master Plan intends for the Flats to serve as a recreation area for families and school events. The Flats will offer easy access to the creek, man-made and natural history, and large open areas with clear views across the creek. A large picnic area with tables will be located above the typical high water mark. When the creek bed is re-sculpted, gravel bars and pools will develop at the bends, creating shallows, riffles and deeper water. Where gabions are installed, the bank edge will be taller and straighter, providing good fishing spots. The foot trails will be bladed clear each spring. Where needed, an accessible fabric (mobi-mat) can be installed that will facilitate access to the water's edge or other built features.

### **5.7.2 Community Center**

The Community Center connects Putah Creek Nature Park with downtown and is the urban gateway into the park. Entry into the park from Railroad Avenue or Main Street should be clearly defined. As part of the park improvements the Master Plan strengthens the pedestrian connection between the park trail and the downtown. The first phase improvement, as described in Section 7, will be to build a wide, hard-paved walk leading from Rotary Park and the parking lot to the upper trail head at the existing oak tree and stage area. A large arbor will act as both a park gateway and a frame for the stage. This structure can support lights and scenery backdrop for the stage. This gateway may also be the entry to the Winters Art Walk. A second phase connector will be a pedestrian and bike path extending from Elliot Street to the new upper trail.

The area around the Community Center provides an opportunity for future civic development and a compact community arts area, including a renovated Community Center, a refurbished Rotary Park, a new community theater, and wide, open entries into the Park and the upper loop trail.

Steps will lead down from the trestle bridge and connect to the new trail at the stage backdrop. These steps will provide direct access to Railroad Avenue without having to go through the Community Center grounds.

### **5.7.3 Art Walk**

The trail near the Community Center can be used to display of outdoor art and can provide a creative destination experience for community members and visitors, as well as an opportunity for the art community to show their interpretation of the park. The art pieces can be rotating exhibits, permanent or ephemeral, using man-made and/or natural materials to reflect the creek and local history. The walk can be organized as a treasure hunt, with art pieces located in unexpected places that take visitors throughout the park. The art walks are an opportunity for community involvement that can involve school art classes as well as amateur and professional artists.

### **5.7.4 City Wastewater Treatment and Well Facility Area**

The City owned land at the wastewater treatment facility can provide another access point into the park. The Master Plan drawing shows modifications to the current facility, including a service road entry and handicapped accessible parking. This service road provides pedestrian and bike access to the upper loop trails. A grassy area, with informal seating, such as log benches or boulders, and picnic tables, can be a place for picnics or staging field trips. A nearby overlook will provide views to the widest area of the creek. The signage at this location could include photos and history of the percolation dam, as well as information about Lake Berryessa and Monticello Dam, and the role of water and flooding in the area's development. The cell tower on the facility grounds will remain indefinitely although it is recommended that the tower be removed when the current lease expires. In the meantime, it can be camouflaged to blend better with the surrounding environment.

A Nature Center would be a logical extension of the civic redevelopment associated with the development of the park. The large grassy area overlooking the Putah Creek Flats on the south side of the creek is a logical location for this type of facility. The Nature Center would support the educational components of the park, with displays describing the natural and cultural history of the bioregion. Constraints include parking and a narrow access street.

## 5.8 Vegetation Management

The benefits to restoring the native riparian flora to the creek include more and better quality foraging habitat for animals, birds and insects; development of a self-sustaining flood plain; better fish habitat including shaded banks for spawning; and increased access to the creek along the entire mile reach of the park.

The new park plantings will only include native plantings and will use species found in nearby reaches. Some of the more common native plants include alder, arroyo willow, black willow, box elder, California buckeye, buttonbush, cottonwood, coyote bush, creeping wild rye, elderberry, Gooding's willow, miner's lettuce, mugwort, Santa Barbara sedge, California sycamore, torrent sedge, toyon, yellow willow, western redbud and wild rose. The plants will be in arrangements typical of those found in the wild, and zoned according to the elevation above the low flow channel, where they would naturally occur, based on aspect, and relationships with other plants.

The Winters Putah Creek Committee has prepared a Vegetation Management Plan for the Park. This Plan outlines the general procedures for managing vegetation, both exotic (non-native) and native, within the 40 acre park. It describes the revegetation efforts to date, and provides a plan of action for the remaining areas. It also lists the major and most disruptive exotic plant species to be removed, species to be replanted, and a preliminary schedule when the removals and replanting would occur. A copy of the WPCCC Vegetation Management Plan is included in Appendix F.

In order to keep the non-native plants from re-establishing themselves, it is critical that they be completely removed from each section. The eradication process will involve the application of herbicides and the use of mechanical means, and the removal of non-native trees and plants. It will be important to keep the surrounding neighbors informed of the process, removal and replanting schedule, and coordinate volunteer replanting parties. The large scale removals of the exotics will take place in 2008 through 2012, with natives replanted as soon after the removals as possible.

A regular, long-term monitoring and maintenance program will help ensure the successful removal of exotic, invasive vegetation and the successful establishment of new plantings along Putah Creek.

