CITY OF WINTERS
california
Est. 1875

Joint Meeting of the Winters City Council and the Winters Planning Commission

City Council Chambers
318 First Street
Tuesday, January 22, 2013
5:30 p.m.

REVISED AGENDA

Members of the City Council

Cecilia Aguiar-Curry, Mayor
Woody Fridae, Mayor Pro-Tempore
Harold Anderson
Wade Cowan
Bruce Guelden

John W. Donlevy, Jr., City Manager
John Wallace, City Attorney
Nanci Mills, City Clerk

Members of the Planning Commission

Bill Biasi, Chairman
Pierre Neu, Vice Chairman
Lisa Baker
Richard Kleeberg
Luis Reyes
Joe Tramontana

John W. Donlevy, Jr., City Manager
Jim Bermudez, Planner
Mary Jo Rodolfa, Mgmt. Analyst

PLEASE NOTE – The numerical order of items on this agenda is for convenience of reference. Items may be taken out of order upon request of the Mayor or Councilmembers. Public comments time may be limited and speakers will be asked to state their name.

I CALL TO ORDER

II ROLL CALL & PLEDGE OF ALLEGIANCE

III CITIZEN INPUT: Individuals or groups may address the Winters City Council or the Planning Commission on items which are not on the Agenda and which are within the jurisdiction of the City Council or 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 Council and the Commission may impose time limits.

IV AMBULANCE SERVICES AGREEMENT (City Council Item Only –back-up documentation to be distributed separately)

V JOINT WORKSHOP OF THE WINTERS CITY COUNCIL AND THE WINTERS PLANNING COMMISSION

A. A workshop will be conducted to receive public comment and consider the conceptual design of the Orchard Village Park Project prior to the project going to the Planning Commission for approval on February 12, 2013. (pp 4-9)

VI ADJOURNMENT OF THE CITY COUNCIL MEETING ONLY, THE PLANNING COMMISSION WILL CONTINUE WITH THE REMAINDER OF THEIR REGULAR MEETING

VII CONSENT ITEM

Approval of Minutes from the November 27, 2012 regular meeting of the Winters Planning Commission (pp 10-13)

V STAFF/COMMISSION REPORTS

VI DISCUSSION ITEMS:

A. Second Report on the Winters Bikeway System Master Plan Update, Re-Affirm the Previously Certified and Approved 1998 Negative Declaration for the Winters Bikeway System Master Plan and Consideration of Recommendation of Approval to the Winters City Council (pp 14-105)

B. Information Item – Update on Development Agreement Amendments for Hudson/Ogando, Callahan and Winters Highlands (pp 106-107)

VII COMMISSION/STAFF COMMENTS

VIII ADJOURNMENT OF PLANNING COMMISSION MEETING

POSTING OF AGENDA: PURSUANT TO GOVERNMENT CODE § 54954.2, THE COMMUNITY DEVELOPMENT MANAGEMENT ANALYST POSTED THE AGENDA FOR THIS MEETING ON JANUARY 18, 2013

MARY JO RODOLFA, MANAGEMENT ANALYST

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Staff recommendations are guidelines to the City Council and the Planning Commission. On any item, the Council or the Commission may take action, which varies from that recommended by staff.

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CITY COUNCIL AND PLANNING COMMISSION
JOINT WORKSHOP STAFF REPORT

TO: Honorable Mayor and Councilmembers
Planning Commission Chairperson and Commission Members

DATE: January 22, 2013

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

FROM: Jim Bermudez, Planner
Dan Maguire, Economic Development and Housing Manager
Mary Jo Rodolfa, Management Analyst

SUBJECT: Orchard Village Park Site Plan and Design Plan Workshop

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OBJECTIVE:
The purpose of this report is to facilitate discussion and receive input from the public City Council and Planning Commission regarding the master planning of the Orchard Village Park site.

RECOMMENDATION:
It is respectfully recommended that the City Council and Planning Commission receive a project briefing and presentation on the Orchard Village Park site and provide comments, questions, and direction to staff.

BACKGROUND:
The planned 4.72 acre Orchard Village Park is to be located on the east side of Dutton Street, directly east of the Orchard Village Affordable Housing Project. This property has long been programmed for a park site and was zoned P-R (Parks and Recreation) prior to the start of the Orchard Village Apartments project.

On January 5, 2010, the City Council approved Resolution 2010-01 approving the application for Proposition 84 park grant funds. In the fall of 2010, the City of Winters received a grant award of $865,191 from the State Parks Department Office of Grants and Loans through the Proposition 84 program. The State Parks funds are to be used to develop 3.12 acres of the site. The remaining 1.6 acre site will be developed concurrently, utilizing Community Development Block Grant funds. The CDBG funds

were applied for based on an authorization received at the City Council meeting on June 15, 2010, with the City Council approving Resolution 2010-38. The CDBG grant, including $360,000 for the park project was approved in December of 2011. In total, the funding limit to develop the park totals 1.2 million in grant funds. There is no city match requirement to implement the park; however, the City did expend $255,000 for the acquisition of the 3.12 acre portion from the Orchard Village developer.

On July 5, 2011, the City Council approved the Purchase and Sale Agreement between the City and Central Valley Coalition for Affordable Housing (CVCAH) for 3.12 acres of land, for the planned development of the park, this agreement included a dedication 1.6 acres from CVCAH to the City of Winters. The 1.6 acre portion of the park project was dedicated to the City to fulfill Central Valley CVCAHs Quimby Act requirements for parkland in conjunction with the development of the Orchard Village apartments.

The scheduled joint meeting with the City Council and Planning Commission will assist in meeting the CDBG grant funding deadline. Under the terms of the CDBG grant, the 1.6 acre portion of the site which is the westernmost piece of the park shall be constructed by June 30, 2013. The State Parks funding for construction of the 3.4 acre portion of the park site which is the easternmost piece of the park shall be completed by June 30, 2017.

PROJECT DESCRIPTION:
The neighborhood park is 4.72 acres and sits between Walnut and Dutton Streets (see Attachment A for the current site and Attachment B for the Preliminary Park Master Plan). There are residential neighborhoods both on the north and south sides with a mix of existing iron and wooden fences at the property line. The project will provide both active and passive recreational features that will serve all ages. The park will be used daily, primarily by students circulating from the east side residential neighborhood on their way to the high school to the west.

The park will be developed in two phases with completion of the first phase (west side Dutton Street) of the park to occur by June 30, 2013. The west side (Dutton Street) of the park includes: (1.6 acres)

a. **Community Garden**: The community garden fulfills a key goal of the neighborhood which is to provide a garden for low income housing apartments and duplexes. The community garden will provide several families with a plot to grow vegetables and orchard fruit.
b. **Group Picnic Area**: This group picnic area will have a custom shelter that protects the users from the elements and make a local statement with its architecture.
c. **Retention Basin and walking paths**: The retention basin will be enlarged to manage all the storm water for the site and apartment complex. The goal is to convert this hole in the ground into an attractive native plant garden that allows people to walk through the site. The site will be fenced and closed during big rain events to prevent any liability.
d. **Interpretive panels**: The site has several items that provide educational

opportunities. The retention basin can tell the story of cleaning water and storm water management, the native plants throughout the site can demonstrate to people up close what is native to their region and drought tolerant, the water tower play area will describe the real use of these towers and describe the low water use irrigation, and finally, the community garden will tell the story of community and the health benefits and sustainability of growing your own food.

e. **Concrete sidewalks and decomposed granite trails**: Pathways will encompass the perimeter of the site with antiqued concrete at the main entry points and the main thoroughfare on the south side of the park. The remaining sections of the paths will be decomposed granite to create a softer more rural feel in the park.
f. **Native grasses, trees and shrubs**: A palette of native plants will surround the park providing durable drought tolerant and hardy plant material.
g. **Walnut shell mulch**: The planned mulch will showcase how local products can be re-purposed.

The second phase of the park is located on the east side of the property (Walnut Street) and will be completed after Phase 1. The City is utilizing BSK Associates as the consultant for the environmental mitigation for the seasonal wetlands, which are located on the 3.12 acre portion of the parcel. They are in the process of submitting a permit application for the U.S. Fish and Wildlife Service ("USFWS"), under Section 10 of the Endangered Species Act of 1973, as amended (ESA). BSK has received estimates from USFWS staff that the process for that consultation will take approximately 10-12 months. The east side (Walnut Street) of the park includes: (3.12 acres)

a. **Multi-use turf field:** This multi use field will provide great opportunities for both the everyday user throwing a disc for their dog or flying a kite. It will also be used for an organized sports program that needs a practice or game field. The turf will be lush and the field will be lowered to create a meadow affect when walk the perimeter pathways. The sloped area around the meadow will also provide a great rolling hill for children to run down or roll on.
b. **Half court basketball court and skate area**: This feature will be used by teens and adventure athletes. The basketball court will provide for all ages but primarily those 12 and older. To take full advantage of the concrete basketball court skaters would like to have a couple skate elements. These elements are off the basketball court and can be used at the same time.
c. **Overlook and signage arch:** This structure sets the tone for the park by announcing the name and providing a shade area at the overlook to the meadow.
d. **Water tower themed play structure:** The water tower play structure will emphasize the local culture and provide the key landmark for the park. This play apparatus will include a water tower top and the City's name to mimic the original tower on Grant Avenue. Users of the tower will be able to climb into, hide, slide and swing out of.
e. **Sand Play area:** This will be a creative sand play area for children. The sand area will provide flat borders to build castles along with jumping rocks. The sand will need to be kept moist to provide great sand to play with.
f. **Natural rock and log play area with slide on grade:** This rock and log feature over long grass will allow kids to develop their balance and motor skills transferring from log to log, rock to rock. The slide on grade provides a long slide experience and the slide with rollers speeds up the slide experience and will let all ages enjoy this element.

g. **Individual picnic areas:** This area is strategically placed so moms, dads, grandmas and grandpas can watch their children play in the park.
h. **East site landscape:** The landscape on the east side brings the past back to the park. A mass planting of a small to midsize ornamental tree in an orchard layout will be planting to recreate the orchard feel.
i. **Concrete sidewalks and decomposed granite trails:** Pathways will encompass the perimeter of the site with antiqued concrete at the main entry points and the main thoroughfare on the south side of the park. The remaining sections of the paths will be decomposed granite to create a softer more rural feel in the park.

NEXT STEPS:
The City Zoning Ordinance requires a conditional use permit for the operation of a park site. This approval is granted by the Planning Commission with no discretionary approval needed by the City Council (unless on appeal). In an effort to seek Council input, the planned joint meeting is a means for staff to hear input from both legislative bodies prior to the scheduling of a use permit with the Planning Commission. Given the tight planning and construction window based on the terms of the CDBG grant, staff and its architectural consultant, Melton Design Group will need to expeditiously respond to comments and finalize a park design by the scheduled Planning Commission meeting on February 12, 2013. This meeting will be a public hearing with staff seeking approval of the final site design and use permit, including project conditions.

FISCAL IMPACTS:
The phasing of this project is being driven by two primary factors: 1) The CDBG grant, which is providing $360,000 in funding for park construction on the 1.6 acre piece located on the west side of the parcel has an expenditure deadline of June 30, 2013, therefore it is important to move forward with development of that piece as Phase 1; 2) The Proposition 84 grant, which provides $865,191 in funding for park construction on the 3.12 acre piece on the east side of the parcel (including the seasonal wetlands) has an expenditure deadline of June 30, 2017, the later phasing of this section of the park allows for the wetlands mitigation.

ATTACHMENTS:
A. Orchard Village Park Site Analysis
B. Orchard Village Park Preliminary Master Plan

ATTACHMENT A

EXISTING VEGETATION AND SOILS

VEGETATION
- MOSTLY NON-NATIVE GRASSES - 5 ACRE SITE
- THREE EXISTING TREES; 2 ALMOND AND 1 BLACK WALNUT RECOMMEND REMOVAL
- FEW SHRUBS TO BE REMOVED

SOILS
- RINCON SILTY CLAY LOAM AND BRENTWOOD SILTY CLAY LOAM ACCORDING TO PROJECT INITIAL STUDY
- THE SOIL WILL BE ANALYZED TO DETERMINE THE NEED FOR AMMENDMENTS NECESSARY FOR HEALTHY PARK TURF, SHRUB AND TREE GROWTH.

GRADES
- BESIDES POTENTIAL WETLAND AREA AND RETENTION BASIN SITE IS RELATIVLEY FLAT, WITH A GENERAL SLOPE OF 1%, DROPPING 2 TO 3' FROM THE EAST TO THE WEST.

WALNUT LN NEIGHBORHOOD TO NORTH EAST IS SMALL

RESIDENTIAL NEIGHBORHOODS ON ALL SIDES OF PARK AND DRIVE BY VIEWS FROM BUTTON ST AND WALNUT LN GREAT FOR SITE SECURITY

FUTURE DUTTON STREET

ORCHARD VILLAGE APTS:
- AFFORDABLE HOUSING
- 2 STORY APTS
- VIEWS TO PARK
- 1 TO 4 BEDROOM APTS
- POOL AND PLAYGROUND
- COVERED BBQ AREAS

(E) BIKE TRAIL ACCESS FROM RAILROAD AVE AND FROM SCHOOLS AND RESIDENTIAL NEIGHBORHOODS TO THE WEST

ALMOND DRIVE NEIGHBORHOOD TO NORTH EAST IS SMALL

36" ALMOND TREE
- SUGGEST REMOVING
- IF NOT SPRAYED, HARBORS PESTS HARMFUL TO VALLEY ALMOND GROVES

36" BLACK WALNTU
- SUGGEST REMOVING
- BADLY PRUNED AND TOO LARGE TO BE UNDER POWER LINES

SINGLE FAMILY HOMES SIDE YARD VIEWS TO PARK

BROADVIEW LANE SMALL NEIGHBORHOOD ACCESS

12" ALMOND TREE
- SUGGEST REMOVING
- IF NOT SPRAYED, HARBORS PESTS HARMFUL TO VALLEY ALMOND GROVES

NO EXISTING SIDEWALK, CURB OR GUTTER
- 50' ROW; ROOM FOR ON STREET PARKING

SINGLE FAMILY HOMES SIDE YARD VIEWS TO PARK

OVERHEAD POWER LINES
- LIMIT TREE PLANTING

POWERLINE POLES 3 ALONG THIS SIDE OF PARK

(E) STREETLIGHT 2 ON THIS SIDE OF STREET NEED ANY ON OTHER SIDE?

COLBY LANE SMALL NEIGHBORHOOD ACCESS

60' ROW

86' PUE

DUTTON STREET COLLECTOR ROAD MOSTLY RESIDENTIAL SOME COMMERCIAL

POTENTIAL FOR COMMUNITY GARDEN ON THIS SIDE OF PARK, (MORE USEFUL TO APT. COMPLEX BECAUSE THEY DO NOT HAVE YARD SPACE.

SINGLE FAMILY HOMES

POTENTIAL FOR BACK YARD ACCESS NORTH & SOUTH OF PARK

POTENTIAL FOR PLAYGROUND ON THIS SIDE OF PARK APTS. ON OTHER SIDE OF PARK HAVE A PLAYGROUND

WALNUT LANE COLLECTOR ROAD MOSTLY RESIDENTIAL SOME COMMERCIAL

MELTON DESIGN GROUP
309 WALL STREET
CHICO, CA 95928
530.899.1616

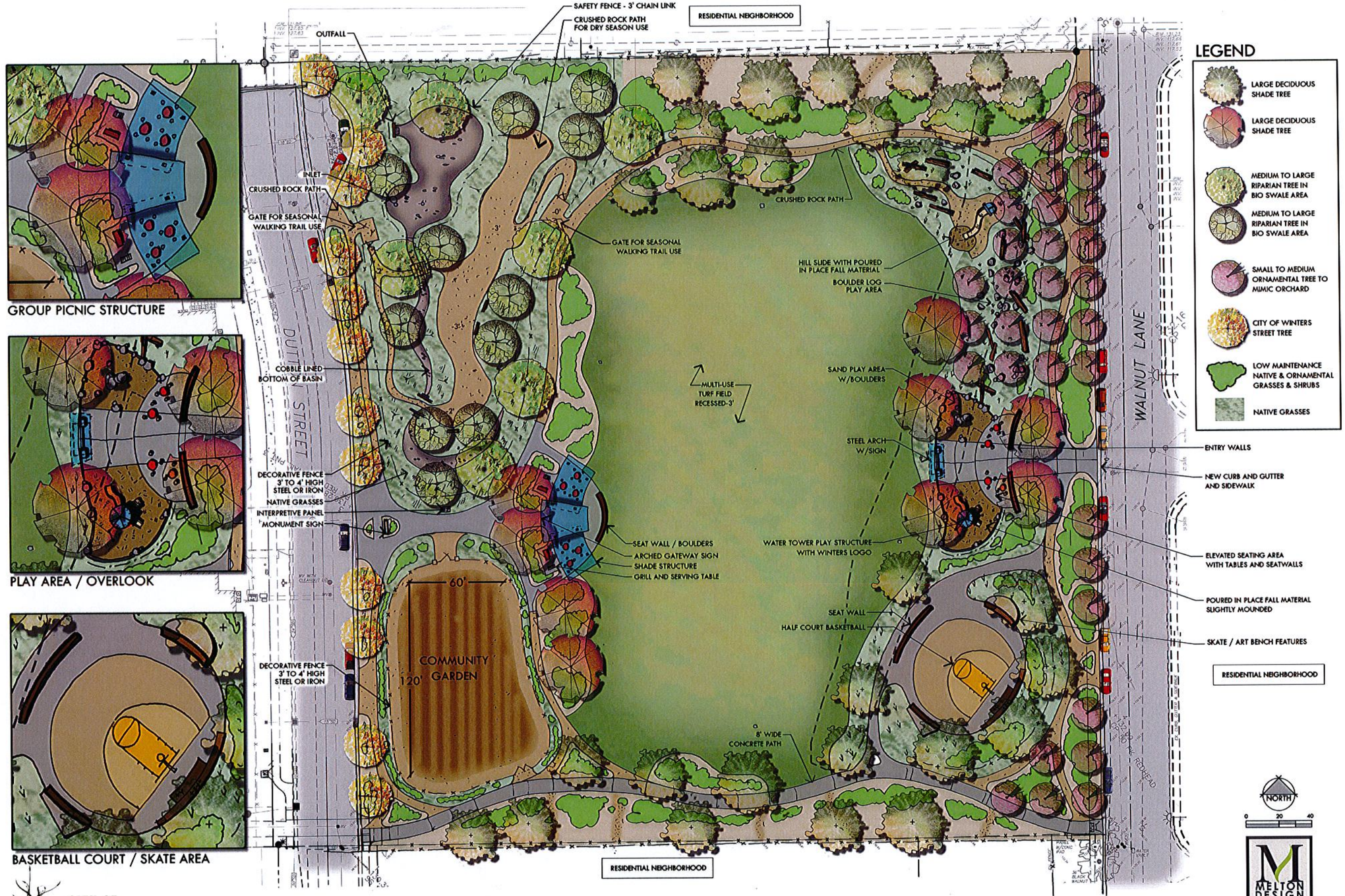
ORCHARD VILLAGE PARK - WINTERS, CA

SITE ANALYSIS

NORTH
0 30 60
2012-12-12 #2046

Plot Date: December 20, 2012 - 3:09 pm File Name: G:\MDG(2000-2100)\2046 Winters Park\2046 CAD\2046 Master Plan\2046 Site Analysis.dwg

ATTACHMENT B



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ORCHARD VILLAGE PARK

PRELIMINARY PARK MASTER PLAN

MELTON DESIGN GROUP
309 WALL STREET
CHICO, CA 95928
530.899.1616

2013-1-11 #2046

housing element process of which we would like to take advantage. In order to qualify for the streamlined process the City Council has to adopt the ordinances by January 31, 2013. Maguire explained that in order to make that timeline the review of these draft ordinances is being done with the Affordable Housing Steering Committee tonight. The benefit of taking advantage of the streamlined process is that it is easier and your approved housing element is good for an 8 year period instead of 4 year period. Maguire stated that having to do the housing element only once in an eight year period instead of twice would be a substantial saving to the City.

Maguire stated that staff has crafted these draft documents and that they are being reviewed by Melinda Coy, the City's contact person with the state Housing and Community Development Department. She will give us feedback regarding compliance with state law by the end of the week.

Maguire commended the Affordable Housing Steering Committee for their work and he pointed out that there are two stakeholders on the committee that participate above and beyond the call of duty, they are Commissioner Lisa Baker and Alyssa Meyer of Legal Services of Northern California. Committee member Meyer provided Maguire with her recommendations in advance of the meeting and he handed out her comments to the Commissioners.

Maguire stated that of the ordinances farmworker housing is the most challenging, we looked to the state for definitions but it is sketchy. Staff is approaching this making sure that the zoning designations we target this for are appropriate, it is not clear how much this differs from worker housing or multi-family housing that we already have in place. Maguire added that State law also requires that we have language for transitional and supportive housing though it is not likely that anyone will build that type of housing here. With regards to the ordinance on density bonus we needed to be more specific than what is currently in our code. The language in the draft density bonus ordinance was borrowed from Woodland.

Maguire informed the Planning Commission that Assistant City Attorney Kara Ueda and City Attorney John Wallace are also available to answer questions.

Commissioner Tramontana asked what is meant by transitional housing? Commissioner Baker responded that it is typically for special needs population to live to put money together to get into another situation, it often deals with people coming out of an abusive relationship or other dealing with other issues. City Manager Donlevy commented that it can also be for getting out of a psychiatric facility, jail, or homeless shelter. Commissioner Guelden, asked if they have to stay at least six months. The answer is yes, emergency housing would be for a shorter period of time. Commissioner Tramontana - where does this housing go? Maguire said we do not know exactly where it would go but it would be in residential areas. Commissioner Baker agreed and added that if someone was putting in more than 8 beds then it would be a different requirement. Commissioner Reyes - after two years you have to leave? Commissioner Baker replied in some cases yes, that the standard is two years at the outside max.

Commissioner Neu commented that he farmworker housing standards indicate the zones but that the zones are not spelled out in the transitional standards. Maguire responded that they can be in any family residential zone, Assistant City Attorney Ueda agreed. City Manager Donlevy gave the example of drug treatment as transitional housing - some are very well run and this business could happen in any of the residential zones, it is a type of program operated in a residential zone. Commissioner Kleeberg stated that most business uses are not permitted in residential areas and asked why are we allowing this. Commissioner Baker replied it is a state law that says we cannot deny it. Assistant City Attorney

Ueda commented that the primary purpose is that it is a residence - it is the use not the ownership. Commissioner Baker indicated that Yolo Housing operates two of them, single family homes in a single family subdivision. Commissioner Tramontana - if it is true we have to do this does it allow one, or a few, or several? Commissioner Baker, the rules apply on beds and not the number of houses typically six beds. Assistant City Attorney Ueda it is a theoretical possibility that you could have more than one home in a neighborhood. Commissioner Tramontana - supportive housing, could that apply to second unit on a property? Assistant City Attorney Ueda it could be as a matter of right to put a granny flat in all residential areas, not intended to include you in the main house and taking care of your mother. It is intended for agencies to take care of people.

7 pm Chairman Biasi opened the public hearing. - Alyssa Meyer from Legal Services of Northern California, stated that the she had quickly drafted her comments that were distributed to the commissioners. She said that the draft farmworker housing ordinance seemed restricted and she wants it to include agricultural workers that live off the land. She also wants statutory language from the law in the ordinance. At 7:02 the public hearing was closed.

