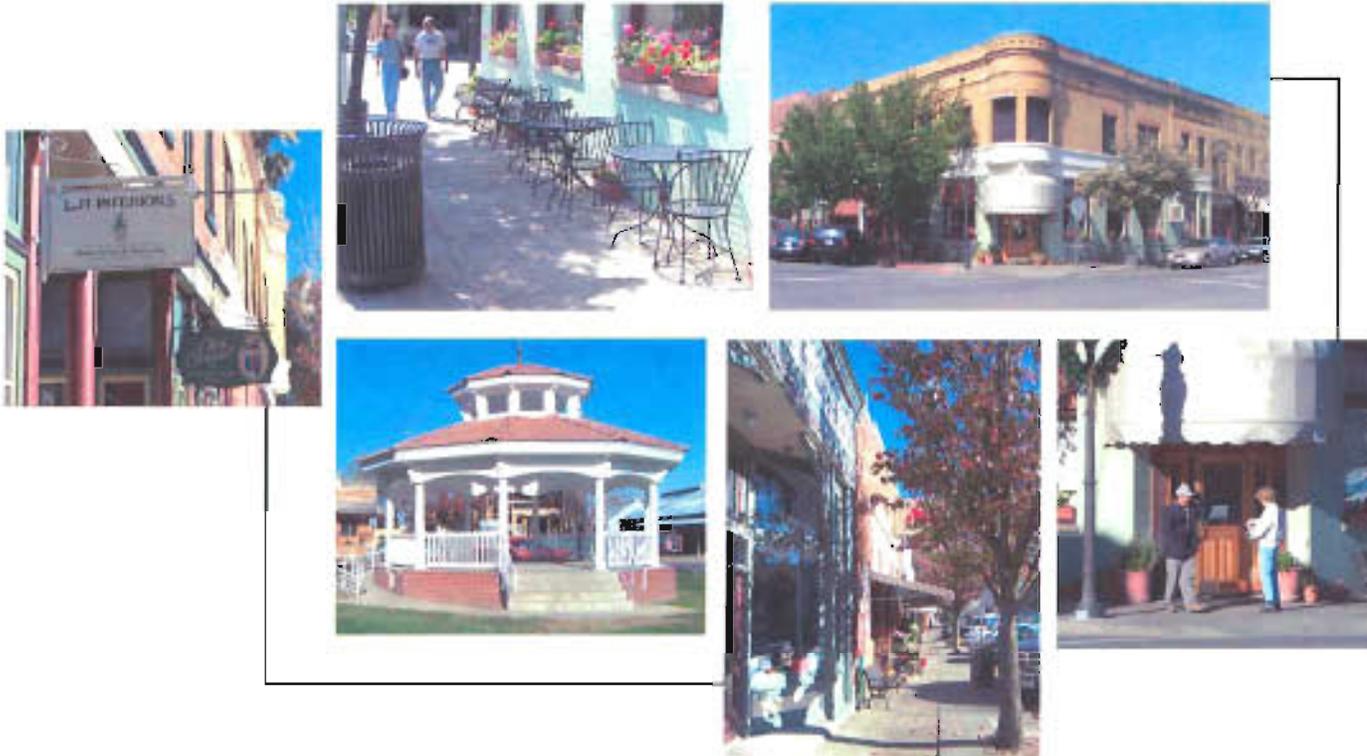


*March 2006 - Final*

# CITY OF WINTERS DOWNTOWN MASTER PLAN

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*Prepared by the City of Winters  
with assistance from  
Bottomley Associates Urban Design & City Planning*

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## I. Background and Vision for Downtown

### Background

Downtown Winters is a unique place, representing the city's future as well as its past. Its attractive historic buildings express the importance of Downtown to the community's identity and the value the community places on its origin. They are also indicators of the City's growth and economic development policies, focusing investment at the center of the community rather than allowing sprawl to spread into surrounding agricultural lands. The lack of strip commercial development and the presence of nearby neighborhoods encourage residents to visit Downtown daily, creating a lively and active district that is no longer common in the Central Valley.

Though nearby technology facilities, regional tourism, and UC Davis all are expanding, agriculture remains a basis of the local economy. It evolves just as other industries do, and Winters is the regional center for farms growing and distributing the high quality, value-added produce that supplies Northern California's farmers markets and most-renowned restaurants. Winters is also home to an active arts and artisan community, and residents prize the quality of life in a small town that is close to major cities as well as expansive recreational and open space areas. With these and other attributes, Winters' desirability as a place to live and work will continue to grow.

Recent building renovations and new businesses attest to Downtown's viability. However, as the community grows, there are opportunities to improve the district as a public place and to solidify it as a thriving, small-scale, walkable commercial district. Additional commercial space can significantly reduce the leakage of local spending to other communities. Visitor-oriented business can also expand Downtown's offerings to the local community. Re-development of vacant and warehouse-related properties offers



*Attractive historic structures characterize Downtown Winters.*

opportunities for new housing that supports Downtown and reduces pressure for growth on the city's perimeter. And improvement of streetscapes and public spaces will support Downtown as a community destination that attracts local residents as well as visitors.