## 6. SAFETY

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Putah Creek Nature Park offers an opportunity to experience the challenges of nature. A balance must be struck between nature and safety. The Park will not include man-made structures or features that are inherently unsafe. Emergency vehicles will have access to the entire length of the park via the paved upper trails. The new flood plains and lower loop trails will provide significantly more access to the creek area. Pedestrian lighting will be limited to those areas near the Community Center in order not to interfere with the creek's natural environment.

There is a mutual aid agreement currently in place between the City of Winters Police Department, Winters Fire Department and Solano County Sheriffs Department and Vacaville and Dixon Fire

Protection Districts. Technically, all resources and improvements to the site will be protected by official patrol/law enforcement. Practically, it will take a strong commitment from the local community and neighbors to educate visitors of the park on proper use, report abuses and use the site in a proper manner themselves.

## **7. IMPLEMENTATION PLAN**

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### **7.1 Phasing**

Putah Creek Nature Park has an uncertain implementation schedule that will be determined by the City's annual funding cycles and by grant awards. The following items (located on city-owned property) are not dependent on the completion of the creek realignment, and can be designed and built in the near future:

- Removal of the percolation dam
- Build steps from the trestle bridge to the trail
- Pave the trail from the trestle bridge/Community Center to the Waste Water Treatment facility
- Install a paved, accessible path from the Rotary Park parking lot to the north side trail
- Build overlooks and gateways on city-owned property
- Develop area west of wastewater treatment plant as described in 5.7.4

The upper and lower trail work is dependent on the completion of the creek realignment, securing easements and land acquisition, and obtaining grant funding. In addition, the pedestrian bridge will likely require a lengthy planning/permitting process.

The environmental review process is underway for many aspects of the planned park improvements. Additional environmental review may be needed as park plans are changed.

### **7.2 Volunteer Opportunities**

To foster environmental stewardship and have the community adopt the role of park protector it is important to engage the entire community in projects that enhance the park. For several years the community has been an active participant in the development of Putah Creek Nature Park, and the revised Master Plan provides additional opportunities for public involvement in implementing many of the proposed improvements.

Future projects that may lend themselves to community participation include:

- Creek clean up
- Replanting native plants
- Construction and maintenance of foot trails
- Weeding newly planted areas including the native grasses.
- Making trail maps
- Building overlooks and gateways
- Installing trail markers
- Designing the Art Walk

### 7.3 Funding Sources

The Putah Creek Nature Park can also serve as a revenue source for the City. The Community Center and Park can be the setting for meetings or conferences on creek restoration, practical applications, bioregional conferences and events, professional society meetings (engineers, landscape architects, planners, and science and art teachers). Putah Creek Flats can be reserved for large group events, field trips, meetings, and conferences.

This Master Plan will be used to support grant applications for funding future construction projects; to develop City maintenance and construction budgets; and to identify volunteer construction projects. The following grants have been awarded:

1. Prop. 12 – 2000 Park Bond Act: \$36,000 for trail improvements, benches, garbage/recycling cans, information kiosks, plant and wildlife signage.
2. Prop. 50 – California River Parkway I: \$451,763 in grant money, and \$185,120 from other sources for the removal of the percolation dam, floodplain restoration and revegetation.
3. Calfed Program: \$539,490 for hedgerow plantings to deter illegal dumping, bank stabilization and enhanced wildlife migration at Putah Creek and Dry Creek.

The following are grants submitted (but not yet awarded), or possible future grants:

1. Farm and Ranch Cleanup (CIWMB) - \$50,000 for removal of solid waste (asphalt, concrete and trash primarily in Dry Creek/Hwy 128 and Dry Creek/Putah Creek confluence.
2. Off Highway Vehicle Restoration (submitted): \$50,000 for post and cable barriers along the south bank (Putah Creek Road) and No Trespassing/No Vehicle Access signage.
3. Prop. 50 River Parkway III-submitted: \$800,000 to realign the low flow channel of Putah Creek from the Winters Car Bridge to the Percolation Dam along the south bank. Create three new acres of functional floodplains (beaches).

The California State Dept. of Parks ([www.parks.ca.gov](http://www.parks.ca.gov), 916-653-7423) is another source of grants and bonds specifically targeting the acquisition of outdoor recreation areas, trails, picnic and cultural areas.

Other potential funding sources include:

California Outdoor Recreation Planning Program (CORP)-  
Phone: Planning Division at 916-653-9901 or  
Email [planning@parks.ca.gov](mailto:planning@parks.ca.gov)

The federal Transportation Enhancements (TE) program funds  
<http://www.enhancements.org/index.asp>

## 8. COST OPINION

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To assist the City with implementation and phasing, developing budgets, fund raising and grant applications, a spread sheet identifying specific construction items (e.g. trails, overlooks, signage) and

an opinion of construction costs is included in Appendix E. This matrix uses 2007 construction and materials costs for major park components. It does not include costs for permits or land acquisition.