Commissioner Baker said that Meyers' comments make great sense she also asked if there were big changes in the draft ordinances will it come back to planning commission. Maguire stated it is staff's intent that if went beyond minor changes discussed here then we would ask for special meeting of the planning commission before the December 18th City Council meeting. Maguire said the adoption timeline changed to end of January 2013 so the City Council first reading is December 18, 2012 then January 15, 2013 will be for the second reading and adoption. Maguire said that the end of January for adoption is okay to allow us to qualify for the streamlined process.

Commissioner Baker – asked why the reference to single male farmworkers in the standards. Maguire – said there is no good answer to that and we are seeking clarification, we are trying to get feedback from HCD on it. The commission agreed that it should be changed to single workers and remove the word "male."

Commissioner Neu – commented that given the language and short notice it is asking a lot for us to look at this now. Maguire acknowledged that and said that staff recommends approval with the caveat that once we receive feedback from HCD that if major changes are needed we will come back to the Planning Commission and we will incorporate recommendations made by Affordable Housing Steering Committee member Alyssa Meyers of Legal Services. Commissioner Biasi asked if it was noticed in the paper. Maguire responded yes.

Commissioner Baker moved with amending the ordinances to incorporate the recommendations from Alyssa Meyers of Legal Services of Northern California and change the wording to single farm workers (deleting the word "male"), and come back to the Planning Commission if major changes are needed. The motion was seconded by Commissioner Guelden. The motion passed unanimously.

AYES: Commissioners Baker, Guelden, Kleeberg, Neu, Reyes, Tramontana and Chairman Biasi.

NOES: None

ABSTAIN: None

ABSENT: None

DISCUSSION ITEM:

B. Report on the Bikeway System Master Plan Update

City Manager John Donlevy introduce the item and UC Davis Interns Maricela Salazar and Frederik Zavala-Lambera.

Salazar and Zavala-Lambera reported that the last time the bikeway system master plan was updated was November 19, 2002. The City has completed the projects in that plan and the main goal with this update is to fulfill SACOG's requirements and those of Caltrans Bicycle Transportation Account for funding. The update reflects completed projects, adds proposed projects and provides current community information. Essentially there is nothing in this plan that is new to the community of Winters. Two opportunities for funding are coming up soon, the first is at the end of March and the other is in April. Once the update is approved by City Council the plan will be eligible for the SACOG bikeway list and regional master plan. They reported that currently Winters has only one project on the SACOG list but by updating the master plan we can then get other projects on the list.

Staff interns commented that their first task in updating the plan was to do a literature review, review city documents, statewide and regional plans. They worked closely with Lacey Symons-Holtzen, the bike and pedestrian coordinator for SACOG and modeled the update on the Citrus Heights plan that is recognized by SACOG as a good master plan.

They reported that a lot of public outreach has already been done that can be used for be used for the report. City resources should be concentrated rather than dispersed among several projects so that projects can be completed, thus the projects in the update are from the Complete Streets Concept Plan and Putah Creek Master Plan. A survey is being made available around town and online for additional input. The early surveys have several comments regarding Grant Avenue bike lanes and a Putah Creek loop.

Commissioner Neu suggested talking with someone from the paper to make sure it is covered. Commissioner Tramontana suggested they be placed in wine bars and every open place in Winters. Commissioner Baker suggested they be distributed at the December El Rio Villa community meeting she also volunteered to help with corrections in the Spanish translation of the survey. It was reported that the survey is to support the priority projects, what the City Council will get is the final draft of the plan with the priority projects.

City Manager Donlevy indicated that Niemann and Third Street are on the current SACOG list. Those projects are not part of what we are proposing because they require a massive amount of infrastructure. He added that the Niemann project will not happen until more houses out there, there were five projects in the 2002 plan and we did the other four of those. Chair Biasi are these five projects in the update listed in order of priority? Salazar responded once we get more public input the order of the projects may change but they could proceed out of that order if other major projects happen first. Chair Biasi asked about the funding opportunities. Salazar responded that there is SACOG funding available as part of the regional bikeway list and that Caltrans also has funds available. Commissioner Baker asked if the guidelines for the Grant Avenue design corridor are being considered. Salazar said yes, it was looked at and it should be in Section 3 plan development - we can address it there, it should have been there. Chair Biasi stated that it seems logical that the Planning Commission recommend this go to council so we are prepared for funding opportunities. Commissioner Guelden commented that on page 8, table 3

the numbers seem out of line, perhaps more thought should be given to the estimated numbers. Salazar replied that this is from the 2002 update from a Federal bikeway and pedestrian study. She said that because we are small it is difficult to find bike ridership information for Winters. She is trying to find Federal information for current Winters usage but has not found anything as yet. She is trying to see if there is a new Federal or California study.

Commissioner Kleeberg asked if the City Council is going to be asked to vote on the priority of the projects. City Manager Donlevy replied that this plan spins off of other plans, basically roadway infrastructure. The survey could help with information regarding bicycle facilities such as bike racks. If there are things that come out of the survey that we can do right away then we can go forward with those things for now. Donlevy stated that from a CEQA standpoint we want to spin off of the other documents such as the compete streets plan.

Commissioner Tramontana commented that many people ride the wrong way down our streets and it is very dangerous, he wanted to know if there is something for educating cyclists in the plan. City Manager Donlevy said the Winters bike group is trying to do that, adults won't show up but we can try to educate the kids. Vice Chair Neu said it would it be helpful if the survey asks if people live in Winters. If the survey is at Steady Eddy's then a lot out of towners will be answering. Salazar said she will add that question and also a comment box asking if they come from out of town why do they come here. Commissioner Guelden said he was curious about ease of traffic to get into town. City Manager Donlevy said the Putah Creek Park Master Plan addresses that, there are plans for an additional bike pedestrian bridge out at I-505, the City owns property into Solano County, Solano County Putah Creek road improvements would include bike lane improvements –but this is very far down the road.

Winters Express Editor Debra De Angelo commented that the bike lanes are often full of trash, parked cars and trash cans. Also on streets with diagonal parking, there are no bike lanes and going to schools is not addressed. Chair Biasi commented that out near the new Public Safety Facility there will be a signal when development goes in but asked if in the meantime a flashing light could be placed at the intersection there, there are crosswalks by no signal. Commissioner Baker added that it is not safe out in that area because cars are speeding up there. Chair Biasi said the City of Davis has ones that get your attention. Salazar said she will look into funding for that and will talk to SACOG and to Caltrans. One thing that can be done now is to get bike safety tips out to the public.

City Manager Donlevy said the plan will come back to the Planning Commission prior to the final document going to the City Council to adopt the resolution.

COMMISSIONER/STAFF COMMENTS: None

ADJOURNMENT: The meeting was adjourned by Chair Biasi at 8:00 p.m.

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Mary Jo Rodolfa, Management Analyst

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Bill Biasi, Chairman

CITY OF WINTERS
california
Est. 1875

PLANNING COMMISSION
STAFF REPORT

TO: Honorable Chair and Commissioners

DATE: January 22, 2013

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

FROM: Maricela Salazar, Intern
And Frederik Zavala-Lambera, Intern

SUBJECT: Second Report on the Winters Bikeway System Master Plan Update, Re-Affirm the Previously Certified and Approved 1998 Negative Declaration for the Winters Bikeway System Plan and Consideration of Recommendation for Approval by the City Council

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RECOMMENDATION: Staff recommends that the City Council take the following actions; 1) Receive the staff report; 2) Re-Affirm the previously certified and approved 1998 Negative Declaration for the Winters Bikeway System Plan and 3) Recommend that staff move forward with a resolution adopting the Winters Bikeway System Master Plan Update at the February 5, 2013 City Council meeting.

BACKGROUND: The Planning Commission previously saw the first draft of the Bikeway System Master Plan Update on November 27, 2012. At that time the Commissioners provided comments and direction to staff for changes to be made. This second draft incorporates changes from that meeting. On January 15, 2012 the Winters City Council reviewed the second draft and provided their comments. Comments from the City Council focused on removing references to redevelopment funding and changing Morgan Street roundabout in Table 6 to Walnut Lane roundabout. Currently staff is working on incorporating the recommendations from the City Council meeting, finalizing the formatting of the document and inserting maps and tables as indicated in the plan.

CEQA REVIEW: The City of Winters supports the use of bikeways for commuting and recreational purposes and recognizes the benefits of bikeways for reducing air emissions. The Bikeway System Master Plan was adopted by Resolution 98-24 along with a Negative Declaration for the City of Winters Bikeway System Master Plan. On November 19, 2002 the City Council adopted an update to the 1998 plan and re-affirmed the previously certified and approved 1998 Negative Declaration (Attachment A). Attached please find the City Attorney's memo dated

January 17, 2013 regarding confirming the current Negative Declaration as the level of CEQA review (Attachment B).

Several projects in the plan have been completed and it is necessary to again update the plan in order to reflect the completed projects, add proposed projects and provide current community profile information. The update is also required for the City to be eligible for future project funding. Essentially nothing in this plan is new to the community of Winters. Intern Maricela Salazar has been working closely with Lacey Symons-Holtzen, the Bike and Pedestrian Coordinator at SACOG to make sure the plan meets the requirements for not only SACOG funding but also, Caltrans Bicycle Transportation Account funding.

The proposed update incorporates already performed research and public outreach from other plans the City has adopted including the City of Winters Complete Streets- Grant Avenue Corridor Plan and the Putah Creek Park Master Plan where bike and pedestrian lane improvements were specifically identified. Improvements range from Class I trails to improved lane markings. From these plans a list was generated that outlined projects relating to the bikeway system in Winters, called the "SACOG project list."

A draft of the Winters Bikeway System Master Plan Update is available on the City's website and at City Hall for public comment. Additionally the public participated in a survey addressing the bicycling culture in the City of Winters. Over 70 surveys were received. Information gleaned from the surveys will serve as a guide for the order in which projects shall be prioritized.

RECOMMENDATION: Staff recommends that the Planning Commission take the following action:

1) Receive the staff report;
2) Re-Affirm the previously certified and approved 1998 Negative Declaration for the Winters Bikeway System Plan; and
3) Recommend that staff move forward with a resolution adopting the Winters Bikeway System Master Plan Update at the February 5, 2013 City Council meeting.

ATTACHMENTS:

A. October 27, 1998 Memorandum re: Adoption of the Negative Declaration for the City of Winters Bikeway System Master Plan and the Bikeway System Master Plan (pp 16 – 34)
B. City Attorney Memo Dated January 17, 2013 (p 35)
C. Bikeway System Master Plan Update (pp 36 – 105)

ATTACHMENT A

City of Winters
FOUNDED IN 1875
318 First Street
Ph. (530) 795-4910
FAX (530) 795-4935
Winters, California 95694-1923

MAYOR: Chris Calvert
MAYOR PRO TEM: John Frazier
COUNCIL: Harold Anderson
Jiley Romney
Tom Stone
MAYOR EMERITUS: Robert Chapman
TREASURER: Margaret Dozier
CITY CLERK: Nanci Mills
CITY MANAGER: Merrell Watts

MEMORANDUM

TO: City Council

THROUGH: Merrell Watts - City Manager MW

FROM: Randy Bloom - Community Development Director

BY: Dan Sokolow - Administrative Assistant, Public Works Department

DATE: October 27, 1998

RE: Adoption of the Negative Declaration for the City of Winters Bikeway System Master Plan and the Bikeway System Master Plan

---

RECOMMENDATION

Conduct the public hearing on the Negative Declaration for the City of Winters Bikeway System Master Plan and adopt the Negative Declaration and the BSMP -- Resolution 98-24.

BACKGROUND

The City received a $10,000 Clean Air Funds grant last year from the Yolo-Solano Air Quality Management District for the preparation and completion of a bikeway system master plan (BSMP). Copies of the draft BSMP were provided to City Councilmembers at the October 20 City Council meeting. The Planning Commission recommended approval of the BSMP at its October 27 meeting.

By adopting a BSMP, the City will have a recognized planning document for initiating new bicycle routes and upgrading existing ones. The City's General Plan (Implementation Policy III.10) also calls for the preparation of a BSMP. A BSMP should also improve the City's opportunities for qualifying for various transportation funding sources to construct and enhance City bicycle routes.

The BSMP covers six areas: goals and objectives, existing bicycling conditions, proposed bikeway programs and system, design and maintenance standards, promotion of cycling, and implementation strategy for bikeway improvements. Most importantly, the BSMP details four high priority projects. Two of these include striping/signage/crosswalk improvements for Main Street and the restoration/rehabilitation of the Southern Pacific Railroad Trestle. The high

priority projects were selected in consultation with the consultant who prepared the draft BSMP (Michael Jones of Alta Transportation Consulting), Mayor Calvert, Planning Commissioner Joe Tramontana, and City Staff.

After adoption of the Negative Declaration and the BSMP by the City Council, the BSMP will be forwarded to the Sacramento Area Council of Governments for review and approval. Finally, the Caltrans Bicycle Facilities Unit will be asked to formally approve the City's BSMP.

ATTACHMENTS

Resolution 98-24.
Negative Declaration

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CITY COUNCIL
RESOLUTION NO. 98-24

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF WINTERS ADOPTING A NEGATIVE DECLARATION FOR THE BIKEWAY SYSTEM MASTER PLAN AND THE WINTERS BIKEWAY SYSTEM MASTER PLAN

WHEREAS, the City of Winters supports the use of bikeways for transportation purposes in the City and to locations outside of the City for both commuting and recreational uses; and

WHEREAS, the City's General Plan (Implementation Policy III.10) calls for the preparation of a bicycle master plan, and

WHEREAS, the City of Winters had been awarded a $10,000 grant from the Yolo-Solano Air Quality Management District for a Bikeway System Master Plan, and

WHEREAS, the Planning Commission noticed a public hearing on the draft Bikeway System Master Plan held on October 27, 1998, and

WHEREAS, the Planning Commission conducted said hearing and, after receipt of the staff report, written correspondence, and public comments, closed the public hearing and recommended adoption of the draft Bikeway System Master Plan to the City Council, and

WHEREAS, an Initial Study was conducted on the Bikeway System Master Plan in accordance with provisions of the California Environmental Quality Act, and, based on the results of said Study, a draft Negative Declaration was recommended, and

WHEREAS, the Initial Study was circulated for public review and comment, with said comment period closing on November 3, 1998, and

WHEREAS, the City Council noticed a public hearing on the draft Negative Declaration and the Bikeway System Master Plan held on November 3, 1998

WHEREAS, the City Council conducted said hearing and, after receipt of the staff report, written correspondence and public comments, closed the public hearing.

NOW, THEREFORE BE IT RESOLVED that the City Council of the City of Winters, having considered all information submitted on this matter, finds as follows:

1. Adopts the Negative Declaration for the Bikeway System Master Plan.

2. Adopts the Bikeway System Master Plan.

PASSED AND ADOPTED at a regular meeting of the Winters City Council, County of Yolo, State of California, on the 3rd day of November 1998, by the following roll call vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

Chris Calvert, MAYOR

ATTEST:

Nanci G. Mills, CITY CLERK

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Environmental Document
City of Winters
Planning and Building Department

CITY OF WINTERS
318 FIRST STREET
WINTERS, CA 95694

NEGATIVE DECLARATION

Project Title: Winters Bikeway System Master Plan

Address/Location See Initial Study (attached)

Contact Person: Randy Bloom **Phone:** (530) 795-2101

Project Description: See Initial Study (attached)

The Community Development Director of the City of Winters has reviewed the proposed master plan described herein and has found that it will not result in any significant effect upon the environment because of the reasons listed below:

Reasons for Negative Declaration:

The initial study (attached) has not identified any significant, adverse environmental impacts that may occur because of the master plan.

Copies of the plans and other documents relating to the master plan may be examined by interested parties at the Planning and Building Department, in City Hall, at the above address. Comments regarding the proposed master plan must be made in writing and filed with the City Clerk, City of Winters prior to November 3, 1998.

Date: October 9, 1998

Randy Bloom

Community Development Director
City of Winters

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Environmental Document
City of Winters
Planning and Building Department

WINTERS BIKEWAY SYSTEM MASTER PLAN
ENVIRONMENTAL DOCUMENT
INITIAL STUDY

GENERAL

A. Description of the Project

The City of Winters is proposing to adopt the Winters Bikeway System Master Plan. The Master Plan recommends the development of a comprehensive bikeway system in Winters, comprised of Class I bike paths, Class II bike lanes, and Class III bike routes as well as pedestrian crossing improvements. The system effectively connects all residential neighborhoods with the major activity centers in the City, such as downtown, schools, parks, and the library.

The major components of the Master Plan are rehabilitation of the historic Southern Pacific Railroad Trestle, completion of the Putah Creek Pathway, bike lanes or routes on Main Street, Railroad Avenue, Third Street, Hemenway Street, and Moody Slough Road, and new programs to promote bicycling and bikeway safety.

B. Related Plans and Policies

Winters General Plan

The Winters General Plan (Implementation Policy III.10) calls for the adoption of a bicycle system master plan as an implementation measure as a means of promoting bicycle travel as an alternative to automobile use. Aside from identifying potential bike lanes (or parking lanes) as part of all future street standards (except local streets), the General Plan emphasizes techniques to make downtown a 'pedestrian-oriented' place. Other relevent sections include Transportation and Circulation Goals and Policies to (a) restore the historic railroad trestle over Putah Creek, (b) utilize street design standards which promote pedestrian and bikeway travel and safety over speed and capacity, and (c) provide good bikeway and pedestrian connections to future schools. The Recreational and Cultural Resources Element includes (a) the development of a citywide network of

pedestrian and bikeway pathways and equestrian trails. The pedestrian and bikeway pathway and trail system should be designed to link parks, schools, civic and major shopping and employment centers.

County of Yolo Bikeway Plan (1993)

This plan identifies a future high priority Class II bike lane along Russell Boulevard (County Road E6) leading from Davis to Winters (from the County Road 93A junction to Interstate 505). A potential Class III bike route is identified on State Highway 128 leading from Winters towards Lake Berryessa. A Class III bike route is identified leading north from Winters on County Road 29, with four bridge widening projects identified.

Winters Circulation Master Plan (1992)

This plan does not address bikeways except to the extent that it identifies potential bike lanes as part of the Recommended Street Design Standards for all but local streets.

Putah Creek Nature Park Conceptual Master Plan (1995)

This plan identifies a paved ten-foot wide multi-use trail (or Class I bike path) along the north side of Putah Creek between Railroad Avenue and Interstate 505 to the east within the 100-foot setback limit from the creek. The pathway would have connections into Winters at various locations including Creekside Way and East Street. The plan also identifies the conversion of the historic Southern Pacific Railroad Trestle into a bikeway/pedestrian facility.

C. Community Services

The development of Class I and Class II bikeways will create additional recreational as well as transportation opportunities. Development and maintenance of these facilities may have a moderate effect upon government services for continued maintenance. Bikeway improvements in existing areas will need to be largely financed through grant programs. Continued maintenance of the bikeways would be incorporated into the existing city street maintenance program.

PROJECT COMPATIBILITY WITH EXISTING ZONES AND PLANS

The Bikeway System Master Plan, as proposed, is consistent with the Winters General Plan, the Winters Circulation Master Plan, and the Putah Creek Nature Park Conceptual Master Plan.

NAME OF PERSON WHO PREPARED INITIAL STUDY

Randy Bloom
Community Development Director

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CEQA INITIAL STUDY
ENVIRONMENTAL CHECKLIST FORM

1. **Project title:** Winters Bikeway System Master Plan

2. **Lead agency name and address:** City of Winters, 318 First Street, Winters, CA 95694

3. **Contact person and phone number:** Randy Bloom, (530) 795-2101

4. **Project location:** Various sites throughout Winters

5. **Project sponsor's name and address:** See item #2

6. **General Plan designation:** Not applicable 7. **Zoning:** Not applicable

8. **Description of project:** The City of Winters is proposing to adopt the Winters Bikeway System Master Plan. The Master Plan recommends the development of a comprehensive bikeway system in Winters, comprised of Class I bike paths, Class II bike lanes, and Class III bike routes as well as pedestrian crossing improvements. The system effectively connects all residential neighborhoods with the major activity centers in the City, such as downtown, schools, parks, and the library.

   The major components of the Master Plan are rehabilitation of the historic Southern Pacific Railroad Trestle, completion of the Putah Creek Pathway, bike lanes or routes on Main Street, Railroad Avenue, Third Street, Hemenway Street, and Moody Slough Road, and new programs to promote bicycling and bikeway safety.

9. **Surrounding land uses and setting:** The Bikeway System Master Plan's major components are adjacent to residential, commercial, institutional, and riparian park areas.

10. **Other public agencies whose approval is required:** The Sacramento Area Council of Governments and the California Department of Transportation.

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED:

The environmental factors checked below would be potentially affected by this project, involving at least one impact that is a "Potentially Significant Impact" as indicated by the checklist on the following pages.