### The Downtown Master Plan Area

The Downtown Master Plan Area is about 53 acres in size. It incorporates the historic downtown commercial core along Main Street, with buildings dating back to the late 1800's. It includes properties along Main Street between Elliot Street on the east and Second Street on the west; along Railroad Avenue between Grant Avenue/SR 128 on the north and Wolfskill Street on the south; and portions of adjacent blocks along Abbey, Edwards, and Baker Streets. The northerly boundary includes "downtown gateway" properties at the northeast corner of Railroad and Grant Avenues. The Master Plan Area is bounded by Putah Creek on the south.

The Winters *General Plan* designates most of the Master Plan Area as "Central Business District (CBD)." This designation provides for restaurants, retail, services, offices, hotels, multi-family residential units, and similar and compatible uses. The Master Plan Area is within the Community Development Agency (CDA) Project Area as well, with current CDA projects including a new downtown parking lot, renovation of an historic trestle bridge for pedestrian and bicycle use, a storm drainage facilities upgrade to support new development, a facade improvement program, and a pedestrian-oriented street lighting project.



### Downtown Master Plan Area

Recent private sector investment in Downtown Winters includes the Main Street Village project, currently underway with rehabilitation of two buildings that now house Steady Eddy's coffee shop, Ficelle's restaurant, and Textures home decor and gifts.

Berryessa Gap Winery, Velo City Bicycles, El Pueblo Meat Market and Taqueria/Deli are new businesses that have located in recently-renovated storefront buildings, complementing The Buckhorn, Putah Creek Café, The Palms Playhouse, and others catering to visitors as well as local residents.

### Purpose of the Master Plan

The *Downtown Winters Master Plan* describes policy changes and capital improvement projects that will help Downtown continue to attract investment and grow, while maintaining its historic, small-town character. The Master Plan offers a vision for the expansion of Downtown that is consistent with the findings of the *Downtown Winters Market Evaluation*, prepared in 2004. It contains development concepts for key properties, sketch plans for community design-related capital improvements, and policy recommendations for shared district parking and architectural design.

Ideally, the Master Plan will serve as the principal guide to revitalization-related efforts in the district. However, pursuing a number of its recommendations will require amendment to existing City of Winters policies and/or adoption of new ones. Chapter V, "Implementation Recommendations," describes the efforts needed to embed the Master Plan in the city's regulatory and funding framework.

### The Planning Process

The *Downtown Master Plan* was developed by a 16-member Downtown Master Plan Committee consisting of residents, business owners, and property owners. Five Downtown Master Plan Committee working meetings were held between March and November, 2005. During the course of the meetings, the Committee directed and evaluated Downtown-related studies, and recommended capital improvements and policies related to land

use, parking, and community design. Recommendations were critiqued and debated, and alternatives and options were prepared as appropriate. All Committee meetings were open to the public.

Two community review meetings were also held. The first, to review the *Master Plan's* objectives and plan area conditions and issues, was on March 22, 2005. The second, to review major project and policy recommendations, was held on October 11, 2005. Summaries of community comments are provided in Appendix A.

### Plan Objectives

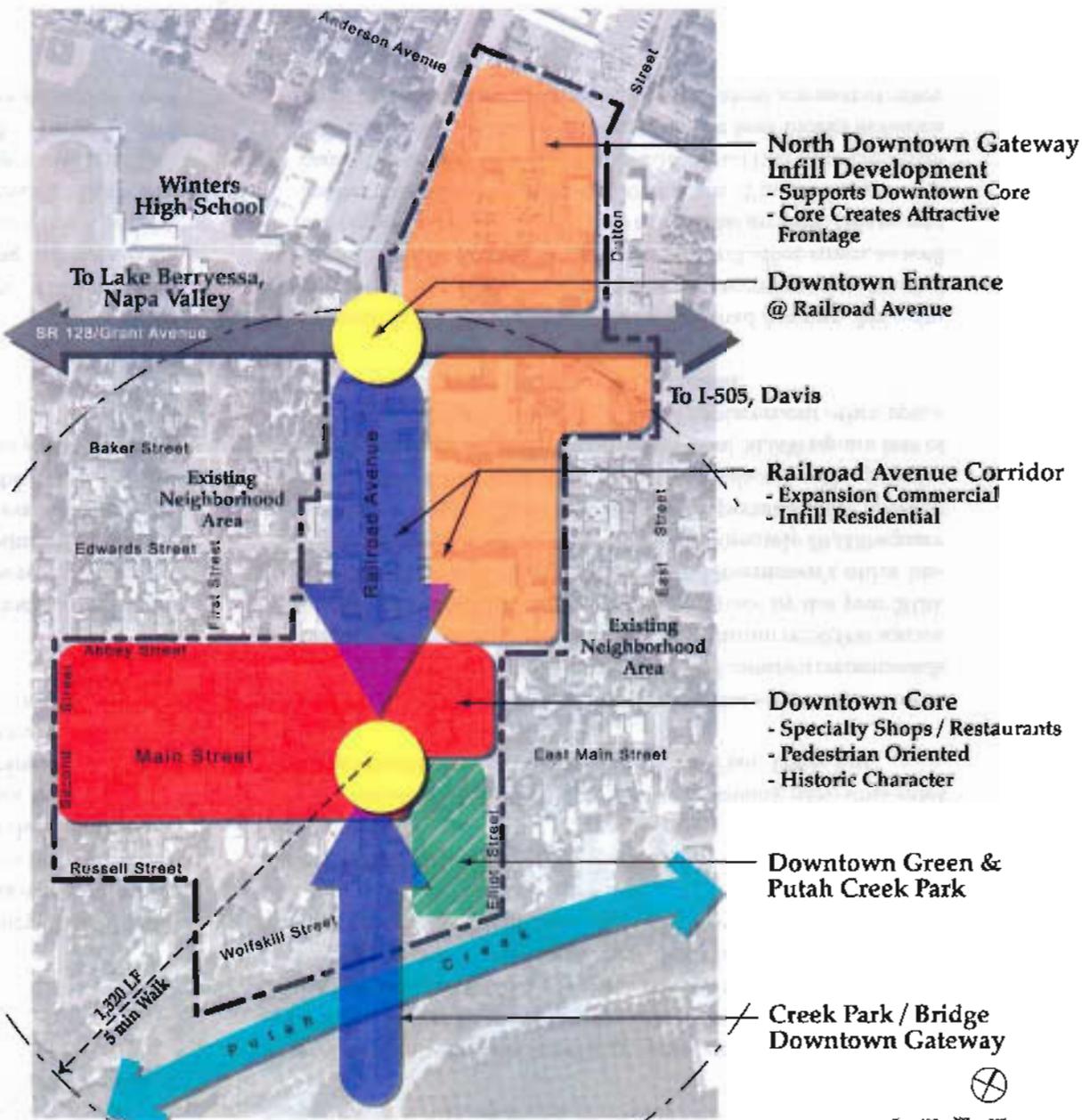
The "Downtown Vision Concept" on the following page illustrates the basic objectives of the *Downtown Master Plan*. These are:

1. **Concentrate Specialty Commercial Businesses in the Downtown Core.** The *Winters Downtown Market Evaluation* recommends that the City plan to accommodate a minimum of 50,000 square feet of additional specialty commercial space by the year 2020. This space should be concentrated in Downtown's older historic buildings along Main Street. Approximately 20,000 square feet of first floor space in the area is non-specialty office or other uses today. Over time this should be replaced with specialty commercial space, and up to an additional 30,000 square feet of new commercial space and new and replacement office space should be accommodated in adjacent areas.
2. **Support Infill Development along Railroad Avenue.** New development along Railroad Avenue could accommodate most of the anticipated demand for commercial and office space, as well as a significant share of projected residential growth. This would bolster the economic base of Downtown Winters for years to come. Up to 40,000 square feet of additional first floor commercial space could be accommodated in the four blocks between Main Street and Grant Avenue. An equivalent amount of office

space (or residential units) could be provided in second or third floor space above. Infill residential development on land to the east could accommodate over 200 residential dwelling units.

3. **Improve the Railroad Avenue Streetscape.** Railroad Avenue is one of the most visible streets in the city, linking Main Street to Grant Avenue/Route State 128. As noted under Objective 2, frontage properties have the potential for significant new commercial and residential development. To attract and support this new investment, traffic calming measures and streetscape amenities, such as corner bulb-outs, street trees and pedestrian-oriented street lights, are recommended. Ideally, new development and streetscape improvements together would reshape Railroad Avenue as an attractive Downtown expansion area.

4. **Create an Attractive North Gateway to Downtown.** Grant Avenue is the city's most heavily-used roadway. New development and frontage streetscape improvements are needed to create an attractive Downtown and community image. As existing light industrial and storage uses phase out over time, new development and streetscape improvements should be coordinated on the north and south sides of the street to create a harmonious appearance. A Downtown Entrance Sign should be installed to direct visitors to Downtown.



**Downtown Vision Concept**

5. **Establish Downtown-Oriented Parking Policies.** New Downtown development is currently required to provide parking on a standalone rather than a shared-use basis. This deters the denser forms of development and the higher occupancy businesses (such as restaurants) needed for a thriving, pedestrian-oriented downtown district. The City's parking policies need to reflect the shared parking pattern of behavior that is typical of Winters today, and to expand district-based, shared parking facilities.
6. **Retain Downtown's Historic Building Character.** The City's current design guidelines, adopted in 1999, provide a basis for preparing and reviewing site plan (design review) applications. However, more detailed standards and guidelines are needed to ensure that the historic character and architectural quality of Downtown's older buildings are reflected in renovations and new construction. New development should reflect the pedestrian scale of Main Street, but not copy or compete with the area's original historic buildings. Key elements should address building height and massing, facade composition, and facade and storefront design details.
7. **Improve the Rotary Park/Downtown Green and Expand Creekside Park.** Following completion of the new downtown parking lot, Rotary Park should be improved to accommodate Downtown events as well as day-to-day use. Additional walks, planting areas, and furniture should be provided. Expanded pedestrian areas and creekside park facilities should be created adjacent to the amphitheater, incorporating the renovated SP trestle bridge and small boat use on Putah Creek.

### Vision Plan Recommendations

The Vision Plan on the next following page highlights specific district revitalization efforts. They consist of policy changes, such as modification of existing parking standards, and capital improvement projects, such as alley renovations. Together, these efforts support

investment in Downtown's existing historic buildings, new development consistent with downtown's historic character, and improvement of the district's pedestrian environment and its overall image.