- ☐ Land Use and Planning
- ☐ Population and Housing
- ☐ Geological Problems
- ☐ Water
- ☐ Air Quality
- ☐ Transportation/Circulation
- ☐ Biological Resources
- ☐ Energy and Mineral Resources
- ☐ Hazards
- ☐ Noise
- ☐ Public Services
- ☐ Utilities and Service Systems
- ☐ Aesthetics
- ☐ Cultural Resources
- ☐ Recreation

ENVIRONMENTAL IMPACTS:

		Potentially Significant Impact	*Potentially Significant Unless Mitigation Incorporated*	*Less than Significant Impact*	*No Impact*
I.	**LAND USE AND PLANNING.** Would the proposal:	☐	☐	☐	☒
a)	Conflict with general plan designation or zoning ?				
b)	Conflict with applicable environmental plans or policies adopted by agencies with jurisdiction over the project?	☐	☐	☐	☒
c)	Be incompatible with existing land use in the vicinity?	☐	☐	☐	☒
d)	Affect agricultural resources or operations (e.g., impacts to soils or farmlands, or impacts from incompatible uses)?	☐	☐	☐	☒
e)	Disrupt or divide the physical arrangement of an established community (including a low-income or minority community)?	☐	☐	☐	☒
II.	**POPULATION AND HOUSING.** Would the proposal:				
a.	Cumulatively exceed official regional or local population projections?	☐	☐	☐	☒
b.	Induce substantial growth in an area either directly or indirectly (e.g., through projects in an undeveloped area or extension of major infrastructure?)	☐	☐	☐	☒
c.	Displace existing housing, especially affordable housing?	☐	☐	☐	☒
III.	**GEOLOGIC PROBLEMS.** Would the proposal result in or expose people to potential impacts involving:				
a.	Fault rupture?	☐	☐	☐	☒

		Potentially Significant Impact	*Potentially Significant Unless Mitigation Incorporated*	*Less than Significant Impact*	*No Impact*
b.	Seismic ground shaking?	☐	☐	☐	☒
c.	Seismic ground failure, including liquefaction?	☐	☐	☐	☒
d.	Seiche, tsunami, or volcanic hazard?	☐	☐	☐	☒
e.	Landslides or mudflows?	☐	☐	☐	☒
f.	Erosion, changes in topography or unstable soil conditions from excavation, grading, or fill?	☐	☐	☐	☒
g.	Subsidence of land?	☐	☐	☐	☒
h.	Expansive soils?	☐	☐	☐	☒
I.	Unique geologic or physical features?	☐	☐	☐	☒
IV.	**WATER.** Would the proposal result in:				
a.	Changes in absorption rates, drainage patterns, or the rate and amount of surface runoff?	☐	☐	☐	☒
b.	Exposure of people or property to water related hazards such as flooding?	☐	☐	☐	☒
c.	Discharge into surface waters or other alteration of surface water quality (e.g., temperature, dissolved oxygen or turbidity?)	☐	☐	☐	☒
d.	Changes in the amount of surface water in any water body?	☐	☐	☐	☒
e.	Changes in currents, or the course or direction of water movements?	☐	☐	☐	☒
f.	Changes in quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations or through substantial loss of groundwater recharge capability?	☐	☐	☐	☒
g.	Altered direction or rate of flow of groundwater?	☐	☐	☐	☒
h.	Impacts to groundwater quality?	☐	☐	☐	☒
I.	Substantial reduction in the amount of groundwater otherwise available for public water supplies?	☐	☐	☐	☒

		Potentially Significant Impact	*Potentially Significant Unless Mitigation Incorporated*	*Less than Significant Impact*	*No Impact*
V.	**AIR QUALITY.** Would the proposal:				
a.	Violate any air quality standard or contribute to an existing or projected air quality violation?	☐	☐	☐	☒
b.	Expose sensitive receptors to pollutants?	☐	☐	☐	☒
c.	Alter air movement, moisture, or temperature, or cause any change in climate?	☐	☐	☐	☒
d.	Create objectionable odors?	☐	☐	☐	☒
VI.	**TRANSPORTATION/CIRCULATION.** Would the proposal result in:				
a.	Increased vehicle trips or traffic congestion?	☐	☐	☐	☒
b.	Hazards to safety from design features (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	☐	☐	☐	☒
c.	Inadequate emergency access or access to nearby uses?	☐	☐	☐	☒
d.	Insufficient parking capacity onsite or offsite?	☐	☐	☐	☒
e.	Hazards or barriers for pedestrians or bicyclists?	☐	☐	☐	☒
f.	Conflicts with adopted policies supporting alternative transportation (e.g., bus turnouts, bicycle racks)?	☐	☐	☐	☒
g.	Rail, waterborne or air traffic impacts?	☐	☐	☐	☒
VII.	**BIOLOGICAL RESOURCES.** Would the proposal result in impacts to:				
a.	Endangered, threatened or rare species or their habitants (including but not limited to plants, fish, insects, animals, and birds?)	☐	☐	☐	☒
b.	Locally designated species (e.g. , heritage trees)?	☐	☐	☐	☒
c.	Locally designated natural communities (e.g., oak forest, coastal habitat, etc.)?	☐	☐	☐	☒
d.	Wetland habitat (e.g., marsh, riparian, and vernal pool)?	☐	☐	☐	☒

		Potentially Significant Impact	*Potentially Significant Unless Mitigation Incorporated*	*Less than Significant Impact*	*No Impact*
e.	Wildlife dispersal or migration corridors?	☐	☐	☐	☒
VIII.	**ENERGY AND MINERAL RESOURCES.** Would the proposal:				
a.	Conflict with adopted energy conservation plans?	☐	☐	☐	☒
b.	Use nonrenewable resources in a wasteful and inefficient manner?	☐	☐	☐	☒
c.	Result in the loss of availability of known mineral resources that would be of future value to the region and the residents of the State?	☐	☐	☐	☒
IX.	**HAZARDS.** Would the proposal involve:				
a.	A risk of accidental explosion or release of hazardous substances (including, but not limited to, pesticides, chemicals, or radiation)?	☐	☐	☐	☒
b.	Possible interference with an emergency response plan or emergency evacuation plan?	☐	☐	☐	☒
c.	The creation of any health hazard or potential health hazard?	☐	☐	☐	☒
d.	Exposure of people to existing sources of potential health hazards?	☐	☐	☐	☒
e.	Increased fire hazard in areas with flammable brush, grass, or trees?	☐	☐	☐	☒
X.	**NOISE.** Would the proposal result in:				
a.	Increases in existing noise levels?	☐	☐	☐	☒
b.	Exposure of people to severe noise levels?	☐	☐	☐	☒
XI.	**PUBLIC SERVICES.** Would the proposal have an effect upon, or result in a need for new or altered government services in any of the following areas:				
a.	Fire protection?	☐	☐	☐	☒
b.	Police protection?	☐	☐	☐	☒
c.	Schools?	☐	☐	☐	☒

		Potentially Significant Impact	*Potentially Significant Unless Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*
d.	Maintenance of public facilities, including roads?	☐	☐	☒	☐
e.	Other governmental services?	☐	☐	☐	☒
XII.	**UTILITIES AND SERVICE SYSTEMS.** Would the proposal result in a need for new systems or supplies, or substantial alterations to the following utilities:				
a.	Power or natural gas?	☐	☐	☐	☒
b.	Communications systems?	☐	☐	☐	☒
c.	Local or regional water treatment or distribution facilities?	☐	☐	☐	☒
d.	Sewer or septic tanks?	☐	☐	☐	☒
e.	Storm water drainage?	☐	☐	☐	☒
f.	Solid waste disposal?	☐	☐	☐	☒
g.	Local or regional water supplies?	☐	☐	☐	☒
XIII.	**AESTHETICS.** Would the proposal:				
a.	Affect a scenic vista or scenic highway?	☐	☐	☐	☒
b.	Have a demonstrable negative aesthetic effect?	☐	☐	☐	☒
c.	Create light or glare?	☐	☐	☐	☒
XIV.	**CULTURAL RESOURCES.** Would the proposal:				
a.	Disturb paleontological resources?	☐	☐	☐	☒
b.	Disturb archaeological resources?	☐	☐	☐	☒
c.	Have the potential to cause a physical change which would affect unique ethnic cultural values?	☐	☐	☐	☒
d.	Restrict existing religious or sacred uses within the potential impact area?	☐	☐	☐	☒

		Potentially Significant Impact	*Potentially Significant Unless Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*
XV.	**RECREATION.** Would the proposal:				
a.	Increase the demand for neighborhood or regional parks or other recreational facilities?	☐	☐	☐	☒
b.	Affect existing recreational opportunities?	☐	☐	☐	☒

XVI. MANDATORY FINDINGS OF SIGNIFICANCE.

a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?

☐ ☐ ☐ ☒

b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?

☐ ☐ ☐ ☒

c. Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)

☐ ☐ ☐ ☒

d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

☐ ☐ ☐ ☒

Authority: Public Resources Code Sections 21083 and 21087.
Reference: Public Resources Code Sections 21080(c), 21080.1, 21083, 21083.3, 21093, 21094, 21151; Sundstrum v. County of Mendocino, 202 Cal. App. 3d 296 (1988); Leonoff v. Monterey Board of Supervisors, 222 Cal. App 3d 1337 (1990).

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DETERMINATION:

On the basis of this initial evaluation:

☒ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on the attached sheet have been added to the project. A NEGATIVE DECLARATION will be prepared.

☐ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the proposed project MAY have a significant effect(s) on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets, if the effect is a "potentially significant impact" or "potentially significant unless mitigated." An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because all potentially significant effects (a) have been analyzed adequately in an earlier EIR pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR, including revisions or mitigation measures that are imposed upon the proposed project.

Signature Randy Bloom Date 10-9-98

Printed Name Randy Bloom For

WINTERS BIKEWAY SYSTEM MASTER PLAN
ATTACHMENT TO ENVIRONMENTAL CHECKLIST FORM

Land Use and Planning

The Bikeway System Master Plan is consistent with the Winters General Plan. The General Plan (Implementation Policy III.10) calls for the adoption of a bicycle system master plan as an implementation measure as a means of promoting bicycle travel as an alternative to automobile use. Aside from identifying potential bike lanes (or parking lanes) as part of all future street standards (except local streets), the General Plan emphasizes techniques to make downtown a 'pedestrian-oriented' place. Other relevant sections include Transportation and Circulation Goals and Policies to (a) restore the historic railroad trestle over Putah Creek, (b) utilize street design standards which promote pedestrian and bikeway travel and safety over speed and capacity, and (c) provide good bikeway and pedestrian connections to future schools. The Recreational and Cultural Resources Element includes (a) the development of a citywide network of pedestrian and bikeway pathways and equestrian trails. The pedestrian and bikeway pathway and trail system should be designed to link parks, schools, civic and major shopping and employment centers.

Population and Housing

The Master Plan will not alter the location, distribution, density, or growth rate of the human population in the area. Many of the proposed bikeway improvements are already adjacent to areas either fully developed or scheduled to be fully developed. The Master Plan will not adversely affect existing housing or produce a need for additional housing.

Geologic Problems

The Master Plan will not result in or expose people to potential geologic problems such as fault rupture, seismic ground failure, landslides, or subsidence of land.

Water

The Master Plan will not impact groundwater quantity and quality or damage any adjacent surface water bodies.

Air Quality

The Master Plan has the potential to improve air quality through a reduction in vehicle exhaust emissions that results from the increased number of bicyclists and pedestrians.

Transportation/Circulation

The Master Plan will not increase vehicle trips or traffic congestion. Instead, it may lower vehicle trips and traffic congestion by increasing the number of people who bicycle and walk to work, school, shops, and for pleasure.

Biological Resources

The Putah Creek Pathway is one of the major features of the Putah Creek Nature Park Conceptual Master Plan. The pathway or other components of the Bikeway System Master Plan will not threaten or impact any biological resources such as endangered species, locally designated species and natural communities, and wildlife habitats.

Energy and Mineral Resources

The Master Plan will not result in the use of substantial amounts of fuel or energy, nor will it produce a substantially increased demand for fuel or energy. Mineral resources will not be affected by the Master Plan.

Hazards

The Master Plan will not result in exposure of people to potential health hazards or create health hazards.

Noise

The Master Plan will not expose people to severe noise.

Public Services

The development of Class I and Class II bikeways will create additional recreational as well as transportation opportunities. Development and maintenance of these facilities may have a moderate effect upon government services for continued maintenance. Bikeway improvements in existing areas will need to be largely financed through grant programs. Continued maintenance of the bikeways would be incorporated into the existing city street maintenance program.

Utilities and Service Systems

The Master Plan will not result in a need for new systems or supplies, or substantial alterations to power, natural gas, communications, wastewater, storm drainage, and solid waste disposal utilities or services.

Aesthetics

The Master Plan will not result in the obstruction of a scenic vista or view open to the public, or create an aesthetically offensive site open to the public. In the case of the Putah Creek Pathway, the construction of the pathway will increase the public's access to scenic vistas and views at the Putah Creek Nature Park.

Cultural Resources

The Master Plan will not result in a significant impact on cultural resources.

Recreation

The Master Plan will increase recreational opportunities for bicyclists and pedestrians by adding new bikeways. Existing recreational facilities will not be impacted by the Master Plan.

Mandatory Findings of Significance

The Master Plan will not result in environmental effects causing substantial adverse effects on human beings, rare or protected plant/animal species and cultural resources either directly or indirectly, or through cumulative effects.

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ATTACHMENT B

CITY OF WINTERS
california
Est. 1875

Office of the City Attorney
John C. Wallace, City Attorney
City Hall, 318 First Street
Winters, CA 95694
(530) 795-4910, ext. 165/FAX (530) 795-4935
john.wallace@cityofwinters.org
Direct Line: (530) 794-6765
Direct FAX: (530) 795-3578

MEMO

TO:	Mary Jo Rodolfa
DATE:	January 17, 2013
FROM:	John C. Wallace, City Attorney
THROUGH:	JOHN W. DONLEVY, JR., City Manager
SUBJECT:	Bikeway Master Plan Update - Planning Commission

RECOMMENDATION: That the Planning Commission make recommendations on the Plan to the Winters City Council and, pending further review by the City Council, confirm the current Negative Declaration as the level of CEQA review.

BACKGROUND: This is the second update of the Bikeway Master Plan adopted in 1998. A Negative Declaration was approved in 1998, and reconfirmed with the update in 2002. The update calls for a number of projects, which either have already had a separate CEQA finding, or fall under the Bikeway CEQA exemption found in Public Resources Code Section 21080.38.

ATTACHMENT C

DRAFT

DRAFT

City of Winters

BIKEWAY SYSTEM MASTER PLAN

January 2013

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CITY OF
WINTERS
california
Est. 1875

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EXECUTIVE SUMMARY

The purpose of this plan is to formulate a long-range, comprehensive, and consistent policy guide for creating a city-wide connected bikeway network that tends to the needs of its various users in a convenient, safe and inviting way. This plan seeks to incorporate the work that has already been done through studies, plans and other city documents to enhance the bicycle system, as well as lists current priorities for bicycle facility development. This is not a binding document; however, by updating the information and projects in this plan to comply with Section 891.2 of the California Streets and Highways Code, the City would be eligible to apply for State Bicycle Transportation Account funds. Also, by coordinating the plan with relevant city plans, the Yolo County Bicycle Transportation Plan and the Sacramento Area Council of Governments Regional Bicycle, Pedestrians and Trails Master Plan, the City will be applicable for Bicycle and Pedestrian funding through SACOG in the years to come.

This plan provides a list of potential projects that create a network of bicycle routes that will encourage and promote bicycling. It references prior planning and environmental work for the list of "Priority Projects" (see Section 1.2). Because no funding has been programmed for these proposed projects, this plan does not include funding sources or construction schedules for individual projects. Master plans such as this one do not require environmental review through CEQA; such review will happen at the individual project level. Required documents that apply to the list of prioritized projects can be found in the appendix.

Finally, this plan includes public review information and community concerns and suggestions that will be used as supporting documentation for this plan. The overall goal is to identify conceptual projects that will increase bicycle ridership by enhancing the safety of routes, comfort of users, and convenience of bicycle facilities.

SECTION 1: INTRODUCTION

The City of Winters is an ideal candidate to stand out as a bicycle-friendly community. The city is flat and relatively small, surrounded by scenic agricultural fields of the western Sacramento Valley and crossed by Putah Creek flowing from nearby Lake Berryessa. The setting allows for many bicycling opportunities for residents and visitors alike– from students bicycling to and from local Waggoner Elementary School to regional visitors passing through town on long bicycle rides.

Enhancing the City's bicycle network will increase the safety and convenience for bicyclists in Winters. The small size of the city is conducive to utilitarian bicycle trips, which can be a convenient and healthy (not to mention fun) alternative to automobile use. Winters' location near Sacramento and Davis and at the gateway of the Coast Range makes it a regional destination for recreational bicyclists. With a wide range of potential bicycle users, safe, convenient and well-designed bicycle facilities will make a significant and multifaceted impact on community vitality.

The City of Winters recognizes its ability to serve its community and the surrounding areas of Yolo County by creating a well-planned bikeway system. Adoption of this Master Plan for a citywide bikeway network is an opportunity to enhance the livability of the community by developing attractive and people-scale streetscapes, by encouraging health and activity (both physical and economic) by planning for walking and bicycling, and by safely integrating all modes of transportation.

1.1 Why should Winters have a Bikeway System Master Plan?

The purpose of this Bikeway System Master Plan update is to present a comprehensive compilation of the City's work in community outreach and feasibility studies. Furthermore, it provides an inventory and analysis of the current and future needs for bicycle infrastructure.

The Bikeway System Master Plan highlights the missing links to a complete bicycle network. It identifies and prioritizes the projects that would fill these gaps, ultimately creating a safe and low-stress bicycle network. A robust bicycle network for Winters residents and visitors provides multifaceted benefits by relieving traffic congestion, improving air quality and increasing physical activity and health while supporting local economic growth.

To better understand the interests of its residents, City staff has started assessment the need and visions of Winters' community members. One such example is the Grant Avenue/ SR 128/ Russell Blvd.- Complete Streets Concept Plan completed in December of 2010. The purpose of this project is to "improve safety, character, access and mobility along the corridor for all modes of travel" and represents an opportunity to implement one of Caltrans' newest policies, DD-64-R1, the Complete Streets Policy Act of 2008. The goal of the Complete Streets concept is to provide safe and comfortable access for all travel modes. The Bikeway System Master Plans

complements the Grant Ave/ SR 128/ Russell Blvd. – Complete Streets Concept Plan by supporting the identified projects. The Complete Streets Concept Plan encourages enhanced bicycle and pedestrian safety through contiguous sidewalks and Class I and Class II bicycle facilities to provide for safe and convenient travel for all modes. The Complete Streets Concept Plan suggested the city conduct a traffic analysis to evaluate the potential transportation impacts of modifying the corridor to reflect the plan's findings.

In March 2012, the Winters I-505/Grant Avenue Planning Area Traffic Analysis was completed, by Fehr and Peers Transportation Consultants, which covered a project area totaling 140.1 acres in the eastern area of the City of Winters, the north and south sides of SR 128/ Grant avenue and the west side of and adjoining I-505. This was a long range study of 10 to 20 years that assessed environmental clearance of potential development projects. Much of the land alongside SR 128/ Grant Ave has yet to be developed. This presents an opportunity for the City of Winters to assess future needs and account for reasonably anticipated traffic flows.

It is the responsibility of the Bikeway System Master Plan to incorporate long-term planning that reflects future needs of the Winters' community. By incorporating the findings of the 2012 Traffic Analysis and the Complete Streets Concept Plan, this plan continues to support the development of a bikeway system that provides for connectivity and fluidity for all modes of traffic and creates a safe and inviting bikeway system to support long term use and a logical alternative to taking a drive to downtown or Steady Eddy's.

1.2 Priority Projects

Table 1
Snapshot of Priority Projects

Bike/ Pedestrian Upgrade	SR 128/Grant Ave. from Railroad Ave. to East Main Street	City of Winters Complete Streets- Grant Ave. Corridor Plan	TBD
Bike/ Pedestrian Upgrade	SR 128 from East Main Street and the I-505 interchange- Class I/II bike lanes and pedestrian facilities	City of Winters Complete Streets- Grant Ave. Corridor Plan	TBD
Bike/ Pedestrian Upgrade	SR 128 from the I-505 Interchange to El Rio Villa – Yolo Housing- Bike and Pedestrian Facilities	City of Winters Complete Streets- Grant Ave. Corridor Plan	TBD
Class I Trail	Putah Creek Pedestrian and Bike Bridge	Putah Creek Park Master Plan	$850,000
Class I Trail	West Section of Main Street	City of Winters Grant Ave Corridor Plan	$550,000

1.3 State of California Requirements

The city of Winters has adhered to the requirements of the California Transportation Department (Caltrans) contained in the Streets and Highways Code Section 891.2. To enhance the user-friendliness of this document the checklist and their corresponding page numbers are provided below:

SACOG Checklist for Bicycle Master Plan Compliance with California Streets and Highways Code 891.2.

A city or county may prepare a bicycle transportation plan, which shall include, but not be limited to, the following elements:

	(a) The estimated number of existing bicycle commuters in the plan area and the estimated increase in the number of bicycle commuters resulting from implementation of the plan.
	(b) A map and description of existing and proposed land use and settlement patterns which shall include, but not be limited to, locations of residential neighborhoods, schools, shopping centers, public buildings, and major employment centers.
	(c) A map and description of existing and proposed bikeways.
	(d) A map and description of existing and proposed end-of-trip bicycle parking facilities. These shall include, but not be limited to, parking at schools, shopping centers, public buildings, and major employment centers.
	(e) A map and description of existing and proposed bicycle transport and parking facilities for connections with and use of other transportation modes. These shall include, but not be limited to, parking facilities at transit stops, rail and transit terminals, ferry docks and landings, park and ride lots, and provisions for transporting bicyclists and bicycles on transit or rail vehicles or ferry vessels.
	(f) A map and description of existing and proposed facilities for changing and storing clothes and equipment. These shall include, but not be limited to, locker, restroom, and shower facilities near bicycle parking facilities.
	(g) A description of bicycle safety and education programs conducted in the area included within the plan, efforts by the law enforcement agency having primary traffic law enforcement responsibility in the area to enforce provisions of the Vehicle Code pertaining to bicycle operation, and the resulting effect on accidents involving bicyclists.
	(h) A description of the extent of citizen and community involvement in development of the plan, including, but not limited to, letters of support.
	(i) A description of how the bicycle transportation plan has been coordinated and is consistent with other local or regional transportation, air quality, or energy conservation plans, including, but not limited to, programs that provide incentives for bicycle commuting.
	(j) A description of the projects proposed in the plan and a listing of their priorities for implementation.
	(k) A description of past expenditures for bicycle facilities and future financial needs for projects that improve safety and convenience for bicycle commuters in

	the plan area.

SECTION 2: EXISTING CONDITIONS AND NEEDS ANALYSIS

This section presents a comprehensive picture of the existing bicycle network and bicycle facilities. By analyzing the current bicycle network via number of bicycle accidents and through a Needs Analysis, this section helps guide policymaking and prioritization of future bicycle improvements. Data was gathered through the U.S. Census Data 2010 (unless otherwise noted), window surveys, and various social networks through a simple Google search were used to assess recreational use, in addition to speaking with local bicyclists and bicycle interest groups. Many of the assumptions about the community were derived from previous studies such as Grant Avenue Access Study, and are not explicitly noted. Best efforts were made to take into consideration work already done that embodied the community's vision of the future of the city of Winters.

2.1 Existing Bicycle Network

Local

[Include Existing Bikeway Network Map Here]

- A map and description of existing bikeways, end-of-trip bicycle parking facilities, intermodal connections and parking facilities, and facilities for changing and storing clothes and equipment.

There is a Class I bike path along Railroad Avenue. There are Class II bike lanes on Main Street, East Main Street and Valley Oak Drive. Currently, there are no Class III bike routes.

Regional and Multi-modal Connections

The trails that lead into and out of Winters are heavily used by recreational bicyclists. Nearly every weekend a group of cyclists will pass through the town as make their way to other destinations (e.g. Lake Berryessa) or make a stop in Winters for lunch or a quick break.

- Bike lanes (shoulders) on County Roads 31 and 93A leading from Davis to within about one mile east of Winters.
- Class I trail along Russell Boulevard to within five (5) miles of Winters.
- Bus routes

- Yolobus Route 220 provides one morning, one mid-day, and one afternoon round trips, Monday- Saturday, between Davis, Winters, and Vacaville
- Yolobus Route 220C provides one morning (Eastbound) and one afternoon (Westbound) trip, Monday-Friday between Winters and UC Davis.