A total of fifteen policy changes and capital improvement projects are listed below. More detailed descriptions are provided in subsequent chapters of the *Master Plan*.

### Plans & Policies

1. Shared Downtown Parking Standards
2. Railroad Avenue/Mariani Properties Redevelopment
3. North Downtown Gateway Site Redevelopment
4. Updated Development Guidelines
5. Form-Based Downtown Development Code

### Capital Improvement Projects

6. Downtown Parking Lot
7. Grant Avenue Streetscape Improvements
8. Downtown Entrance Sign
9. Railroad Avenue Streetscape Improvements
10. Downtown Alley Renovations
11. Mid-Block Paseo
12. Mid-Block Parking Areas
13. Intersection Bulb-Outs
14. Main Street Streetscape Renovation
15. South Gateway/Creekside Park



## II. Existing Conditions

### Land Use and Development Pattern

Of the Master Plan Area's 53 acres, approximately 10 acres, or 20%, are currently in commercial use. Approximately 15 acres are in public use, including streets and public facilities such as City Hall, Fire Station #6, and the Rotary Park/Community Center. Approximately 20 acres, or 40% of the Master Plan Area, are used for some form of warehousing or storage, or are vacant.



*As illustrated by this aerial photo, Railroad Avenue is the spine of the Master Plan area. Warehouse properties along the east frontage are likely to redevelop in coming years.*

Commercial development is concentrated in storefront buildings along Main Street, between Second and Railroad, and along the westerly frontage of Railroad Avenue. The total floor area of commercial space in the Main Street "downtown core" – including retail, office, and personal and service businesses – is approximately 100,000 square feet. Though the allocation of space is generally in "specialty" categories along Main Street and "service" categories along Railroad, approximately 20,000 square feet of the first floor space in the Main Street core is non-specialty oriented, including small offices, clinics, and similar uses. Floor area along the westerly frontage of Railroad Avenue is approximately 15,000 square feet. The mix of commercial uses in Winters is limited by the community's relatively small current population of 6,979.

Located along the easterly frontage of Railroad Avenue are land and buildings dedicated to warehousing and storage, which extend north from Anderson Avenue, the Plan Area's boundary, south to Main Street. North of Grant Avenue property ownership is mixed, while the properties to the south are owned by the Mariani Nut Company. These types of land uses are typically considered "underutilized" when located in close proximity to a downtown commercial district. Ideally, land uses in such locations have a high ratio of workers or residents to land area, who can take advantage of a downtown's concentration of goods and services. Given growth and development trends in Winters and the surrounding Yolo County area, it is likely these properties will be redeveloped in the foreseeable future with different, more intensive land uses. The westerly frontage of Railroad Avenue contains a mix of commercial uses, including a small restaurant, a bar, personal service businesses, Tru-Value Hardware, auto services, and the local branch Post Office.

Residential neighborhood areas flank Downtown to the north, east, and west, with a general density of 4 to 5 units per acre. Approximately 100 acres, or 450 homes, are located within a 5-minute walk from the Master Plan Area. South of Putah Creek, orchards extend over ten miles to the city of Vacaville.

## Streets and Public Spaces

Principal streets in the Master Plan Area are Main Street, Railroad Avenue, and Grant Avenue/SR 128. The two-block segment of Main Street between Second Street and Railroad Avenue is the heart of Downtown Winters. In this area, the street has angle parking on both sides, with a curb-to-curb width of 60' and sidewalk widths of 10'. Historic commercial buildings line the street between First and Railroad, and together with street trees and period street lights combine to create an attractive, pedestrian-oriented commercial district. A mix of commercial buildings and residences converted to commercial use line the southerly frontage between First and Second. A mix of businesses, including Eagle Drug and Buckhorn Catering are located along the northerly frontage.

Mid-block alleys parallel Main Street, providing service access to frontage buildings. Alleys are approximately 11' wide, with paving in need of repair and utility poles that constrain vehicle and pedestrian movement.

Railroad Avenue is an "edge street," as indicated under "Land Use and Development Pattern," above. A mix of commercial retail, service, and public facilities are located along the westerly frontage. Warehouses, storage facilities, and frontage parking lots are located along the east. North of Main Street Railroad is 40' in width, and 44' wide to the south. Street trees and post-top pedestrian street lights are located between Russell and Abbey, flanking Main Street on the north and south. A 10' concrete sidewalk exists along the westerly frontage. A 12' asphalt walkway exists along the east, north of Main Street. A planting strip and 6' walk is located south of Main Street adjacent to the Community Center. Curbside parallel parking is provided along both sides of the street.

From Main Street south to Putah Creek, a contiguous public open space area extends along the east side of Railroad Avenue. It includes Rotary Park, Downtown's principal public open space.



*Midblock alleys parallel Main Street, providing service access to frontage buildings.*

Planned expansion and reconfiguration of the Community Center parking area will shift parking south and east away from the corner of Main Street. This will integrate the Park and Gazebo with Downtown, providing a place to relax for Downtown patrons and a space for local concerts, small farmers markets, and other events.

The Winters Community Center, Creekside Amphitheater, and renovated Trestle Bridge pedestrian and bike way anchor Downtown on the south. The adjacent Railroad Avenue vehicle bridge is planned for replacement in 2010.

Downtown's subsurface sewer and water infrastructure is aging and needs to be upgraded to maintain efficiency and accommodate the minor capacity increases required to serve new development. A major storm drainage improvement project is planned for the Railroad Avenue corridor. Other upgrades are anticipated to be completed in conjunction with new development or additional city-sponsored capital improvement projects.

### The Downtown Market Evaluation

In 2004, the City assessed commercial and residential development opportunities in Downtown. The *Downtown Market Evaluation* (Keyser Marston Associates) estimates quantities of development that could be supported by the *General Plan's* time horizon of 2010 and by the year 2020. The City's current General Plan provides for a population limit of 12,500.

Key elements of the *Market Evaluation* are retail sales and expenditure potentials, and the amount of sales "leakage" to nearby cities such as Vacaville and Davis. The *Evaluation* also includes an assessment of current housing stock and potential housing types for Downtown. The *Market Evaluation's* space allocation recommendations for comparison retail, restaurants, and office space guide the *Downtown Master Plan's* land use and development recommendations.

Additional specialty retail space that could be supported in Downtown Winters is estimated to range from 25,000 to 40,000 square feet by the year 2010, up to a total of from 50,000 to 70,000 square feet by 2020. As the *Evaluation* notes, "comparison retail and eating and drinking are generally clustered together as small tenants, often occupying space that is interchangeable ... such uses are often referred to as specialty retail." Estimates of new and replacement office space are from 15,000 to 25,000 square feet by 2010, up to a total of from 30,000 to 50,000 square feet by 2020.

The *Market Evaluation* makes a number of findings related to the city's potential to actually attract this new development, however. Among them:

- New construction of retail and office space will require rent levels in excess of those prevailing today. An enhanced downtown environment and measures to improve pedestrian

activity would help retailers sustain higher rent levels than currently prevail.

- A part of this (retail location) strategy could be to identify suitable locations for new office space in other areas and encourage a transition of office uses out of existing space in good locations (e.g., first floor space on Main Street).
- New retail must cater first and foremost to existing residents. If the downtown successfully draws residents, it will become more attractive to visitors as well.
- Residential development, in any configuration, will provide a downtown population to support commercial uses.

With respect to infill residential development, the *Market Evaluation* notes that while the local housing market is small in terms of volume, it has been strong in recent years as indicated by appreciation and low vacancy rates. While sales information for new townhouses and condominiums is quite limited relative to that for single family homes, the *Market Evaluation* notes that the market for such units appears to be solid. To the extent vacancies indicate market strength, the rental market offers opportunities as well.

Downtown is a largely untested location for new housing, however. Mixed-use forms of development with residential above commercial space need to be approached carefully because of the potential difficulty maintaining commercial tenants. For the near term, the *Market Evaluation* notes that townhomes and other freestanding forms of residential development aimed at first- or second-time buyers have less risk. Given the ups and downs of the economy, and particularly the housing bubble that has affected prices in the Central Valley over the last few years, flexibility to adapt to market conditions and cycles should be built into the City's Downtown housing objectives.

### III. Plans and Policies

#### Shared Downtown Parking Standards

**Existing Parking Supply.** The Core Downtown blocks extending along Main Street from Second Street on the west to Elliot Street on the east contain approximately 100,000 square feet of first and second floor commercial space. As indicated by the “Core Area Parking Supply” map on the following page, the area contains a total of approximately 362 parking spaces, including the new Downtown Parking lot adjacent to the Community Center. (Parking planned for the Main Street Village development is not included in this total.)