2.2 Land Use

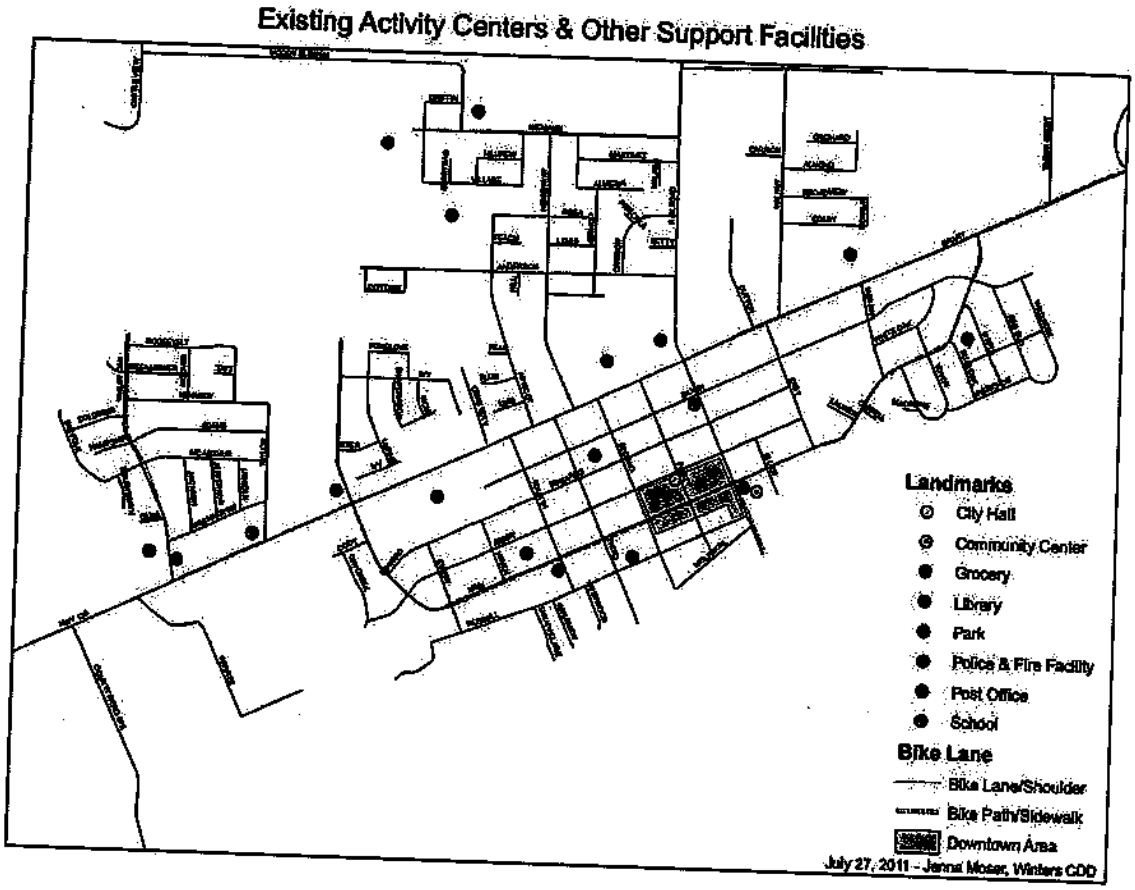
The primary land use types in the city of Winters are residential and commercial. The single largest land use is residential which encompasses approximately 934 acres (57%) of the total acreage of the city.

The majority of non-residential uses and employment centers are located along Railroad Avenue and East Grant Avenue. Residential density varies from mostly low to high near the downtown area. Non-residential uses are low in intensity. On the average, population density is low with an average household size of 2.44.

In Winters' General Plan there is a circulation map that highlights the Arterial Streets, Primary and Secondary Collector streets and identifies the number of lanes and traffic signals. This Bike Plan complements the community's vision for a circulation element by identifying projects that would increase connectivity throughout the city and update bikeway facilities to enhance the bicyclists experience when biking around Winters.

Figure 3 supports those assumptions by highlighting existing activity centers and other support facilities. Providing the essential signage, lane markings and bikeway facilities at these key locations will encourage bicycling by making it a viable and convenient option for residents.

Figure 3


Existing Activity Centers & Other Support Facilities
Landmarks
City Hall
Community Center
Grocery
Library
Park
Police & Fire Facility
Post Office
School
Bike Lane
Bike Lane/Shoulder
Bike Path/Sidewalk
Downtown Area
July 27, 2011 - Jenni Moser, Winters CDD

Bicycle Parking

Bicycle parking includes bike racks and corrals.

- *Racks* are low cost devices that typically hold about eight bicycles, allow bicyclists to securely lock their frames and wheels, are secured to the ground, and are located in highly visible areas. Bike racks are most often found in commercial areas where regular commuters can take advantage of the multi-modal connections and feel safe in leaving their bicycle.
- *Bike corrals* can be found at schools, special events, and other locations, and typically involve a movable fencing system that can safely store numerous bicycles. Security is provided by either locking the enclosure or locating it near other activities so that it can be supervised.

A field review of Winters revealed bike racks for bicyclists at schools and in the major activity centers. Most of the racks at schools are in fenced corral areas, and appear to be used by students. Bike racks are also provided throughout the Downtown along Railroad Avenue and East Main Street. Winters is often receiving requests from downtown businesses to replace a few car parking spots with bike parking facilities. This is noted in front of Steady Eddy's, Putah Creek Café, and around Rotary Park. Recently, there has also been installed a bicycle "fix-it" station where bicyclists can have access to tools appropriate to fix common bicycle problems.

2.3 Existing Bicycle Ridership

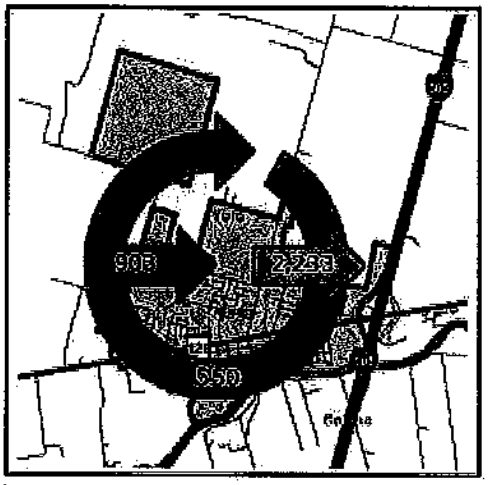
In a small town like Winters, it is extremely difficult to assess the number of bicyclists. However, Census data has been used to make reasonable estimates of current bicycle commuting patterns. According to the 2009 National Household Travel Survey (by the U.S. Department of Transportation), walking trips accounted for 10.9 percent and bicycle trips were at one percent of all trips. Winters population is 6,624 (2010 Census data) so at one percent that is about 66 bicycle commute trips per day. The U.S. Department of Transportation, in their publication entitled "National Walking and Bicycling Study" (2010) set a national goal to double the amount of reported trips taken by bike. Therefore, that puts Winters at a goal of 132 bicycle trips by 2025.

To identify ridership potential this report looks at modes of transportation and distance to work for residents in Winters. 2010 U.S. Census Data reports that there are a 1,453 people employed in Winters. 550 people are both employed in the city and live within city boundaries. The American Community Survey data, 2006-2010 5-Year Estimates on the "Means of Transportation to Work by Travel Time to Work for Workplace" (Appendix x) estimates that about 94 percent of residents in Winters are using a car, van or truck to get to their workplace and of those 94 percent, 42 percent of them took less than ten (10) minutes to get to their place of work.

94% of 550= 517 42% of 517= 217 people that took less than 10 minutes to get to work using a car, van or truck.

This information does not include the hundreds of students bicycling to and from school every day, nor does this include bicycling for other reasons such as recreational or personal errands. More adequate data collection is needed but even without exact numbers there is extensive ridership potential in the city of Winters, if the right infrastructure and encouragement was provided. Refer to Survey Results for insight into community perspectives on the Winters bicycle system.

Inflow/Outflow Report

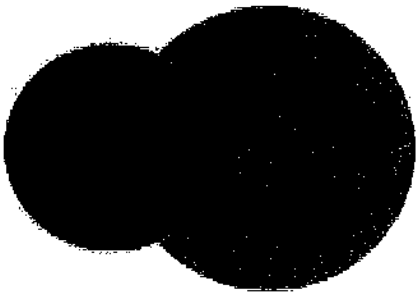


Analysis Selection

Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.

- Employed and Live in Selection Area
- Employed in Selection Area, Live Outside
- Live in Selection Area, Employed Outside

Inflow/Outflow Job Counts in 2010



903 - Employed in Selection Area, Live Outside
2,233 - Live in Selection Area, Employed Outside
550 - Employed and Live in Selection Area

Inflow/Outflow Job Counts (All Jobs)

	2010 Count	2010 Share
Employed in the Selection Area	1,453	100.0%
Employed in the Selection Area but Living Outside	903	62.1%
Employed and Living in the Selection Area	550	37.9%
Living in the Selection Area	2,783	100.0%
Living in the Selection Area but Employed Outside	2,233	80.2%
Living and Employed in the Selection Area	550	19.8%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2010).

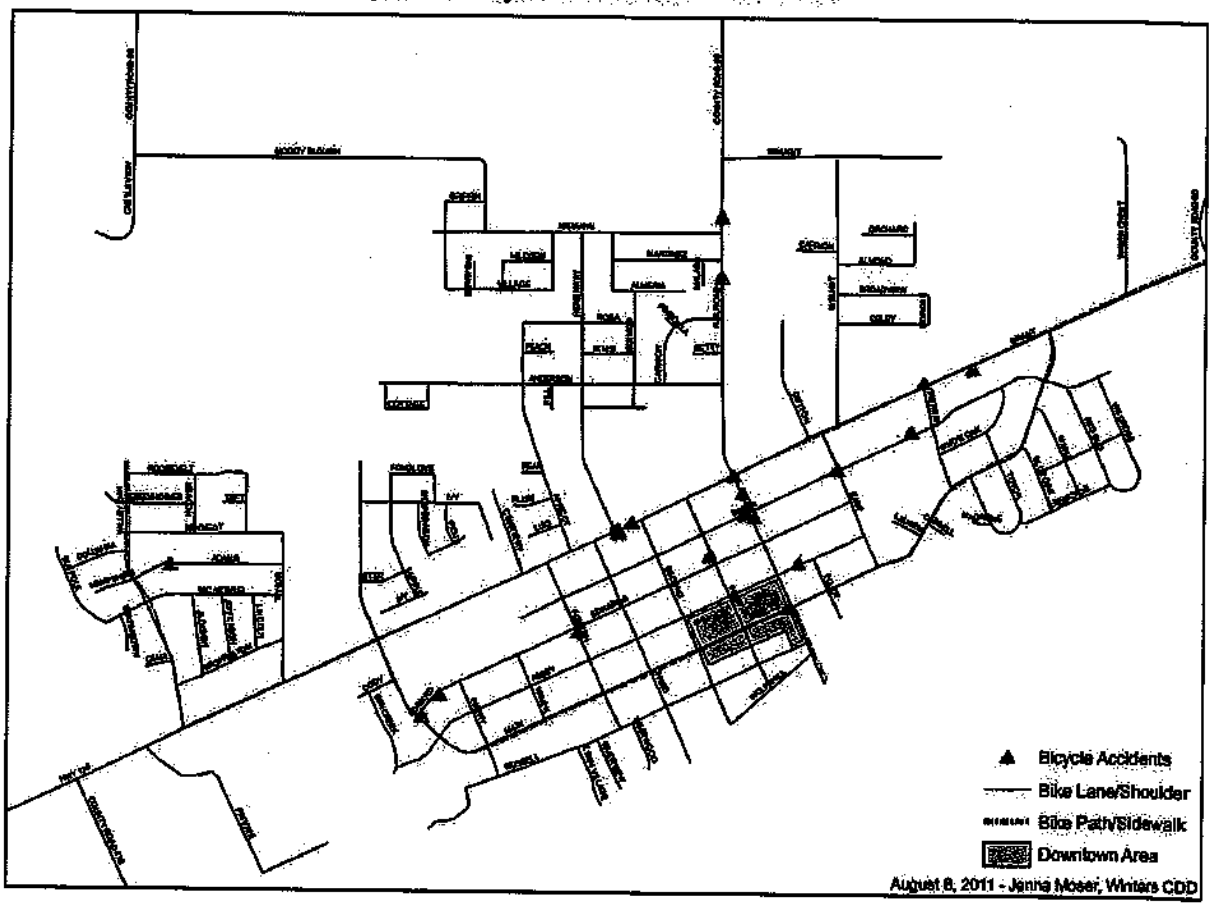
2.4 Bike Safety

Current Bicycle Collision Data

Bicycle versus vehicle accidents were studied from 1998 thru 2010, and analyzed by location. The most notable pattern was that 80% (9) of the accidents occurred on either Railroad Avenue or Grant Avenue. This pattern may be attributed to the high traffic volumes on these streets and the increased speeds in some instances. Winters had 21 accidents between 1998 and 2010, which is an average of just over 1.6 accidents per year. The following figure details the accident locations:

Figure 4:

Reported Bicycle Accidents 1998-2010



2.5 Needs Analysis

A Needs Analysis helps identify the types of improvements needed, justifies expenditures on improvements, and quantifies information needed for several funding sources. The latent 'need' for bicycle and pedestrian facilities – versus actual bicyclists and pedestrians – is difficult to quantify. Winters has a small population and area size (6,624 residents and 2.91 square miles of

land according to the U.S. Census Bureau 2010). The city is small enough to be easily assessed, subjectively, however, it is more unlikely that a city as small as Winters will end up on state or nationwide data bases—an example is the Census Transportation Planning Products database that restricts analysis to cities with a population over 20,000.

Background

In early 1998, an advisory committee was formed to oversee the completion of the city's first Bikeway System Master Plan. The Plan received full public noticing, was placed on the Planning Commission and City Council agendas, and received review including open comment periods at four public meetings before being adopted on November 3, 1998.

In 2002, city staff updated the Bikeway System Master Plan to reflect bikeway projects that have been completed since 1998. A public hearing on the Bikeway System Master Plan was conducted at the November 19, 2002 City Council meeting. At the same meeting, the City Council approved the update to the Plan and re-affirmed the previously certified and approved Negative Declaration, which was adopted for the Bikeway System Master Plan in 1993. This update builds on the initial Bikeway System Master Plan.

In 2012, city staff once again updated the Bikeway System Master Plan to reflect bikeway projects that have been completed since 2002. Projects were added that coincide with Master Plans such as Putah Creek Nature Park Master Plan, City of Winters' Complete Streets- Grant Ave. Corridor Plan, and the Morgan Street Area Circulation Study. Projects were prioritized according to the public outreach done for these studies and in addition a public comment period was held in December 2012 during which time a survey was circulated. In January the draft plan was be presented to City Council and will be considered for adoption in February.

Understanding Riders

There are two types of cyclists: those that commute to a particular destination, be it work or play, and those that do it recreationally, and bike for miles upon miles for the scenery. If we want to increase ridership, we must understand the riders.

Bicyclists are typically separated between experienced and casual riders. The U.S. Department of Transportation identifies thresholds of traffic volumes, speeds, and curb lanes where less experienced bicyclists begin to feel uncomfortable. For example, on an arterial with traffic moving between 30 and 40 miles per hour, less experienced (Class B) bicyclists require bike lanes while more experienced bicyclists (Class A) require a 14 or 15 foot wide curb lane.

Casual riders include those who feel less comfortable negotiating traffic. Others such as children and the elderly may have difficulty gauging traffic, responding to changing conditions, or moving rapidly enough to clear intersections. Other bicyclists, experienced or not, may be willing to sacrifice time by avoiding heavily traveled arterials and using quieter side streets. In some cases, casual riders may perceive side streets (or sidewalks) as being safer alternatives than major through routes, when in fact they may be less safe. Other attributes of the casual bicyclist

include shorter distances than the experienced rider and unfamiliarity with many of the rules of the road.

The casual bicyclist will benefit from route markers, bike lanes, wider curb lanes, and educational programs. Casual bicyclists may also benefit from marked routes, which lead to parks, museums, historic districts, and other visitor destinations.

Experienced bicyclists include those who prefer the most direct, through route between origin and destination, and a preference for riding within travel lanes. Experienced bicyclists negotiate streets in much the same manner as motor vehicles, merging across traffic to make left turns, and avoiding bike lanes and shoulders due to gravel and glass. The experienced bicyclist will benefit from wider curb lanes and loop detectors at signals. The experienced bicyclist who is primarily interested in exercise will benefit from loop routes which lead back to the point of origin.

2.6 The Recreational and Commuting Biker

The purpose of reviewing the needs of a recreational or commuter bicyclist is twofold: (a) it is instrumental when planning a system which must serve both user groups and (b) it is useful when attempting to quantify future usage and benefits to justify expenditures of resources.

Recreational

The needs of recreational bicyclists must be understood prior to developing a system or set of improvements. While it is not possible to serve every neighborhood and every need, a good plan will integrate recreational needs to the extent possible. The following points summarize recreational needs:

- Recreational bicycling typically falls in to one of three categories: (1) exercise, (2) non-work destination such as a park or shopping, or (3) touring.
- Recreational users range from healthy adults to children to senior citizens. Each group has their own abilities, interests, and needs.
- Directness of route is typically less important than routes with less traffic conflicts, visual interest, shade, protection from wind, moderate gradients, or other features.
- People exercising or touring often (though not always) prefer a loop route rather than having to back-track

Commuter

Commuter bicyclists range from employees who ride occasionally to work to a child who walks to school. Millions of dollars have been spent attempting to increase the number of people who ride to work or school, with moderate success. Bicycling require shorter commutes, which runs counter to our land use and transportation policies which encourage people to live further and further from where they work. Access to transit helps extend the commute range of cyclists, but transit systems also face an increasingly dispersed live-work pattern which is difficult to serve. Despite these facts, Winters has a great potential to increase the number of people who ride to

work or school because of (a) the small size of the city, (b) moderate density residential neighborhoods near employment centers, (c) a favorable topography and climate, and (d) a high percentage of work trips that are less than 15 minutes.
Key commuter needs are summarized below.

- Commuter walking or bicycling typically fall in to one of two categories: (1) adult employees, and (2) younger students.
- Commuter trips range from several blocks to 1 or more miles.
- Commuters typically seek the most direct and fastest route available, with regular adult commuters often preferring to ride on arterials rather than side streets.
- Commute periods typically coincide with peak traffic volumes and congestion, increasing the exposure to potential conflicts with vehicles.
- Having a place to safely store bicycles is of paramount importance to all bicycle commuters.
- Major commuter concerns include changes in weather (rain), riding in darkness, personal safety and security.
- Rather than be directed to side streets, most commuting cyclists would prefer to be given bike lanes or wider curb lanes on direct routes.
- Unprotected crosswalks and intersections in general are the primary concerns of all bicycle commuters.
- Many younger students use sidewalks for riding to schools or parks, which is acceptable in areas where pedestrian volumes are low and driveway visibility is high. Where on-street parking and/or landscaping obscures visibility, sidewalk riders may be exposed to a higher incidence of accidents. Older students who consistently ride at speeds over 10 mph should be directed to riding on-street wherever possible.
- Students riding the wrong-way on-street are common and account for many recorded accidents, pointing to the need for education.

A common term used in analyzing the demand or need for bicycle or pedestrian facilities is "mode split". Mode split refers to the choice of transportation a person selects to move from home to work to shopping to other destinations. One major objective of any bicycle improvement is to increase the "split" or percentage of people who choose to ride rather than drive or be driven. Every saved vehicle trip or vehicle mile represents quantifiable reductions in air pollution.

2.7 Key Observations on Existing Bicycling Conditions

- Winters is an ideal bicycling environment. The small size, climate, and topography mean that virtually all residents are within a few minutes bicycle ride of all destinations, whether they are for work or play.
- Grant Avenue (S.R. 128) running east-west through the heart of the City is part of a major route used by the bicycling community, especially cyclists from nearby Davis.

Many of these cyclists stop in Winters for rest and food. Major routes for bicyclists include a loop with Russell Boulevard and Putah Creek Road in Solano County, westward towards Lake Berryessa, or northward along Railroad Avenue.

- Local bicyclists include experienced adult riders and younger school children. Virtually all destinations within Winters can be reached by bicycle within a ten minute ride, making it the ideal cycling community in many respects.
- The elementary school, intermediate, middle, and the high schools are located such that many students who walk or ride a bicycle must cross either Grant Avenue (S.R. 128), and/or Railroad Avenue. Observations of students also revealed a substantial number of bicyclists riding on the wrong side of the street and crossing major streets at unprotected locations.
- Local streets in Winters such as Baker Street, Edwards Street, Third Street, Fourth Street, and Apricot Avenue generally provide good bicycling alternatives to more heavily traveled roadways.
- Main Street in downtown Winters is already a relatively pedestrian – and bicycle – friendly area, with slower moving and lower traffic volumes. This could be supplemented by other improvements such as providing bike racks and lockers near destinations such as shops, the library, and City Hall.
- The Winters Joint Unified School District and the Winters Police Department have had a history of conducting bicycle education workshops for school children. The last event held was a bicycle rodeo in 2008. Since that time, no other formal bicycle safety or education programs have been held in Winters.
- Bus routes are an insufficient mode of transportation due to the limited availability and time constraints.

2.8 Opportunities and Constraints

Information on opportunities and constraints for bicyclists has come from a variety of sources, including field observations. Many general and site specific comments have been collected, which help to form an idea of the type of system and specific improvements that will be required. Comments can generally be summarized into the following statements:

Opportunities

- Quieter local streets offer an alternative to using Grant Avenue (S.R. 128) for most bicyclists.
- As a smaller city at the cross roads of several transportation corridors—including the major route to Lake Berryessa—the city has the opportunity to attract visitors to stop and visit the city en route to other destinations.
- The agricultural surroundings are close to most neighborhoods, and offer the excitement of off-road bicycling and hiking and views of Winters and its surroundings.

- The parks and Community Center serves as major attractors to residents, especially children who have the opportunity to ride their bicycles to events from most neighborhoods.
- Proximity to all commercial, residential, and recreational venues make cycling an ideal mode of transportation.

Constraints

- There is a lack of adequate short and long-term secure bicycle parking
- The S.R. 128 over-crossing of I-505, while not technically in Winters, is a major constraint for any bicyclist entering or leaving Winters. The over-crossing is narrow and does not provide adequate width for bicyclists.
- The Railroad Avenue vehicle bridge, which crosses Putah Creek, that is also a narrow structure requiring bicyclists to share travel lanes with vehicles.
- Like streets in all cities and towns, there is some debris and gravel thrown by vehicles onto the right side of streets occasionally forcing bicyclists to ride in travel lanes.
- Another common phenomenon in Winters is younger bicyclists riding on the wrong side of the road, crossing at unmarked crossings, or riding at higher speeds on sidewalks. This typically points to the need to enhance education and enforcement.

These lists represent a summary and sample of opportunities and constraints in Winters, and should be updated as part of future plan revisions.

SECTION 3: PLAN DEVELOPMENT

3.1 Consistency with Existing Plans

As an element of the General Plan, the Bikeway System Master Plan has the comprehensive scope and jurisdictional authority required to coordinate and guide the provision of all Bikeway-related plans, programs, and projects. Many current planning efforts provide recommendations regarding one element or aspect of bikeway networks; the task of the Winters Bikeway System Master Plan is to ensure compatibility of all these blueprints, while attending to planning for areas of the city not already targeted by other studies. This Bikeway System Master Plan is consistent with the bike plans of the Sacramento Area Council of Governments and the Yolo-Solano Air Quality Management District. The studies or planning efforts listed below have been reviewed and consulted, studied for consistency, and where appropriate, folded into Winters' Bikeway System Master Plan:

Local

Winters General Plan Policy Document (1992 original w/ Housing Element Update 2002)

Winters' General Plan was recently amended to extend the General Plan's horizon year from 2010 to 2018 and adopted the 2008-2013 Housing Element Update. The Circulation Plan element identifies Grant Avenue and Railroad Avenue as arterial streets and points out the interconnecting streets that, if developed thoughtfully, can offer residents a safer alternative to using an automobile. In addition, aesthetically pleasing bike routes can encourage residents to bike to downtown and other local destinations—rather than using an automobile.

The General Plan emphasizes efficiency in land use and encourages pedestrian convenience and discourages the use of an automobile as a form of transportation. The Winters' Bikeway System Master Plan is consistent with the goals of the General Plan.

Putah Creek Nature Park Conceptual Master Plan (2008)

This Plan identifies a paved 10-foot wide multi-use trail along the north side of Putah Creek between Railroad Street and I-505 to the east within the 100 foot setback limit from the creek; the trail's primary focus is pedestrians, but it will accommodate bicyclists as well. The trail will have connections into Winters at various locations including Creekside Way and East Street. The Plan also identifies the conversion of the historic Southern Pacific Railroad Trestle into a bikeway/pedestrian facility.

Grant Avenue/S.R. 128/Russell Blvd. Complete Streets Concept Plan

This Plan incorporates walkability and bikeability into one of Winters' main corridors. As discovered via community input: traffic calming mechanisms, travel lanes for bicyclists,

pedestrians, and automobiles, landscape improvements, and roundabouts are encouraged in order to improve the safety and ease of travel for all roadway users. The Plan seeks to improve the overall safety, access, and mobility of the corridor by outlying a Plan that limits automobile travel lanes, supports Class I and Class II bicycle lanes and bicycle facilities and provides aesthetically pleasing landscape and design.

Winters Design Guidelines (1999)

This report encourages interconnectivity between neighborhoods for pedestrians and cyclists. It also encourages that bikeways and pedestrian paths should be incorporated throughout new residential neighborhoods to connect residential areas with schools, parks, neighborhood-serving commercial areas and transit stops. Relevant to this updated Bikeway System Master Plan is that the Winters Design Guidelines support clearly marked bicycle lanes on Grant Avenue in order to facilitate safer travel for pedestrians, bicyclists and all modes of transportation that use this busy corridor.

County

County of Yolo Bikeway Transportation Plan (Update 2011)

This Plan is prepared by the Yolo County Transportation Advisory Committee and is in accordance with the California Streets and Highways Code Section 891.2 and is intended to identify ways to enhance and expand the existing network of bicycle connections through efficiency and safety considerations. This plan identifies a future high priority Class II bike lane along Russell Boulevard (County Road 32) leading from Davis to Winters (or more precisely, from the County Road 93A junction to I-505). A potential Class III bike route is identified on Grant Avenue (S.R. 128) leading from Winters towards Lake Berryessa. A Class III bike route is identified leading north from Winters on County Road 29. This plan also encourages major end-of-trip developments such as bicycle parking, transport or clothes changing and storage facilities that cater to the needs of bicyclists. This is notably important for Winters since it is a prime stopping location for recreational bikers from Davis or elsewhere bicycling to recreational destinations such as Lake Berryessa. The plan discusses criteria for bicycle parking facilities and promotes coordination between county bus services and bicycle parking facilities—all taken into consideration within the Winters' Bikeway System Master Plan.

Regional

Sacramento Metropolitan Transportation Plan/ Sustainable Communities Strategy 2035. Sacramento Area Council of Governments (2012)

This Plan integrates land use and transportation planning according to the regional growth pattern and land use policies to envision an equitable and inclusive transportation system. The Sacramento Area Council of Governments strongly encourages complete streets and the development of more bicycle lanes and increased ease of access to pedestrian and bicycle friendly environments.

List of Relevant Studies- Environmental Clearance

Winters I-505/ Grant Avenue Planning Area Traffic Analysis (March 2012)

Identifies potential transportation impacts of modifying land use designations. "The purpose of this study is to provide an evaluation of potential development over the next 10 to 20 years so that transportation infrastructure needs can be identified and an environmental clearance can be provided." The land use forecasts that are incorporated in the model and evaluated for cumulative conditions represent approximately 20 years of development, and are consistent with the 2035 regional forecasts developed by SACOG for the Metropolitan Plan/ Sustainable Communities Strategy.

The projects in this plan are part of a larger vision for the Grant Avenue corridor and a list of complete studies, Environmental Impact Reports, and other environmental clearance information can be found on the city of Winters website.

3.2 Public Involvement/ Community Outreach

Public Comment period- December 1, 2012 to January 10, 2013
Community Survey (Results will be displayed here) along with comments from the public and the corrections that were made.

SECTION 4: GOALS AND OBJECTIVES

The following goals and objectives are intended to guide bikeway planning, design, and implementation. This section was developed to provide specific direction for implementing the Bikeway System Master Plan. These goals will help set tangible goals with measurable objectives and offer complementary policies to guide the implementation of the Bikeway System Master Plan. Over time, the Plan seeks to provide for and encourage the development of an integrated system of bikeway facilities that allow for safety and convenience for all its users. In addition, these goals help to provide better air quality, efficient use of energy resources, reduced traffic congestion, and improved public health.

Goal I—Planning & Guidance

Plan for the development of bikeway facilities and programs so they may serve as a viable alternative to the automobile.

Objective I

Develop a tool to plan, design, and implement a bikeway system in Winters and ensure maintenance of both existing and new bicycling facilities.

Implementation Measures

1.1 Develop and adopt a Bikeway System Master Plan which identifies existing and future needs, and provides specific recommendations for facilities and programs over the next 6 years.

1.2 Update the Plan regularly (every two to five years, as needed).

1.3 Ensure that the Plan is consistent with all existing city, regional, state and federal policy documents, and encourage consistency between the Plan and other General Plan elements.

1.4 Develop detailed implementation information on each recommended segment, including length, classification, adjacent traffic volumes and speeds, environmental impact, activity centers served, cost, and overall feasibility.

1.5 Develop prototype cross sections and plans for the design of bikeways that meet state and federal standards.

1.6 Maximize coordination between Winters and neighboring jurisdictions using a Bikeway Coordinator as a means to review, respect and comment on issues of mutual concern.

1.7 Require that all bikeways conform to design standards contained in the latest version of the American Association of Highway and Transportation Officials (AASHTO), the Highway Design Manual, Chapter 1000: Bikeway Planning and Design, Caltrans, or unless otherwise established by the City of Winters.

1.8 Use and supplement design guidelines to outline development standards for bike lanes paths to encourage a safe and inviting environment.

1.9 Identify the top five (5) bikeway improvements to be completed in the short to mid-term (primary system) based on a variety of objective and subjective criteria, including number of activity centers served, closure of critical gaps, immediate safety hazards, existing bikeway use, and input from the public and staff.

Goal II—Community Involvement

Involve the Community in the planning and implementation process of the Bikeway System.

Objective II

Encourage public participation through local coordination with City Staff

Implementation Measures

2.1 Identify a Bikeway/ Pedestrian Coordinator whose responsibility is to (a) provide support to the public, (b) act as a liaison to the city, (c) act as a liaison to local bicyclists, the media, and the community in general, (d) complete funding applications, and (e) provide inter-departmental coordination.

2.2 Engage with local stakeholders through public workshops and public commenting periods on Bike plan-related documents, ordinances, design guidelines, and programs.

Goal III—Encouragement

Encourage a community culture that supports the use of bicycling as a major mode of transportation throughout the city.

Objective III

In addition to encouraging a bicycling community, the city should encourage bicycling by providing the appropriate bicycling infrastructure such as parking, signage, and lane markings.

Implementation Measures

3.1 Develop and update a bikeway map for public distribution that shows existing and recommended bikeway routes.

3.2 Sponsor annual bikeway, running, and hiking events such as Bike to Work Day and adult safety courses in conjunction with regional efforts.

3.3 Promote use of bikeways as safe and convenient alternative mode of transportation.

3.4 Where appropriate, install traffic calming devices such as traffic roundabouts, channelization, pedestrian refuge islands, T-intersections, modified design for travel lanes, and reduction in street widths where significant through traffic impacts on low-density residential areas. These devices should only be installed where desired by residents and where demonstrated need exists and where compatible with access needs of emergency vehicles. Installation priority should consider equity between different neighborhoods.

3.5 Where appropriate, consider the addition of bicycle facilities such as storage, parking, or bike stations.

3.6 The city will create incentives for use of alternative modes of transportation during review of new development projects.

Goal IV—Integration & Connectivity

Establish a well-connected bikeways system that is well-integrated with other modes of transportation and other alternative modes of transportation.

Objective IV

Support multi-modal transportation by integrating bicycling infrastructure into City's existing transportation network

Implementation Measures

4.1 Encourage development concepts (such as mixed use projects) that have as a goal the reduction of the dependency of the automobile for short commute, shopping, and recreational trips.

4.2 Consider opportunities for including bikeway lanes on collectors where width of the street, traffic volumes, and service to major activity centers are appropriate.

4.3 Create connections between bike lanes, pedestrian nodes, and other transportation nodes.

4.4 Develop a commuter system which provides direct routes between residential neighborhoods and regional employment centers, multi-modal terminals and schools.

4.5 Ensure that the citywide system serves all multi-modal facilities in Winters.

4.6 Amend parking ordinance to require adequate and appropriately located bikeway parking to meet demand.

4.7 Consider requiring transit fleets to be equipped with bike racks or bike storage capacity

Goal V—Maintenance & Improvement of Existing System

Maximize efficient use of existing resources in Winters to improve safety and security of walking and bicycling.

Objective V

Improve e the City's existing bicycling network to address gaps in interregional and local bicycle and pedestrian routes.

Implementation Measures

5.1 Fix barriers that are potentially dangerous or inconvenient to the pedestrian or bicyclist.

5.2 Identify existing and proposed bike paths, lanes, and routes, and develop a citywide system to maximize use of extent feasible

5.3 Identify existing bikeway education programs and target future expansion of bicycling infrastructure

5.4 Encourage commercial development to provide bike racks near entrances for employees and customers

5.5 Develop a bikeway network which balances the need for directness with concerns for safety and user convenience. Where needed, develop a dual system which serves both the experienced and inexperienced bicyclist, and separates bicyclists, pedestrians, and other recreational users.

5.6 Work with local and regional transit agencies to install bike lockers and racks where possible, and to maintain bike carriers on buses.

5.7 Improve the existing system to account for barriers to fill the gaps between interregional and local bicycle and pedestrian routes.

5.8 Encourage Caltrans to provide pedestrian/bikeway crossings at appropriate locations across Grant Avenue (S.R. 128). In cases where new development would benefit from such crossings, the private development may be requested/required to participate in the cost of the crossing.

Goal VI—Quality of Life

Create a convenient and safe bikeway system that aims to reduce vehicle congestion, improve air quality and improve individual physical fitness.

Objective VI

Develop a citywide bikeway system which meets the needs of commuter and recreational users through strategic facility placement and upkeep of existing and future bicycle facilities that encourages bicycling and walking as the main modes of transportation.

Implementation Measures

6.1 Encourage the use of existing natural and manmade corridors such as creeks, railroad corridors, and other corridors for future bike path alignments.

6.2 Develop a recreational system which uses lower traffic volume streets, off-street bike paths, and serves regional historic and natural destinations

6.3 Develop a citywide system that is no further than one (1) mile from any residential neighborhood in Winters, and provides opportunities for local connections to the citywide system

Goal VII—Safety and Education

Objective VII

To provide outreach and safety education to the community.

Implementation Measures

7.1 Monitor bikeway related accident levels annually, and target a 40-50% reduction on a per capita basis over the next twenty (20) years.

7.2 Develop a comprehensive bikeway safety education program that is taught to all school children in Winters.

7.3 Incorporate bikeway safety curriculum into existing motorist education and training

7.4 Local streets shall be posted at a maximum speed of 25 miles per hour, except where a lower speed is dictated by safety and allowable by law.

7.5 Coordinate with the Winters Police Department to determine strategies of education and enforcement.

7.6 Develop a system for identifying, evaluating, reporting and responding to maintenance and safety problems on the existing bikeway system.

7.7 Develop education and maintenance programs which may be adopted by local jurisdictions.

Goal VIII—Implementation

Objective VIII

To follow through and complete the projects listed in this Master Plan, in a timely manner.

Implementation Measures

8.1 Examine the adopted land use elements to determine areas of potential growth and development in the city. Be aware of development projects that are submitted for review and examine possible impacts these developments might have along existing and proposed bikeway corridors, and require dedication of land and development of project when feasible.

8.2 Develop policies for new developments which ensure that the needs of non-motorized users are incorporated into new subdivisions, including providing access points to existing and proposed bikeway facilities, on-street bikeway facilities for bicyclists, and proper roadway crossings where new streets will cross existing and proposed bikeways.

8.3 Travel Demand Management (TDM) programs for employment sites of more than 20 employees may be used as a condition of project approval to mitigate traffic impacts. Voluntary TDM programs for all employers should be encouraged.

8.4 Require all new developments to provide curb and sidewalks on both sides of the street, except where prohibited by topography or safety considerations. Attention to sidewalk and parkway improvements should be prioritized in the Capital Improvement Program.

8.5 Enforce existing requirements for property owners to properly maintain sidewalks on their property.

Goal IX—Funding

9.1 Identify current regional, state, and federal funding programs, along with specific funding requirements and deadlines.

9.2 Encourage multi-jurisdictional funding applications.

9.3 Develop a prioritized list of improvements along with detailed cost estimates, and identify appropriate funding sources for each proposal.

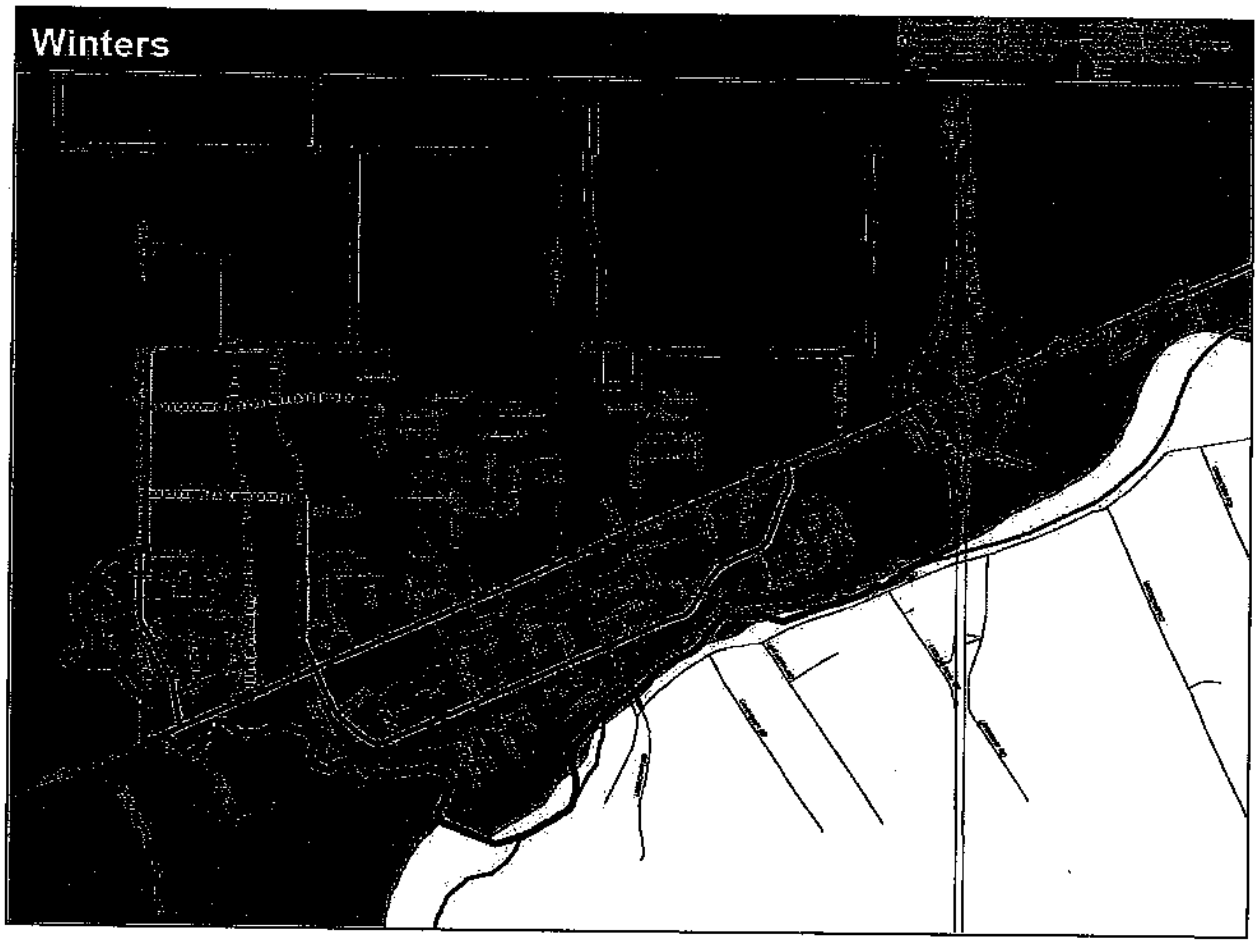
9.4 Include bikeway improvements in the City's Capital Improvement Plans and Master Plans.

9.5 Recommend bike improvements or a donation into a transportation improvement fund for all major residential development projects with 100 new dwelling units or more.

SECTION 5: PROPOSED BIKEWAY PROJECTS AND SYSTEM

5.1 Key Objectives of the Bicycle Network

The recommended bikeway system consists of a system of routes connecting residential neighborhoods in Winters with the schools, parks, Community Center, library, downtown, and other destinations. The proposed system and existing bicycle network are shown in Figure 2.



The top five (5) fundable projects were selected by staff based on the orientation of funding programs and the planning criteria outlined in the Master Plan (coverage, connectivity, user groups, implementation, local input, funding sources). These projects are:

1) **SR 128 from East Main Street to I-505 Interchange—Class I/II bike lanes and pedestrian facilities**
2) **Bike/ Pedestrian Upgrade—SR 128/ Grant Ave. from Railroad Avenue to Main Street**
3) **SR 128 from the I-505 Interchange to El Rio Villa-Yolo Housing**
4) **Class I Trail—Putah Creek Pedestrian and Bike Bridge**

5) Class I—West Section of Main Street

These five projects meet the immediate needs of Winters, , provide connectivity to the city's activity centers and larger community. Each project is presented on its own project sheet, which provides key information on the proposal including cost and location. The project sheets are designed to be used as a direct resource and addendum to funding applications.

1) Bike/Pedestrian Upgrade—SR128 from East Main Street to I-505 Interchange—Class I/II bike lanes and pedestrian facilities

This section of State Route 128 between East Main Street and the I-505 Interchange is posted for vehicles traveling at 45 mph. The roadway is currently two lanes but is expected to be widened to four lanes and is part of the Complete Streets Concept Plan. This route is seen as the main entrance into Winters, with traffic entering the City from the east on SR128 and from north and south bound I-505. Additionally, traffic flows through this corridor to access the recreation area of Lake Berryessa. Bicyclists regularly use this route although there is not a defined bike lane. Bicyclists include those who are residents of Yolo Housing, just east of the I-505 interchange and recreational cyclists coming into town from Davis. To address the heavy and multiple types of usage of this section of SR128, the Complete Streets Concept Plan calls for the construction of both Class I and Class II Bicycle and Pedestrian Facilities.

2) Bike/Pedestrian Upgrade—SR128/Grant Avenue from Railroad Avenue to East Main Street

This section of State Route 128 between Railroad Avenue and the I-505 Interchange is posted for vehicles traveling at 40 mph from East Main and transitioning down to 30 mph just before the traffic signal at Railroad Avenue and SR128. The roadway is planned to stay two lanes as part of the Complete Streets Concept Plan. This route brings people to one of the main intersections in Winters with traffic entering the City from the east and west on SR128 and using Railroad Avenue to access the downtown. Winters High School, the Bobbie Greenwood Pool and Winters Community Library are located near the intersection of Railroad Avenue and SR128. Bicyclists regularly use this route to access the downtown, high school, community swimming pool and community library, along with the only grocery store in town and medical facilities that are located along this corridor. This corridor is also the site of a proposed retail development that will generate additional bicycle traffic and require supporting infrastructure. Bicyclists using this corridor include citizens of Winters and the residents of Yolo Housing, as well, and recreational cyclists coming into to town from Davis. The Complete Streets Concept Plan calls for the construction of both Class I and Class II Bicycle and Pedestrian Facilities along this corridor.

3) Bike/Pedestrian Upgrade- SR128 from the I-505 Interchange to El Rio Villa—Yolo Housing—Bike and Pedestrian Facilities

Although this area lies outside of Winters' city limits, upgrading these bicycle facilities is a high priority. This interchange is a major access point into the City of Winters for residents of the Yolo Housing Authority's El Rio Villa complex. Bike/Pedestrian upgrades are necessary to

provide safe access for people commuting into the City, as well as for recreational cyclists riding along SR 128.-

4) Class I Trail—Putah Creek Pedestrian and Bike Bridge

Constructing a trail and bike bridge along scenic Putah Creek between I-505 and Railroad Avenue benefits both Winters residents and visitors. This trail and bridge would further extend an existing trail into a two mile loop and help provide a safe recreation area. The trail will also assist residents of the city's south east neighborhoods access the downtown core area by bike or walking without traveling on or crossing major streets. Long term expansion goals for this trail consists of expansion to the El Rio Villa housing complex.

5) Class I—West Section of Main Street

The west section of Main Street has seen the most recent residential development within the City and it is expected that it will be the location of the next major residential development. The Public Safety Facility is located along this corridor and a sports and linear park are also planned. As future development occur, this section of Main Street will continue past Winters Middle School, the Shirley Rominger Intermediate School through to Neimann Street and beyond to eventually become part of the Main Street loop in the City. Extending the western portion of Main Street and adding a Class I bicycle path will allow residents to access the Public Safety Facility, the future park and playfields and the two schools safely. While WMS and SRIS are not only used during the school day, they serve as the site of many afterschool and weekend programs.

5.2 Criteria for Bicycle Route Selection and Proposed Level of Improvement

A bikeway "system" is a network of bicycle routes that, for a variety of reasons, provide a superior level of service for bicyclists and/or are targeted for improvements by the city as a result of existing deficiencies. It is important to recognize that, by law, bicyclists are allowed on all streets and roads regardless of whether they are a part of the bikeway system. **The bikeway system is a tool that allows the city to focus and prioritize implementation efforts where they will provide the greatest benefit to the bicycling community.**

There is an established methodology for selecting a bikeway system for any community. The primary method is to receive input from the local bicycling community and local staff who are familiar with the best routes and existing constraints and opportunities. Input can be received through a variety of means, but typically is through the public workshop format. Surveys of bicyclists and the community as a whole can also serve a valuable role in this process as well.

The following criteria are typically used to develop a bicycle system:

1. Existing Bicycling Patterns
    a. Connectivity
2. Traffic volumes and travel speeds
3. Amount of side friction (driveways, side streets)
4. Curb-to-curb width
5. Pavement condition
6. Access from residential areas
7. Number of destinations served
    a. Schools
    b. Parks
    c. Employment centers
    d. Multi-modal terminals
8. Topography
9. Integration into the regional system
10. Adjacent land use
11. On-street parking
12. Accident data and safety concerns
13. Existing bottlenecks or constraints
14. Existing opportunities such as planned roadway improvements

The Winters bikeway system was relatively easy to develop because of the small size of the community, and the street grid pattern which offered several distinct through corridors which connected residential areas with activity centers such as downtown, schools, and parks. The bikeway plan is also aided through subdivision planning, which incorporates bike lanes into its circulation network, and the Complete Streets Plan which addresses key bike and pedestrian needs along the city's busiest corridor.

Once a bikeway system has been identified, the greatest challenge is to identify the segments that will offer the greatest benefit to bicyclists in the next five years. Aside from the criteria used in developing the system as a whole, selection of these top projects is based on (a) cost and construction feasibility given existing traffic, safety, and environmental constraints, (b) need and benefit, and (c) strength of the project as measured by specific funding criteria.