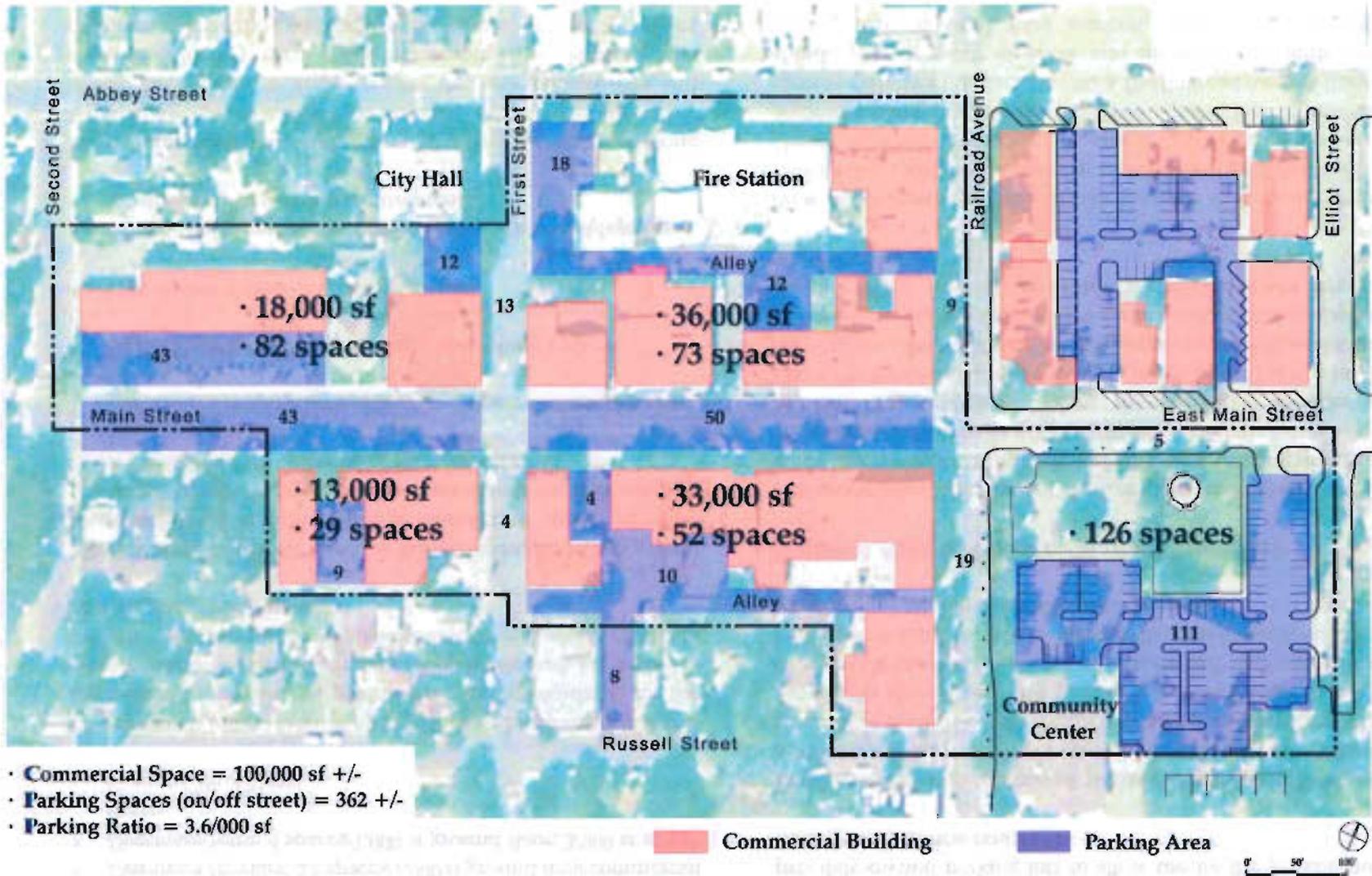
Approximately 75%, or 270, of the existing parking spaces are publicly-accessible, shared by Downtown’s property owners, tenants, and patrons. Of these, 143 are on-street curbside stalls and 111 are provided by the Downtown Parking Lot. The remaining 25%, or 93 spaces, are located on private property, with some in formal paved lots and some in informal gravel areas. As the “Parking Supply” map illustrates, parking is concentrated at the new lot on the east side of the district and along Main Street, which contains over 90 angle parking spaces.

**Comparative Parking Standards.** At current City of Winters parking standards, a total of approximately 530 parking spaces, or an average of 5.3 spaces per 1,000 square feet of commercial space, would be required to serve existing commercial development. With a supply of 362 spaces, this would yield a deficit of 168 spaces. Much of this required parking would be for restaurants and cafes based on a current standard of 1 space per 3 occupants, or between 15 and 20 spaces per 1,000 square feet of floor area. If current standards were applied literally, with parking for each tenant required on-site and no consideration of shared on-street parking, the area’s parking deficit would actually be 437 spaces.

Current standards are based on “standalone” land use assumptions; i.e., that patrons make a separate driving and parking trip to visit each business. This may be typical for isolated commercial properties or for strip commercial corridors, but it is not the way downtown or neighborhood commercial districts typically function. In pedestrian-oriented areas, patrons typically walk to multiple destinations from a single parking space, and peak demand for shops and for restaurants often occurs at different times of day. Fewer spaces are needed because they are shared by multiple businesses.



*Approximately 75% of the existing parking spaces in Downtown Winters are in the form of shared, on-street parking. Of these, almost half are located on Main Street.*



## Core Area Parking Supply

A number of cities have adopted shared or “blended” minimum parking standards for their downtown districts. Four examples are listed below:

- *Downtown Petaluma*: 3.3 spaces/1,000 sf ground floor commercial
- *Downtown Hercules*: 2.5 spaces/1,000 sf ground floor commercial
- *Downtown Napa*: 4 spaces/1,000 sf ground floor; 3/000 sf upper floors

(Source: City of Napa)

Downtown Winters’ ratio of approximately 3.6 spaces/1,000 sf is comparable to the shared downtown parking standards for the cities listed above. Considering that some businesses are probably not generating maximum demand today, there is actually likely to be a surplus of parking today.

**New Parking Standards.** Land use-based parking standards should be consolidated and the average number of spaces required Downtown should be reduced based on shared parking assumptions. The following standards are recommended:

- **First Floor Commercial/Restaurant - 3 spaces/1000 square feet**
- **Upper Floor Residential - 1.25 space/dwelling unit**
- **Upper Floor Office- 3/1,000 square feet**
- **Existing and new curbside parking should be considered as contributory to parking requirements.**

These standards would apply primarily to new development along Railroad Avenue, as the Downtown Core’s existing parking supply should be enough to accommodate the new occupancies and expansions likely to occur in the foreseeable future. However, the distribution of patron and employee parking in the district could be

improved; see the following section and Chapter V, “Mid-Block Parking Areas,” for a discussion of recommended additional public parking areas.