It is important to remember that the bikeway system and the top projects are flexible concepts that serve as guidelines to those responsible for implementation. The system and segments themselves will change over time as a result of changing bicycling patterns and implementation constraints and opportunities.

Table 6
SACOG Project List for Winters, CA

Class I Trail	Yolo County/City of Winters	From Yolo County Housing authority into the City of Winters- class I pedestrian/bicycle facility to provide connectivity		TBD
Pedestrian Upgrade	Grant Avenue (SR 128) /Morgan St intersection	Pedestrian circulation & safety improvements	Morgan Street Area Circulation Study	$250,000
Pedestrian Upgrade	Winters	New sidewalks on: Edwards St., Grant Ave., & Hemenway St.		$188,506
Pedestrian Upgrade	Winters	Pedestrian improvements at multiple intersections: Railroad Ave /Main St Railroad Ave /Abbey St E. Main St /Elliot St Main St /First St Main St /Second St	City of Winters Downtown Master Plan	$500,000
Class I Trail	Winters	Putah Creek Pedestrian and Bike Bridge	Putah Creek Park Master Plan	$850,000
Pedestrian Upgrade	Winters	Railroad Avenue to East Main Street	City of Winters Complete Streets- Grant Ave. Corridor Plan	$600,000
Bike/ Pedestrian Upgrade	Winters	SR 128 from East Main Street to I-505 Interchange- Class I/II bike lanes and pedestrian facilities.	City of Winters Complete Streets- Grant Ave. Corridor Plan	TBD
Bike/ Pedestrian Upgrade	Winters	SR 128/Grant Ave from Railroad Ave to East Main Street- Sidewalk/Class I/II Bike Improvements	City of Winters Complete Streets- Grant Ave. Corridor Plan	TBD
Bike/ Pedestrian Upgrade	Winters	SR 128 from the I-505 Interchange to El Rio Villa-Yolo Housing- Bike and Pedestrian Facilities	City of Winters Complete Streets- Grant Ave. Corridor Plan	TBD
Pedestrian Upgrade	Winters	Morgan Street Roundabout and Pedestrian Facilities	City of Winters Complete Streets- Grant Ave. Corridor Plan	$550,000
Class I Trail	Winters	West section of Main Street	City of Winters Grant Ave Corridor Plan	$550,000
TOTAL (does not reflect those projects with costs to be determined)				**$3,988,506**

5.3 Bicycle Parking and Other Support Facilities

While bike racks are provided at local schools in Winters, the rest of the city lacks reliable, safe and secure bicycle parking. Concern of theft or vandalism is a major impediment to bicycle riding. To encourage people to ride their bicycle for transportation, the city needs to make high quality bike parking readily available.

High quality bicycle parking facilities offer at least two points of contact to secure a bike and prevent it from tipping over. Bicycle parking may consist of standard bike racks, covered lockers, and corrals.

The City of Winters should look to improve the quality and quantity of bicycle parking facilities as a strategy to improve bicycle ridership. The following actions and standards are possible ways to improve the availability of bicycle parking in the city.

Standard 1:
Bike racks and lockers should be provided at all public destinations, including the bus station, community center, parks, schools, and City Hall. All bicycle parking should be in a safe, secure, covered area (if possible). Commuter locations should provide secure indoor parking, covered bicycle corrals, or bicycle lockers. A program to fund and install these facilities should be started immediately as a joint-agency project in Winters.

Standard 2:
All new commercial development or redevelopment in excess of 10,000 gross leasable square feet should be required to provide one approved bicycle rack per 30 employees. All bicycle racks should be located in safe, secure, covered areas, be anchored to the ground, and allow bicycles to lock both frame and wheels.

Standard 3:
Bicycle parking locations in downtown and other employment areas (such as parking lots) where centralized public covered bicycle parking identified in this plan (see Figure 4) should be installed. These facilities may charge a small user fee and/or be subsidized by nearby employers.

Standard 4:
A special program to construct bicycle corrals at all elementary, intermediate, middle, and high schools in Winters should begin immediately. These simple enclosed facilities are locked from the beginning to the end of school, and address the theft and vandalism concerns of students.

Multi-modal Facilities
Yolo Bus, which provides bus service to Yolo County cities and communities, has a number of bicycle carriers on its buses. Winters is served by Yolo Bus every day and the buses that travel to the City frequently contain bicycle carriers. No new facilities are planned at this time.

SECTION 6: BICYCLE FACILITY DESIGN GUIDELINES

6.1 Design and Performance Standards

This section provides detail on the recommended design and operating standards for the Winters Bikeway System, along with implementation guidelines for on-street and off-street facilities.

Bicycle Design Standards and Classifications

National design standards for bikeways have been developed by the American Association of Highway and Transportation Officials (AASHTO) and the California Department of Transportation (Caltrans). The Caltrans *Highway Design Manual, Chapter 1000: Bikeway Planning and Design* serves as the official design standard for all bicycle facilities in California. Design standards in Chapter 1000 fall into two categories, mandatory and advisory. Caltrans advises that all standards in Chapter 1000 be followed, which also provides a measure of design immunity to the city. Not all possible design options are shown in Chapter 1000. For example, intersections, ramp entrances, rural roads and a variety of pathway locations are not specified in the Caltrans *Highway Design Manual*.

Key Operating and Design Definitions

Bicycle	A device upon which any person may ride, propelled exclusively by human power through a belt, chain, or gears, and having either two or three wheels in tandem or tricycle arrangement.
Class I Bikeway	Variously called a *bike path* or multi-use trail. Provides for bicycle travel on a paved right-of-way completely separated from any street or highway.
Class II Bikeway	Referred to as a *bike lane*. Provides a striped lane for one-way travel on a street or highway.
Class III Bikeway	Referred to as a *bike route*. Provides for shared use with pedestrian or motor vehicle traffic.

The following tables specify the requirements for Classes I, II, and III.

Figure 7
Bike Paths, Lanes and Routes

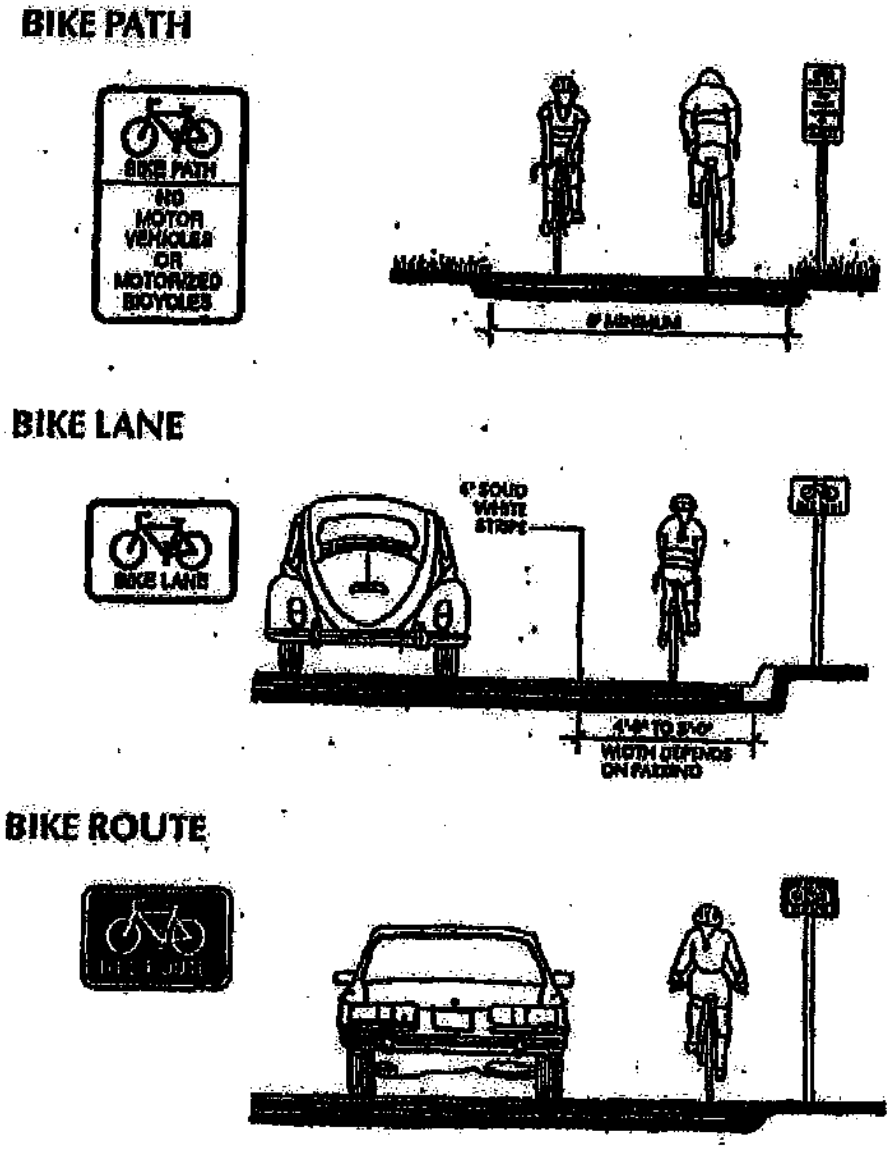


Table 7
Class I Bicycle Path Specifications

		Thickness	
Pavement Type:	Recycled Asphalt(1)	3"	7.5 cm
	Asphalt(1)	3"	7.5 cm
	Concrete	3"	7.5 cm
Sub-base:	Granite	4-6"	10-15 cm
	Gravel	4-6"	10-15 cm
Shoulders:	Decomposed Granite	4-6"	5-10 cm

Width:		
Minimum	8'	2.5 cm
Preferred	12'	3.5 cm
Shoulders:	2'-3'	75 cm – 1 m
Lateral Clearance	2'-3'	75 cm – 1 m
Vertical Clearance	8'	2.5 m
W/Equestrians	12'	3.5 m
Striping (solid yellow line)	4"	8 cm
Signing	see MUTCD	
Cross Slope	2%	
Min. Separation from Roadway(2)	5'	
Design Speed	15-20 mph	
Maximum Superelevation	12%	
Maximum Grades	5%	
Barrier Posts	5' min. spacing	

(1) May be unsuitable for bike paths located in stream channels because of asphalt oils.
(2) Unless physical barrier provided.
Source: Caltrans Highways Design Manual, Chapter 1000

Table 8
Class II Bicycle Lane Specifications

Minimum Widths	Adjacent Parking	5'	1.6 m
	No Parking(1)	4'	1.25 m
	Combination Parking Lane(2)	11' – 12'	3.4 – 3.6 m
Striping	6" solid white stripe (outside) 4" solid white stripe (inside)		
Signing Beginning of all bike lanes Far side of all arterial crossings Major change of directions Maximum ½ mile intervals	R81 Bike Lane sign		
Pavement Markings	Bike Lane	Far side of intersection	
	Directional Arrow	Far side of intersection	
Dashed Lines	200' from intersection		

(1) Minimum of 3' between stripe and gutter joint.
(2) Rolled curb, 11'; vertical 12'.
Source: Caltrans, Highway Design Manual, Chapter 1000, MUTCD.

6.2 General Design Recommendations

A. All Class I bike paths should generally conform to the design recommendations in Table and Figure

B. All Class II bike paths should generally conform to the design recommendations in Table and Figure .

C. Multi-use trails and unpaved facilities that serve primarily a recreation rather than a transportation function and will not be funded with federal transportation dollars may not need to be designed to Caltrans standards.

D. Class I bike path crossings of roadways require preliminary design review. A prototype design in presented Figure . Generally speaking, bike paths that cross roadways with ADTs over 20,000 vehicles will require signalization or grade separation. No bike paths or multi-use trails are proposed to cross Grant Avenue (S.R. 128) in Winters, which represents the only street that is close to these volumes.

E. Landscaping should generally be low water, native vegetation.

F. Lighting should be provided where the bike path will be used by commuters.

G. Barriers at pathway entrances should be clearly marked with reflectors and ADA accessible (minimum 5 feet clearance).

H. Bike path construction should take into account impacts of maintenance and emergency vehicles on shoulders and vertical requirements.

I. Provide 2 feet wide unpaved shoulders for pedestrians/runners, or separate tread way where feasible. Direct pedestrians to right side of pathway with signing and stenciling.

J. Provide adequate trailhead parking and other facilities such as restrooms, drinking fountains at appropriate locations.

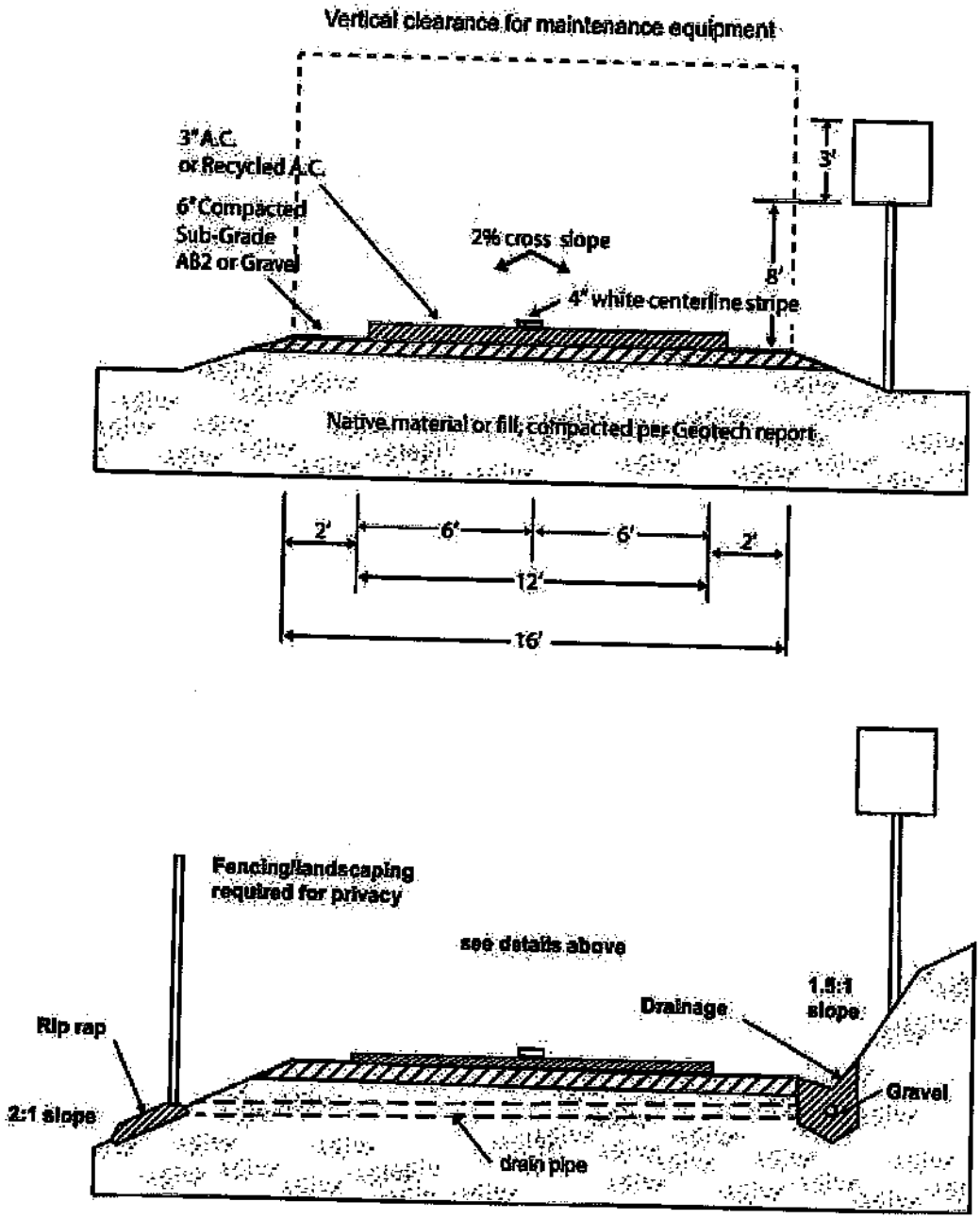
K. Sidewalk bike paths or pathways parallel to roadways should be discouraged, especially where there is heavy pedestrian traffic or numerous curb cuts, driveways, or side streets. Pathways may be located next to existing roadways if there is a minimum 5 feet setback or physical barrier.

L. Intersection and interchange treatment. Caltrans provides recommended intersection treatments in Chapter 1000 including bike lane "pockets" and signal loop detectors. The Department of Public Works should develop a protocol for the application of these recommendations, so that improvements can be funded and made as part of regular improvement projects. Figure (class II bike lanes at intersections) and Figure (recommended Right Turn Channelization) provides details for recommended intersection treatments.

M. Bike lane pockets (minimum 4 feet wide) between right turn lanes and through lanes should be provided wherever available width allows, and right turn volumes exceed 150 motor vehicles/hour.

6.3 Bike Lanes

Figure 8
Class I Bicycle Path Cross Section



6.4 Signage and Markings

Figure 9
Class I Bicycle Path Crossing Prototype

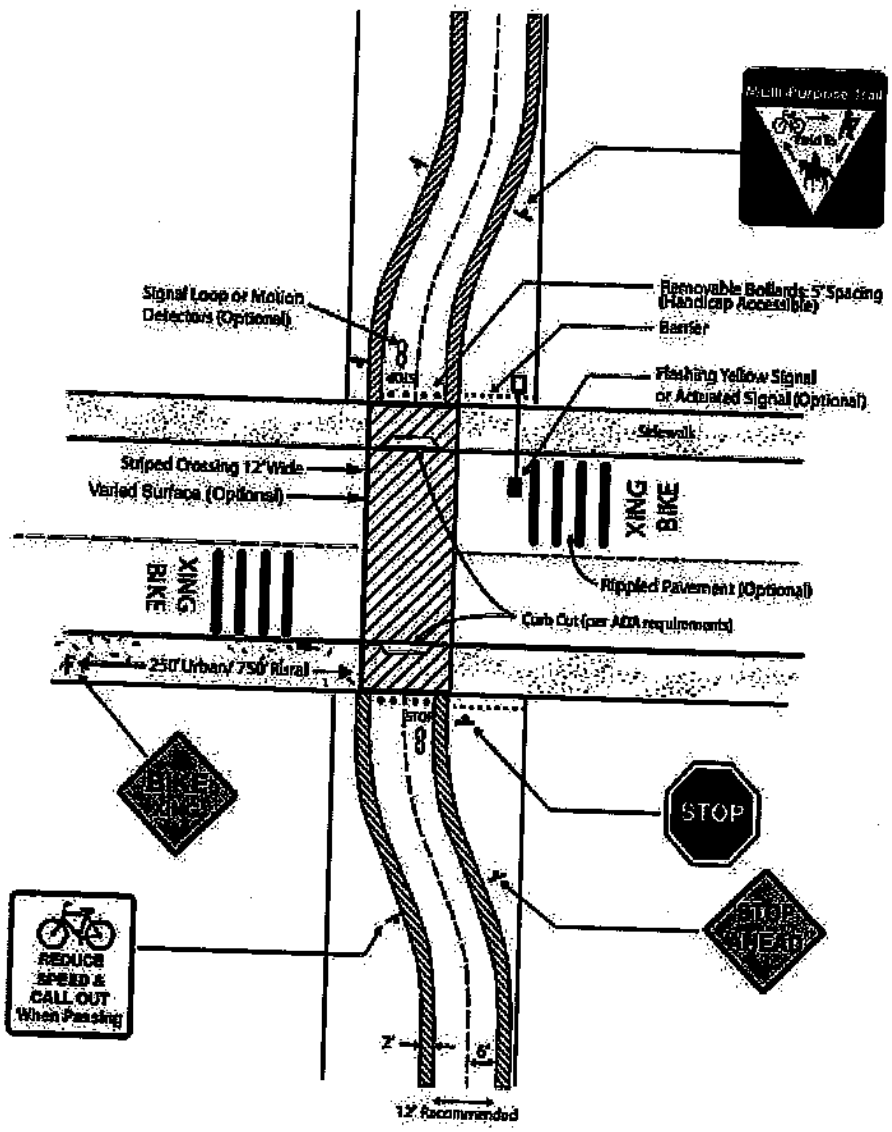
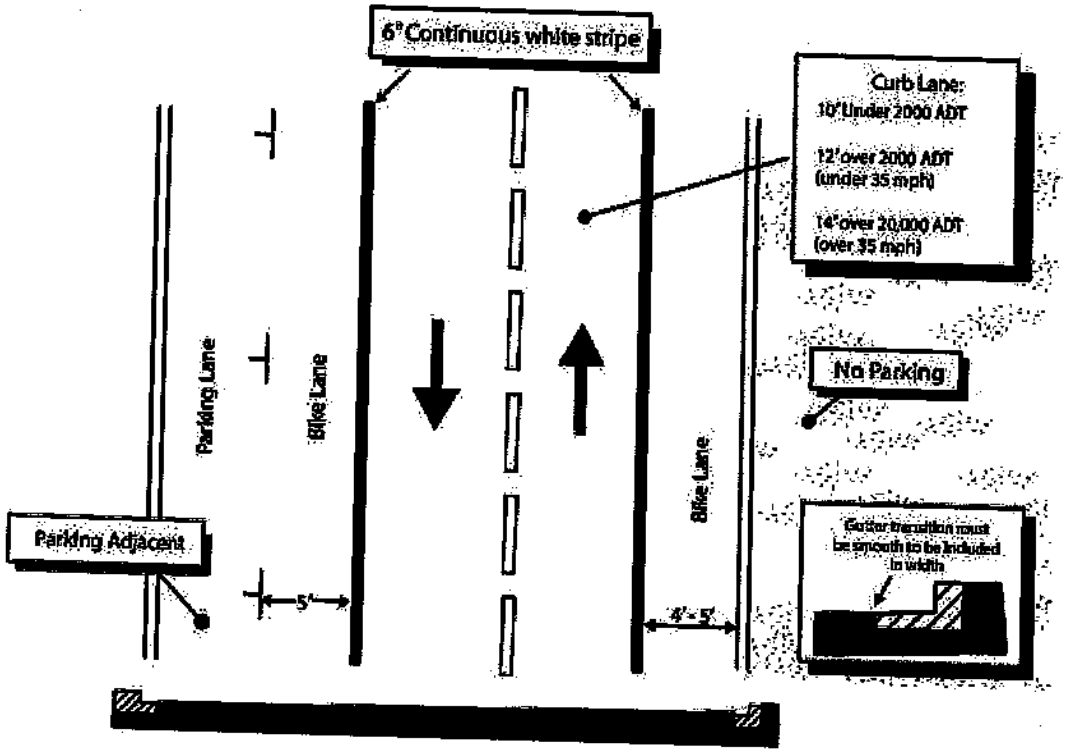


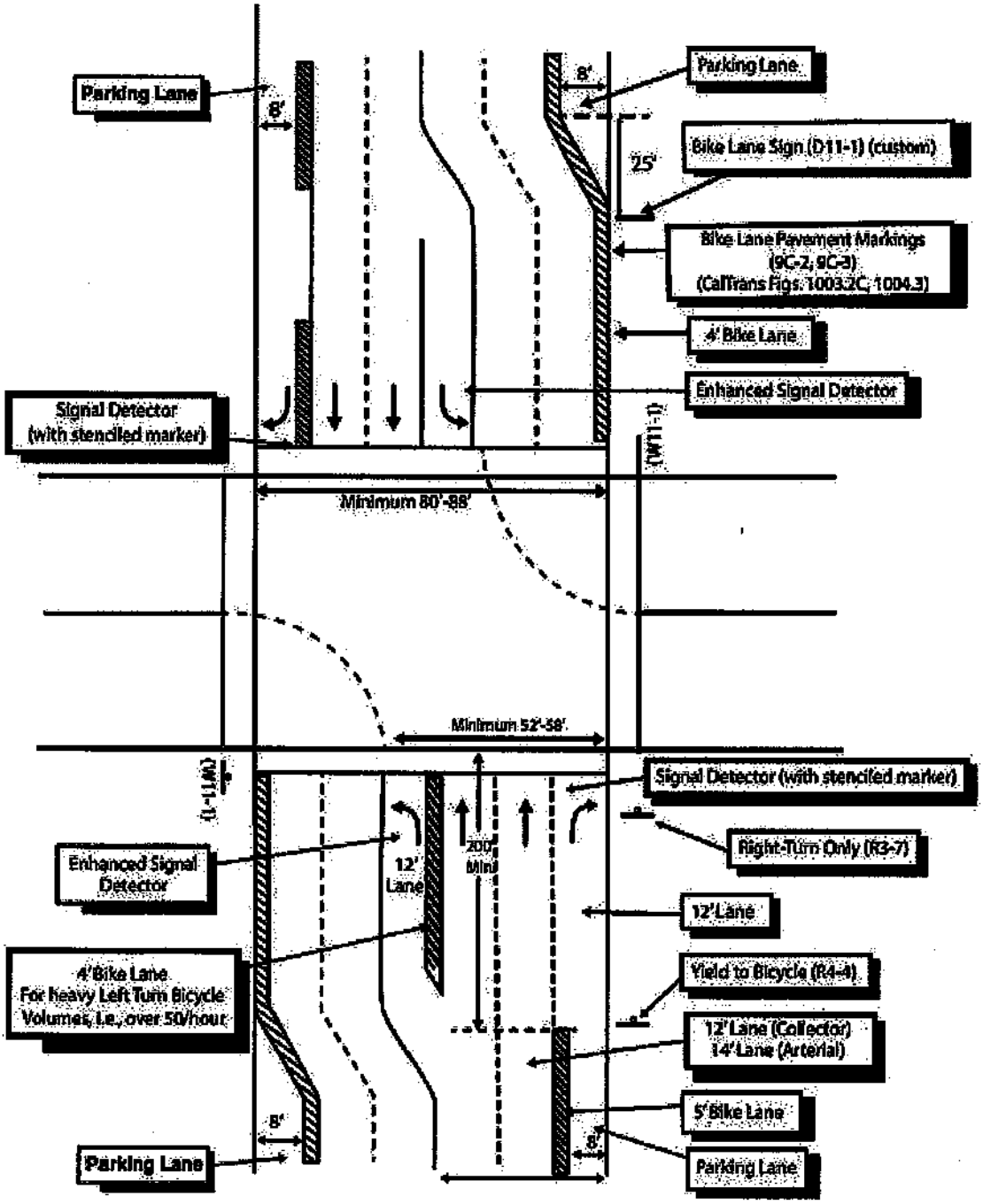
Figure 10
Class II Bike Lane Cross Section

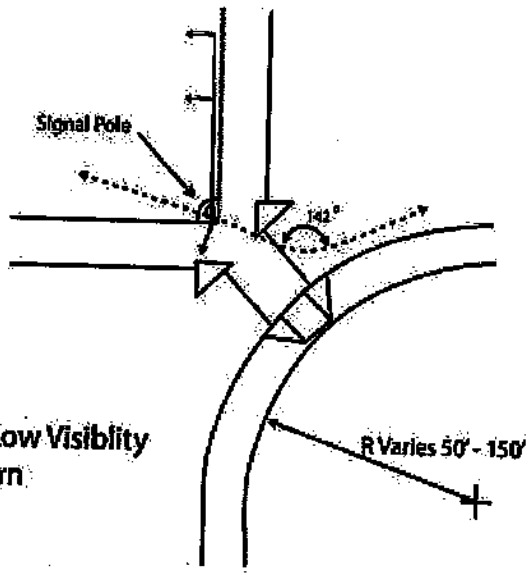


Minimum Street Widths to Accommodate Bike Lanes									
	2-Lanes/Parking			4-Lanes/Parking			6-Lanes/Parking		
	0	1	2	0	1	2	0	1	2
< 2,000	28'	35'	44'	48'	56'	62'	N/A	N/A	N/A
2,000 - 20,000 ADT	32'	41'	50'	56'	65'	74'	80'	89'	98'
20,000 + ADT Under 35 MPH	32'	41'	50'	56'	65'	74'	80'	89'	98'
20,000 + ADT Over 35 MPH	36'	45'	54'	60'	69'	78'	84'	93'	102'
Note: Assumes curb to curb with smooth gutter transition. Assumes no medians.									

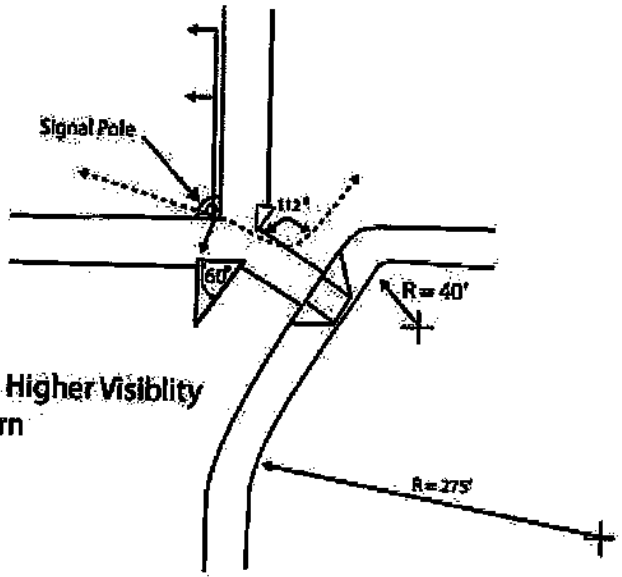
6.5 Treatments at Intersections

Figure 11
Bike Lane Intersection Design





Typical High-Speed, Low Visiblity
Channelized Right Turn



Modified Low-Speed, Higher Visiblity
Channelized Right Turn

Figure X

Recommended Right Turn Channelization

6.6 On-Street Bikeway Implementation Steps

The translation of a bikeway system map to actual improvements in the field is generally under the purview of the City's Department of Public Works (DPW). Aside from meeting specific roadway standards for motor vehicle traffic, the Department of Public Works must consider on-street parking, drainage, pedestrian movement, signals, traffic volumes and speeds, roadway capacity and level of service, mixture of trucks, maintenance, among a variety of items.

One goal of the Bikeway System Master Plan is to enhance bicycling conditions on the entire City street system. The following implementation steps are recommended for each proposed corridor, which may have roadway conditions (lane width, traffic volumes, etc.) that vary every block.

Perform a Preliminary Design Study

A preliminary design study of the top priority bikeway corridors is included in this plan. The recommendations must be reviewed and approved by the DPW, collecting the following information for review: (a) as-built plans (if available), (b) curb-to-curb widths, (c) total public right-of-way width, (d) lane configuration, (e) location of all surface utilities, (f) ADT volumes, and (g) posted speeds and average speeds. Some of this data collection work has been conducted as part of this plan.

Install Bike Lanes Where Feasible

Where an entire corridor has an existing curb lane of at least 17 feet and ADT volumes over 2,000 vehicles per day, select a Class II bike lane treatment. Streets with volumes under 2,000 vehicles per day do not require bike lanes and may be signed as Class III bike routes. Bike lanes must be able to be installed at minimum lengths of one half (½) mile, otherwise Class III bike route treatments should be selected. Where curb lanes are less than 17 feet, examine existing striping and on-street parking. Travel and parking lane standards are shown in Table 4 below.

Table 4
Actions to Install Bike Lanes
(subject to approval of City Engineer)

1. Review current ADT and peak hour traffic volumes: eliminate unneeded travel lanes based on long term traffic volumes.
2. Review current turning movements. Remove continuous median turn lanes where turning movements are low.
3. Review current on-street parking. Consider the removal of on-street parking when peak demand is less than 20%.
4. Reduce all travel lanes to 12 feet. Where ADTs are between 5,000 and 10,000 ADT, consider reducing lanes to 11 feet. Where ADTs are under 5,000 vehicles, consider reducing travel lanes to 10 feet.
5. Reduce median turn lanes to 12 feet on arterials, 11 feet on collectors.

Table 4
Actions to Install Bike Lanes
(subject to approval of City Engineer)

6. Complete bike lane striping and signing plan.

Install Class III Bike Route

Where Class II bike lanes cannot be installed after the steps described above, or where ADT volumes are under 2,000 vehicles per day, a Class III route should be installed. Caltrans describes Class III bike routes as providing a continuous bikeway system on corridors where bike lanes are either not feasible or required. The decision to sign a bicycle route should be based on the advisability of encouraging bicycle travel in the corridor, based on existing usage by bicycles, comparative directness and comfort of the route compared to other alternative corridors, lower traffic volumes and speeds, wider curb lanes, presence of intersection control measures, a higher level of maintenance, surface imperfections or irregularities removed, and/or lack of on-street parking. While Caltrans only identifies signing for bike routes, maximizing the width of the curb lane is considered an essential element of this plan. Minimum curb lane widths are described in the Federal Highway Administration document "Selecting Roadway Design Treatments to Accommodate Bicycles" and in Table 5 below.

Table 5
Actions to Install Class III Bike Routes
(subject to approval by City Engineer)

1. Review steps described in Table 1 for bike lanes concerning eliminating or reducing travel and parking lanes.
2. Provide a minimum of 12 feet curb lane on all local and collector streets with adequate sight distance, an average mix of truck/bus traffic, average speeds under 30 mph, and ADTs under 10,000 vehicles per day (vpd).
3. Provide a minimum 14 feet wide curb lane on all local and collector streets with adequate sight distance, an average mix of truck/bus traffic, average speeds under 40 mph, and ADTs over 10,000 vpd.
4. Provide a minimum of a 15 feet wide curb lane on all collector and arterial streets with adequate sight distance, an average mix of truck/bus traffic, average speeds over 40 mph, and ADTs over 10,000 vpd.

Where bike lanes or bike routes that meet the curb lane standards identified in Table cannot be met, an alternate route for less experienced bicyclists needs to be identified. The city may consider changing the primary route altogether to a street with less traffic, lower speeds, and/or more right-of-way.

6.7 Signage and Markings

All bikeway signing in Winters should conform to the signing identified in the Caltrans Traffic Manual and/or the Manual on Uniform Traffic Control Devices (MUTCD). These documents give specific information on the type and location of signing for the primary bike system. A list of bikeway signs from Caltrans and the MUTCD are shown in the following table () and typical

signing for a school commute corridor is shown in Figure ___. A typical bike route sign is shown in Figure ___.

Table 7
Recommended Signing and Marking

No Motor Vehicles	Trail entrances	R5-3
Use Ped Signal/Yield to Peds	At crosswalks; where Sidewalks are being used	R9-5 R9-6
Bike Lane Ahead: Right Lane Bikes Only	At beginning of bike lanes	R3-16 R3-17
STOP, YIELD	At trail intersections with Red Roads & Coastal Rail Trails	R1-1 R1-2
Bicycle Crossing	For motorists at trail crossings	W11-1
Bike Lane	At the far side of all arterial Intersections	D11-1
Hazardous Condition	Slippery or rough pavement	W8-10
Turns and Curves	At turns and curves which exceed 20 mph design specifications	W1-1,2 W1-4,5 W1-6
Trail Intersections	At trail intersections where no STOP or YIELD required, or sight lines limited	W2-1, W2-2 W2-3, W2-4,W2-5
STOP Ahead	Where STOP sign is obscured	W3-1
Signal Ahead	Where signal is obscured	W3-3
Bikeway Narrows	Where bikeway width narrows or is below 8'	W5-4
Downgrade	Where sustained bikeway gradient is above 5%	W7-5
Pedestrian Crossing	Where pedestrian walkway crosses trail	W11A-2

Railroad Crossing	Where trail crosses railway tracks at grade	W10-1
Directional Signs	At intersections where access to Major destinations is available	D1-1b(r/l) D1-1(c)
Right Lane Must Turn Right	Where bike lances ends before Intersection	R3-7 R4-4
Coastal Rail Trail	Trail logo: at all trail entrances, major intersections, major access points	n/a
Trail Regulations	All trail entrances	n/a
Multi-purpose Trail: Bikes Yield to Pedestrians	All trail entrances	n/a
Bikes Reduce Speed & Call Out Before Passing	Every 2,000 feet	n/a
Please Stay On Trail Caution: Storm Damaged Trail	In environmentally sensitive areas Storm damaged locations	n/a n/a
Trail Closed: No Entry Until Made Accessible & Safe for Public Use	Where trail or access points closed due to hazardous conditions	n/a
Speed Limit Signs	Near trail entrances: where speed Limits should be reduced from 20 mph	n/a
Trail Curfew 10PM – 5AM	Based on local ordinance	n/a

Figure X

Signs and Markings within School Zones

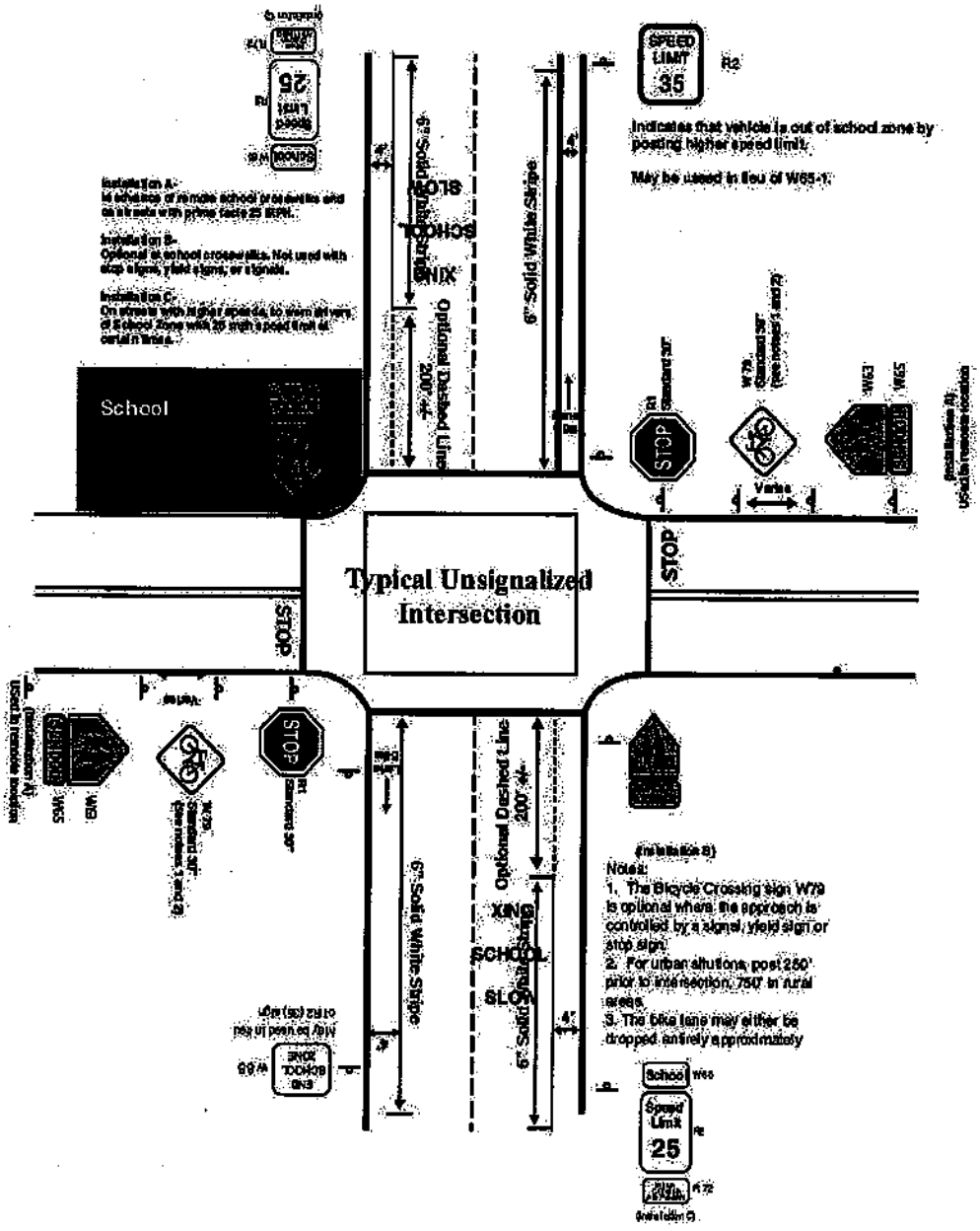


Figure X
Bike Route Sign

Figure X
Numbered Bike Route Sign

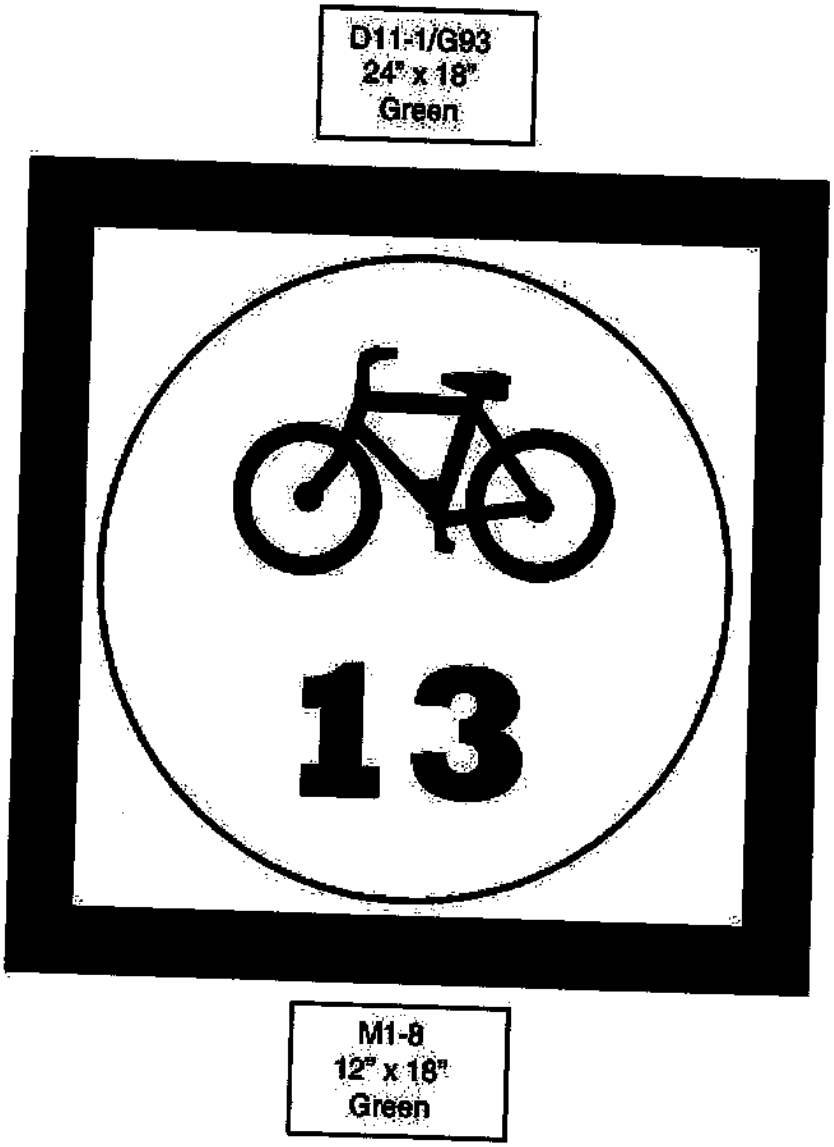


Figure X

Signing at Unsignalized Intersections

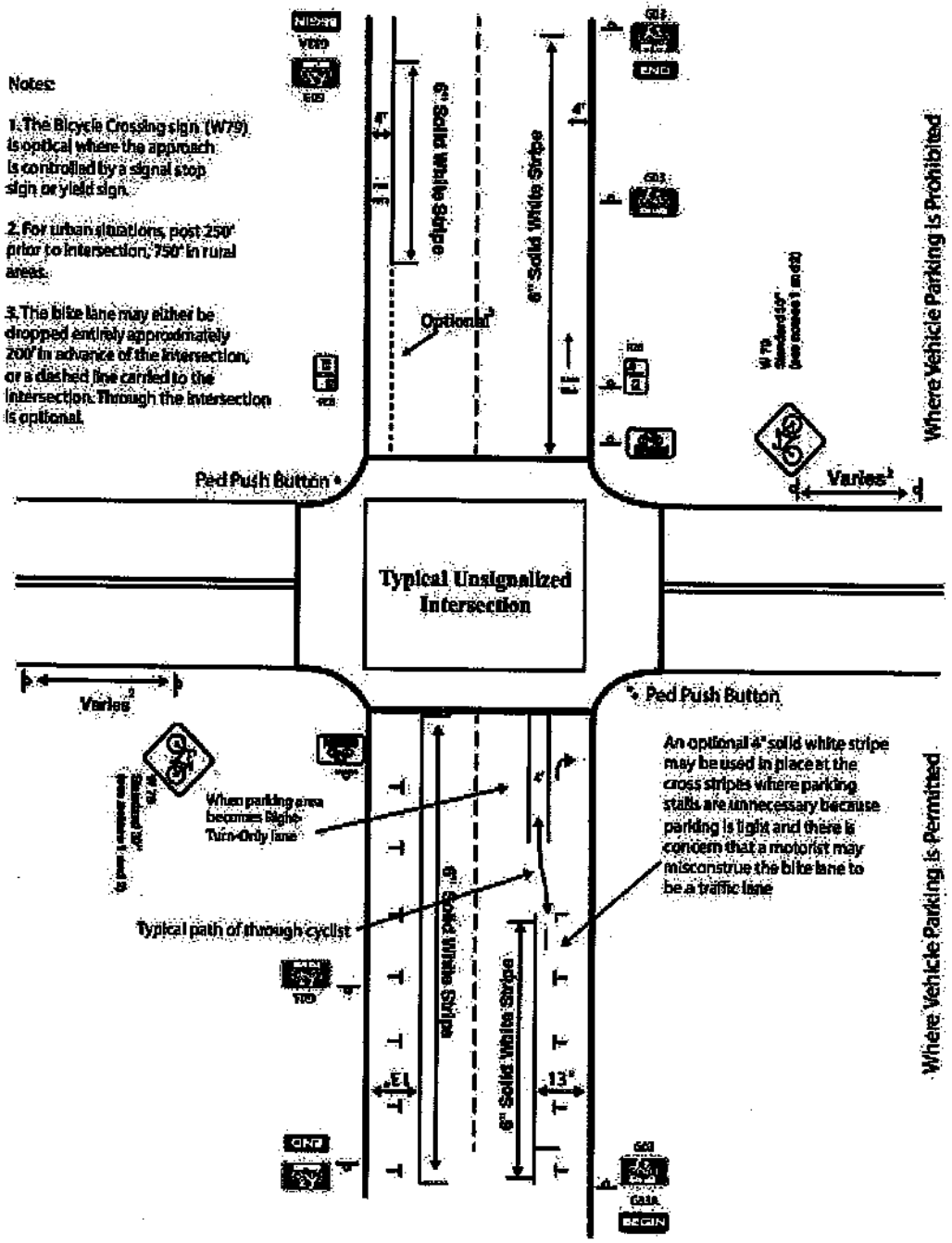


Figure X
Signing at Signalized Intersections

Figure X
Warning Signs

6.8 Maintenance

The total annual maintenance cost of the primary bikeway system is estimated to be $6,895 when it is fully implemented. All of the maintenance costs are associated with the proposed Putah Creek Pathway, as bike lanes and routes are assumed to be maintained as part of routine roadway maintenance. Class I bike path maintenance costs are based on $10,335 per mile, which covers labor, supplies, and amortized equipment costs for weekly trash removal, monthly sweeping, and bi-annual resurfacing and repair patrols.