In addition, the City should pursue reciprocal access agreements for privately-owned parking lots to allow use by the general public during non-business hours.

**Employee Parking.** Perceived parking shortages in Downtown tend to result from employees parking in prime on-street parking spaces that should be reserved for Downtown visitors and patrons. Employees should generally park in less-accessible locations. The City and Downtown’s business owners should work together shift employee parking from Main Street to the new Downtown Lot and possibly new alley and mid-block parking areas.

### **Railroad Avenue Corridor/Mariani Properties**

The properties of the Mariani Nut Company and the adjacent City corporation yard total approximately 8.5 acres. Existing storage and warehouse structures are not likely to remain indefinitely, given the Mariani Nut Company’s plans to consolidate facilities and generally increasing property values in the Downtown area. The corporation yard is not a facility that requires a Downtown location. These properties are a major development opportunity that offer the potential to support and expand a vital Downtown district for years to come.

New development in the Railroad Corridor area should expand Downtown’s commercial and residential base. Consistent with the *Downtown Market Evaluation*, the area is the preferred location for accommodating the 30,000 to 50,000 square feet of first floor commercial space estimated for 2020. The Railroad Avenue frontage should provide space for local- and convenience-oriented businesses, such as small food markets, hair salons, and office/



- Area A: 9.1 acres +/-
- Area B: 5.0 acres +/-
- Area C: 3.0 acres +/-
- Area D: 3.0 acres +/-
- Main Street Village: 1.8 acres

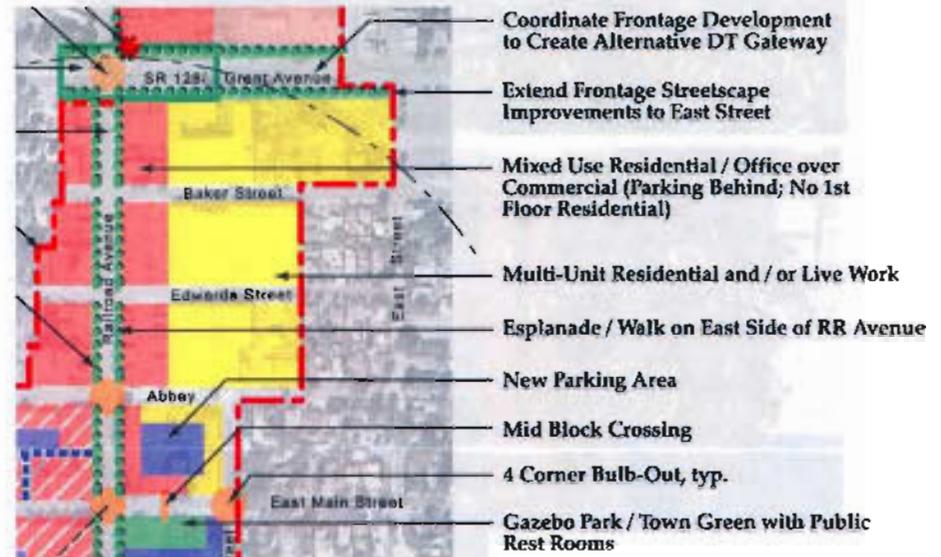
*Aerial view of Railroad Avenue Properties*

commercial businesses. This would allow floor area in the Core blocks to be dedicated to the specialty commercial, restaurant and café businesses that place a premium on a location in and among Downtown's historic buildings.

As illustrated by the "Downtown Vision Plan" map, a continuous first floor commercial frontage is recommended along Railroad Avenue, with residential and/or office space above. Residential development is recommended for remaining property areas east of Railroad, with densities ranging from 15 to up to 45 units per acre – i.e., townhouses to multi-unit apartments or condominiums.

Depending upon development assumptions, the area has the potential to accommodate up to 30,000 square feet of additional first floor commercial space; up to 60,000 square feet of second and third floor office space; from 180 apartment and townhouse units, at a height of two stories, to significantly more apartments or condominiums at a height of three stories over submerged parking.

A small specialty supermarket close to Downtown that would help draw patrons to the area would be desirable, depending on the specifics of the location and operator. Though major supermarket chains typically require a larger population than Winters offers, small- to mid-size local operators, similar to Nugget or the Davis Food Co-op, may be a possibility. This market could serve new residential development proposed by the *Master Plan* as well as the existing community.



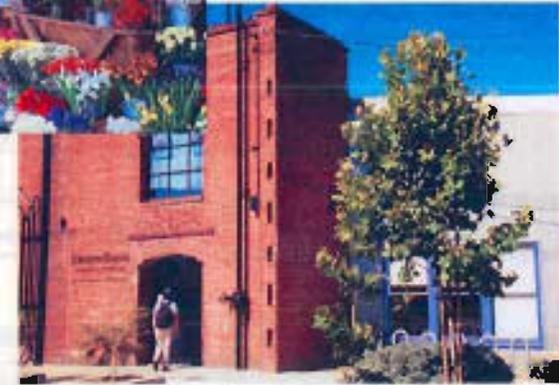
*Enlargement of Vision Plan diagram for the Railroad Avenue Corridor*



*Continuous first floor commercial frontage with residential/office above is recommended for the Railroad Avenue corridor.*

### North Downtown Gateway Site

The "North Downtown Gateway Site" is approximately 9.1 acres in size, located at the northeast corner of Railroad and Grant Avenues. It consists of three parcels: A vacant warehouse site on the northwest corner; a staging and truck storage yard owned by Double M Trucking that occupies the bulk of the site, and; a small maintenance office and storage yard owned by the Winters Joint Unified School District on the southeast corner. The North Gateway Site is significantly underutilized in terms of existing land use given its location on Highway 128 and its proximity to Downtown. Current development and frontage conditions do not project an attractive community image or create an attractive entrance to Downtown.