Table 8
Bikeway Maintenance Check List

Sign replacement/repair	1 – 3 years
Pavement marking replacement	1 – 3 years
Tree, shrub & grass trimming/fertilizing	5 months – 1 year
Pavement sealing/potholes	5 – 15 years (1)
Clean drainage system	1 year
Pavement sweeping	Weekly – monthly/as needed
Shoulder and grass mowing	Weekly/as needed
Trash disposal	Weekly/as needed
Lighting replacement/repair	1 year
Graffiti removal	Weekly – monthly/as needed
Maintain furniture	1 year
Fountain/restroom cleaning/repair	Weekly – monthly/as needed
Pruning	1 – 4 years
Bridge/tunnel inspection	1 year
Remove fallen trees	As needed
Weed control	Monthly/as needed
Remove snow and ice	Weekly/as needed
Maintain emergency telephones, CCTV	1 year
Maintain irrigation lines	1 year
Irrigate/water plants	Weekly – monthly/as needed

(1) Annually in areas with snow.

Source: Trails for the 21st Century, 1993.

SECTION VII: EDUCATION and ENFORCEMENT

7.1 Community and Employer Outreach

Without community support, a bicycle and pedestrian plan lacks the key resources that are needed to ensure implementation over time. While the City Public Works Department may be responsible for overseeing the design and construction of physical improvements, strategies for community involvement will be important to ensuring broad-based support – which translates into political support – which can help secure financial resources. Involvement by the private sector in raising awareness of the benefits of bicycling and walking range from small incremental activities by non-profit groups, to efforts by the largest employers in the City. Specific programs are described below.

Bicycle Donation Program

A fleet of lender bicycles available to employees to use as a commute alternative has proved successful in Portland and other U.S. cities. The bicycle may be purchased new or obtained from police auctions, repaired, painted and engraved with ID numbers, and made available free of charge to employees. Depending on demand, bicycles may be made available through reservations or on a rotating basis. The bicycles themselves should be lower-end heavy-duty bicycles that have minimal re-sale value. Employer's responsibilities would be limited to an annual maintenance inspection and repairs as necessary. The objective of the program is to encourage employees to try bicycling to work as an alternative, without making a major investment. Employers may wish to allow bicycle commuters to leave 15 minutes early from work, or some other type of incentive to encourage use of the bicycles. It is recommended that the City of Winters be the first to try this program, and to encourage private employers to follow suit by offering TDM credits or subsidized purchases of bicycles.

Bicycle Clunker and Parts Program, Bicycle Repair Program

This program ties directly into the previous program by obtaining broken, police auction, or other bicycles and restoring them to working condition. The program's dual mission is also to train young people (ages 12-18) how to repair bicycles as part of a summer jobs training effort. Bicycles are an excellent medium to teach young people the fundamentals of mechanics, safety, and operation. Young people can use these skills to maintain their own bicycles, or to build on related interests. The program is often staffed by volunteers from local cycling organizations and bicycle shops, who can help build an interest in bicycling as an alternative to driving. The seed money to begin this type of program often comes from a local private funding source. The proposal to this source should clearly outline the project objectives, operating details, costs, effectiveness evaluation, and other details. The bicycles themselves could be derived from unclaimed stolen bicycles from the police department, or from donated bicycles. The program will need to qualify as a Section 501C (3) non-profit organization to offer tax deductions.

Bicycle Facilities Map

Work with the Yolo-Solano Air Quality Management District, Parks & Recreation, the School District, Chamber of Commerce, and local businesses to produce bicycle/walking map that shows existing and recommended touring and commuting bicycle routes, access to regional bike routes, historic walking tours, and school commute routes.

Community Adoption

Programs to have local businesses and organizations "adopt" a pathway such as the Putah Creek Pathway have proven effective around the country, similar to the adoption of segments of the Interstate Highway System. Supporters would be identified by small signs located along the pathway, acknowledging their contribution. Support would be in the form of an annual commitment to pay for the routine maintenance of the pathway, which in general costs about $10,335 per mile. This program may be administered by the Department of Public Works or other groups.

Bike Fairs and Races

The City is well positioned to capitalize on the growing interest in on-road and off-road bicycle races and criteriums. Given the City's proximity to major bicycling centers such as Davis and location on existing major bicycling routes, the market for such events would be tremendous. Events would need to be sponsored by local businesses, and involve some promotion, insurance, and development of adequate circuits for all levels of riders. It is not unusual for these events to draw up to 1,000 riders, which could bring off-season activity into the City.

The City can assist in developing these events by acting as a co-sponsor, and expediting and possibly underwriting some of the expense of – for example – police time. The City should also encourage these events to have races and tours that appeal to the less experienced cyclist. For example, in exchange for underwriting part of the costs of a race the City could require the event promoters to hold a bicycle repair and maintenance workshop for kids, and a tour of the route lead by experienced cyclists who could show less experienced riders how to safely negotiate city streets.

Employer Incentives

Beyond programs described earlier such as the Bicycle Donation Program, employer incentives to encourage employees to try bicycling or walking to work include sponsoring bike fairs and races, providing bicycle lockers and shower facilities, and offering incentives to employees who commute by bicycle or walk by allowing for more flexible arrival and departure times. The City may offer incentives to employers to institute these improvements through air quality credits, lowered parking requirements, reduced traffic mitigation fees, or other means.

7.2 Bicycle and Pedestrian Safety Education Programs

The Winters Bicycle System Master Plan provides both physical recommendations (such as bike lanes) and program recommendations. Some of program recommendations, such as changes in zoning requirements for bicycle parking, have already been covered. This section covers future efforts to educate bicyclists and motorists, and efforts to increase the use of bicycles as a transportation alternative.

Education

The Winters Joint Unified School District, Police Department, and the Department of Public Works have a history of trying to improve safety conditions for bicyclists and pedestrians. Despite these efforts, the lack of education for both bicyclists, especially younger students, is a leading cause of accidents. For example, the most common type of reported bicycle accident in California involves a younger person (between 8 and 16 years of age) riding on the wrong side of the road in the evening hours. Studies of accident locations around California consistently show the greatest concentration of accidents is directly adjacent to elementary, middle, and high schools. Many less-experienced adult bicyclists are unsure how to negotiate intersections and make turns on city streets.

Motorist education on the rights of bicyclists and pedestrians is virtually non-existent. Many motorists mistakenly believe, for example, that bicyclists do not have a right to ride in travel lanes and that they should be riding on sidewalks. Many motorists do not understand the concept of "sharing the road" with bicyclists, or why a bicyclist may need to ride in a travel lane if there is no shoulder or it is full of gravel or potholes.

Existing education programs in schools are generally taught once a year to 3rd, 4th, and 5th graders. Curriculum is generally derived from established programs developed by groups such as the California State Automobile Association, and taught by members of the Winters Police Department. Budget cuts, demands on students' time, and liability concerns limit the extent of bicycle education to school children. Formal adult bicycle education is currently non-existent.

Expand Current Education Programs

Existing educational programs in Winters schools should be expanded and supported by a secure, regular funding source. A joint City/School District Safety Committee should be formed consisting of appointed parents, teachers, administrators, police, and public works staff whose task it is to identify problems and solutions, ensure implementation, and submit recommendations to the School Board or City Council.

Develop New Educational Program Materials and Curriculum.

Education materials should be expanded to promote the benefits of bicycling, the need for education and safety improvements, the most recent educational tools available in the country (including the use of low-cost safety videos), and directives to parents on the proper school drop-off procedure for their children. Educational pamphlets for children should be made more

readable. Incentive programs to reward good behavior should be developed. Educational programs, and especially on-bike training, should be expanded to more grades and for more hours per year. Education curriculum should, at a minimum, cover the following lessons:

- On-bike training or bicycle "rodeos"
- How to adjust and maintain a bicycle
- Night riding (clothes, lights)
- Rules of the road
- Riding on sidewalks
- How to negotiate intersections
- Riding defensively
- Use of hand signals

A standard safety handbook format should be developed incorporating the best elements of those currently in use, and made available to each school on computer disks so they may be customized as needed. Each school should develop a circulation map of the campus and immediate environs to include in the handbooks, clearly showing the preferred circulation and parking patterns and explaining in text the reason behind the recommendations. This circulation map should also be a permanent feature in all school newsletters. Bicycle helmet subsidy-programs are available in California, and should be used to provide low-cost approved helmets for all school children who ride bicycles.

Develop an Adult Education Program

Establish an adult bicycle education program through the Public Works Department, or other City departments that (a) teaches adults how to ride defensively, (b) how to ride on a variety of city streets, and (c) encourages adults to feel more confident to ride to work or for recreation. Work with local bicycling groups who could provide the training expertise, and possibly lead organized bicycle training sessions, tours and rides.

Educate Motorists

Educate motorists about the rights and characteristics of bicyclists through a variety of means including: (a) making bicycle safety a part of traffic school curriculum in Winters , (b) producing a brochure on bicycle safety and laws for public distribution, (c) enforcing existing traffic laws for both motorists and bicycles, (d) sending an official letter to the Department of Motor Vehicles recommending the inclusion of bicycle laws in the driver license exam, and (e) install signs that read "Share the Road" with a bicycle symbol at least every 1,000 feet along all routes of the proposed primary system where bike lanes are not feasible, travel lanes are under 14 feet wide, and ADTs exceed 20,000.

7.3 Other Safety Improvements

In addition to the education actions listed above and the proposed bicycle and pedestrian system improvements, the following miscellaneous actions address a variety of needs and deficiencies.

Pedestrian Crossings

Pedestrian crossings are generally provided with crosswalks, warning signs, lighting, signals, and/or pavement treatments. Standards for the design, operation, and installation of pedestrian crossings have been developed by a variety of organizations such as Caltrans and AASHTO. The type and location of crossing improvements is often based on an evaluation of pedestrian volumes, spacing between crossings, traffic volumes, accident patterns, and other information. There has been a recent trend nationwide of removing unprotected mid-block crossings based on the notion that it gives pedestrians a false sense of security and leads to a higher accident rate.

The City should adopt minimum thresholds for pedestrian facilities that are applied city-wide. This includes minimum green time at signalized intersections based on street width, minimum distances between crosswalks on collectors and arterials, minimum sight clearance (including on-street parking restrictions), and minimum lighting standards.

School Commute Routes

Identifying and improving routes for children to walk or bicycle to school is one of the most cost effective means of reducing AM traffic congestion and addressing existing safety problems. Most effective school commute programs are joint efforts of the school district and city, with parent organizations adding an important element.

Develop School Commute Route Improvement Plan

Develop a tool that can be used to evaluate safety conditions on school commute corridors to determine if conditions are within acceptable bounds. This can be done using state or City accident data, surveys of parents on their school commute habits, surveys of students who walk or ride to school, and other sources. Develop specific thresholds by which meaningful comparisons can be made.

Develop a toolbox of measures that can be implemented by the school district and City to address safety problems. This may include maps of preferred school commute routes, warning signs, enhanced education, additional crossing guards, signal treatments (longer cycles, pedestrian activated buttons, etc.), enhanced visibility at key locations (lighting, landscaping abatement), crosswalks, bike lanes, and other measures.

SECTION 8: IMPLEMENTATION STRATEGY

8.1 Ranking and Phasing of Improvements

The recommended improvements and programs are expected to be developed over the 20-year lifespan of the plan, from 2012 through 2032. The actual phasing of projects is directly linked to the availability of funding, which in turn is related to overall economic conditions in Winters, California, and the United States. Funding is also related to local, regional, state, and federal policy and the amount of funding that is made available to bicycle and pedestrian projects. Implementation is also expected to occur through local initiatives and possible use of impact fees, zoning requirements/bonuses, and/or tax increment financing.

The top projects were selected as part of the recently adopted "Complete Streets" plan for the City's busiest thoroughfare, Grant Ave.

Placing bike lanes along roadways that are being reconstructed represents one of the most cost effective strategies for the City, and one that will be pursued on the Grant, Railroad, and Moody Slough Roadway projects to be constructed or re-constructed as part of future development. The incremental cost of providing bike lanes or other features is nominal on most roadway projects, and in fact may already be included but simply identified as a "shoulder" rather than a bike lane. Table 9 presents a list of scheduled roadway improvement projects in Winters.

Table 9
Scheduled Roadway Construction Projects

Grant/I-505 Widening	2012
Railroad Avenue Widening	2014
Moody Slough Road Construction	2018

8.2 Cost Breakdown

Table 9 presents a breakdown of the recommended projects, along with phasing, responsibility, funding sources, and total development cost. It is important to note that while many of the projects can be funded with federal, state, and regional transportation, safety, and/or air quality grants, others are recreational in nature and must be funded by local or private sources.

These proposed improvements are scheduled to be implemented over the next 10 years, or as funding is available. It also presents a 'best case' scenario for Winters, providing a network of bicycle facilities within the next ten years. Some of the more expensive projects may take longer to implement.

8.3 Funding

There are a variety of potential funding sources including local, state, regional, and federal funding programs that can be used to construct the proposed bicycle and pedestrian improvements. Many of the federal, state, and regional programs are competitive, and involve the completion of extensive applications with clear documentation of the project need, costs, and benefits. Local funding for bicycle projects typically comes from Transportation Development Act (TDA) funding, which is prorated to each community based on population. Funding for many of the programs listed in Table 10 would need to be funded either with TDA, general fund (staff time), or possibly private grants. Table 10 presents a summary of available funding along with timing, criteria, and funding agency.

Table 11
Summary of Funding Programs

[redacted]			
STP	Both	Transportation	Both
Transportation Enhancement Activities (SAFETEA-LU)	Both	Transportation	Construction
CMAQ (SAFETEA-LU)	Both	Transportation	Both
National Highway System (NHS)	Both	Transportation	Both
Federal Lands Highway Funds	Both	Transportation	Construction
Scenic Byways Program	Both	Transportation	Construction (Including planning design & development)
Bridge Repair & Replacement	Bicycle	Transportation	Construction
National Recreation Trails Fund	Both	Both	Both
Highway Safety Program	Both	Transportation	Non-Construction
Highway Safety & Development	Pedestrian	Transportation	Non-Construction
Recreational & Public Purposes Act	Both	Both (Primarily Recreational)	Construction
Schools & Roads Grants to States + sR25	Both	Transportation	Construction
Section 3 Mass Transit Capital Grants	Both	Transportation	Both
[redacted]			
California Bikeways Act	Bikes	Transportation	Construction
Environmental Enhancement & Mitigation Program	Both	Transportation	Construction
Flexible Congestion Relief	Both	Transportation	Construction
Habitat Conservation Fund Grant Program	Both	Both	Construction
Kapiloff Land Bank Funds	Both	Transportation	Construction (Including land acquisition)
Land & Water Conservation Fund	Both	Both	Construction (Including land acquisition)
Mello-Roos Community Facilities Districts	Both	Both	Both
Local Transportation Fund (LTF) TDA Article 3	Both	Transportation	Both
[redacted]			
Community Design	Both	Both	Both
Bike/Pedestrian Program Funding	Both	Both	Both
[redacted]			
YSAQMD	Both	Both	Both

SAFETEA-LU

Federal funding through the SAFETEA-LU (Transportation Equity Act for the 21st Century) program will provide the bulk of outside funding. SAFETEA-LU currently contains two major programs, STP (Surface Transportation Program) and CMAQ (Congestion Mitigation and Air Quality Improvement) along with other programs such as the National Recreational Trails Fund, Section 402(Safety) funds, Scenic Byways funds, and Federal Lands Highway funds.

SAFETEA-LU funding is administered through the state (Caltrans or Resources Agency) and regional governments (SACOG). Most, but not all, of the funding programs are transportation versus recreational oriented, with an emphasis on (a) reducing auto trips and (b) providing an inter-modal connection. Funding criteria often includes completion and adoption of a bicycle master plan, quantification of the costs and benefits of the system (such as saved vehicle trips and reduced air pollution), proof of public involvement and support, CEQA compliance, and commitment of some local resources. In most cases, SAFETEA-LU provides matching grants of 80 to 90 percent – but prefers to leverage other monies at a lower rate.

While Winters may have an uphill battle in securing federal dollars, the area is located near Sacramento and Davis – both well-known bicycling areas. It will be critical to get the local state assemblyperson and senator briefed on these projects and working with Caltrans and the California Transportation Commission for these projects.

MAP-21 uncertainties.

State

TDA Article III (SB 821)

Transportation Development Act (TDA) Article III funds are state block grants awarded annually to local jurisdictions for bicycle and pedestrian projects in California. These funds originate from the state gasoline tax and are distributed to local jurisdictions based on population.

AB 434

AB 434 funds are available for clean air transportation projects, including bicycle projects, in California. The Yolo-Solano Air Quality Management District administers these funds locally.

Bicycle Transportation Account

The state Bicycle Transportation Account (BTA) is an annual grant program available to cities and counties for funding bicycle projects that improve improve safety and convenience for bicycle commuters. For the 2013/2014 funding cycle, BTA will provide $7.2 million to cities and counties.

Regional

The Yolo-Solano Air Quality Management District is a major potential source of funding for bicycle and pedestrian programs. The grants are generally in the $10,000 to $80,000 range and are highly competitive based on a cost-benefit formula developed by the District. Funding priorities also change annually with the District, between bicycle and other projects such as transit.

Local

New Construction

Future road widening and construction projects are one means of providing bike lanes. To ensure that roadway construction projects provide bike lanes where needed, it is important that the review process meets the standards and guidelines presented in this master plan and the City's Circulation Element.

Impact Fees

Another potential local source of funding are developer impact fees, typically ties to trip generation rates and traffic impacts produced by a proposed project. A developer may reduce the number of trips (and hence impacts and cost) by paying for on- and off-site bikeway improvements which will encourage residents to bicycle rather than drive. Establishing a clear nexus or connection between the impact fee and the project's impacts is critical in avoiding a potential lawsuit.

Mello Roos

Bike paths, lanes, and pedestrian facilities can be funded as part of a local assessment or benefit district. Defining the boundaries of the benefit district may be difficult unless the facility is part of a larger parks and recreation or public infrastructure program with broad community benefits and support.

Other

Local sales taxes, fees, and permits may be implemented, requiring a local election. Volunteer programs may substantially reduce the cost of implementing some of the proposed pathways. Use of groups such as the California Conservation Corps (who offer low cost assistance) could be effective at reducing project costs. Local schools or community groups may use the bikeway or pedestrian project as a project for the year, possibly working with a local designer or engineer. Work parties may be formed to help clear the right-of-way where needed. A local construction company may donate or discount services. A challenge grant program with local businesses may be a good source of local funding, where corporations "adopt" a bikeway and help construct and maintain the facility.

8.4 Financing

Proposed improvements and programs to be developed over the next 10 years in Winters have been analyzed to determine the annual financing requirements, and to allow the City to budget its resources and target funding applications. It is important to note that the majority of funding is expected to be derived from federal sources (SAFETEA-LU and its eventual successor). These funding sources are extremely competitive, and require a combination of sound applications, local support, and lobbying on the regional and state level. The financing sequence outlined in Table 11 provides a template for future funding applications and local allocations; unsuccessful applications will be "rolled-over" to the next year on this schedule.

The City of Winters striped Main Street, sections of East Main Street, and Valley Oak Drive for Class II bike lanes in the period of 2000-2001. The striping work was combined with overlay work that was occurring on some of the street segments. A grant through the Caltrans Bicycle Transportation Account funded a significant portion of the Class II striping for Main Street and Valley Oak Drive. It is estimated that the City spent $5000 of its own funds (Gas Tax receipts, Transportation Development Act monies, etc.) for the Class II striping.

CITY OF WINTERS
california
Est. 1875

PLANNING COMMISSION
STAFF REPORT

TO: Chair and Planning Commissioners

DATE: January 22, 2013

FROM: John W. Donlevy, Jr., City Manager

SUBJECT: Development Agreement Modernization Update- Winters Highlands, Callahan and Hudson Ogando Subdivisions.

RECOMMENDATION:

That the Planning Commission receive an update on Staff negotiations on modernization of development agreements.

BACKGROUND:

Since 2006, the City has entered into five (5) development agreements with various developers for the subdivision and development of residential projects. In 2007, the real estate market essentially "crashed" and none of the proposed projects proceeded. Because of this, amendments have been initiated and adopted over the past six years to keep the agreements current and viable for when the real estate market returns.

In December, 2011, the City Council approved an amendment to the Creekside Estates Subdivision Development Agreement. This amendment was the first comprehensive revision to essentially "modernize" the agreements to recognize capital improvements made during the interim, needs of the City and the developer, and also to acknowledge the new fiscal realities of residential development.

DISCUSSION:

In the Creekside Estates update, Staff focused on a number of key elements to modernize, which included the following:

1. Acknowledgement of the development of key infrastructure which has been constructed (Library, Well 7, Pool, Public Safety Facility) and removed advanced funding or financing requirements.
2. Removed funding requirements for projects or elements which did not have a direct nexus to the project.

3. Allowed for flexibility in permit and impact fee payments.
4. Removed Level III School Impact Fee payments, based on the reality that the District is in need of students more than additional facility fees. This is also based on the idea that these projects must then negotiate with the WJUSD for amendments to their funding agreements.
5. Maintenance of the annuity requirement for fiscal neutrality for the project for City services.

The modernization of the agreement was based on a very pragmatic approach to creating a balance between a project which will bring a quality project to the City and one which is financially viable to build for the developer.

In the discussions with Winters Highlands, Callahan and Hudson Ogando, the focus has included each of the items above, but also has included the following:

1. Winters Highlands and Callahan are required to enter into a Joint Easement, Development and Reimbursement Agreement which provides for the construction of common utilities and infrastructure between the projects.
2. An open discussion on the provision of affordable housing issues which has been brought before the affordable housing steering committee for possible amendments to the current plans.
3. Elimination of the phasing requirements to reflect demands from potential financing sources reluctance to accept such provisions. The realization is that the market will dictate and pace projects with few predicting mass development every occurring again.
4. Elimination of the Wastewater Treatment Expansion Advance Funding requirement for the Winters Highlands Project. All parties agree that this is simply an impossible provision to include.

Retained in the agreements are:

- Project amenities for bike/pedestrian orientation, energy requirements, design elements. No Project aspects have been deleted.
- Requirements for park development, including the grading of the sports park and the development of the linear park in the Winters Highlands project.
- Mitigation requirements.
- Fiscal neutrality and annuity payments.
- Wastewater pump station development and water well expansion.
- Traffic improvements on Grant Ave.
- Groundwater monitoring program funding requirements.

Staff is anticipating that these agreements after consideration by the Planning Commission for consideration/recommendation and that these agreements will then go to the City Council for approval.

FISCAL IMPACT:

None by this action.