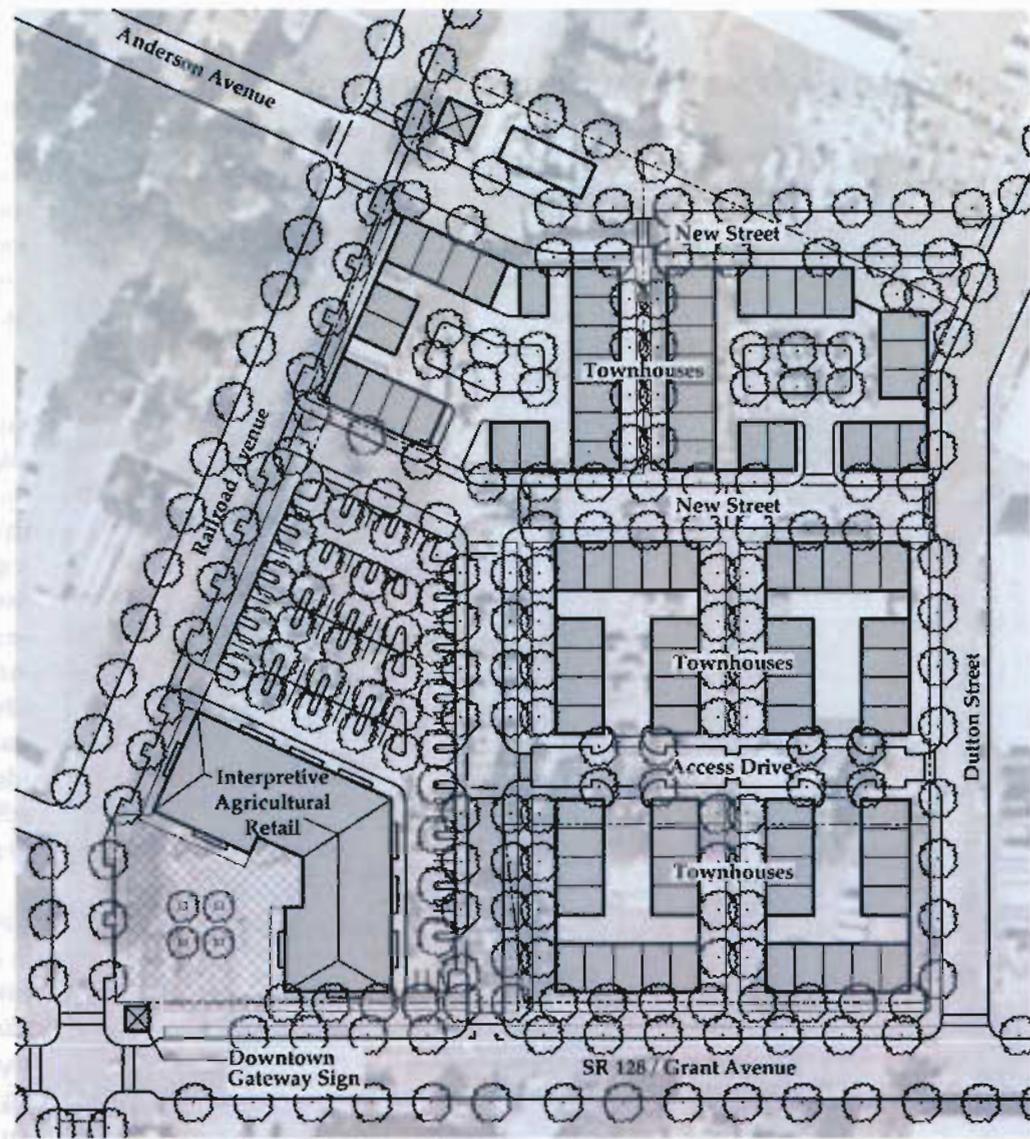


*"Marquee Agricultural Retail" examples (top); the North Gateway Site (above)*

The City should promote a mix of commercial and residential development that supports Downtown's specialty commercial focus and creates attractive frontages along Grant and Railroad Avenues. The North Downtown Gateway should provide land uses that are appropriate for the relatively high driveby traffic on Grant Avenue/SR 128. New commercial development should be able to capitalize upon this highly-visible location, but not compete with the restaurants, cafes, and specialty shops in the Downtown Core.

The northeast corner of Railroad and Grant Avenues is one of the most visible sites in the community. The City should work with property owners to attract a unique commercial enterprise that reflects the agricultural culture of Winters. Ideally, this would be food- or produce-related, and could incorporate processing as well as retail and wholesale sales. This "marquee agricultural commercial" enterprise could showcase local companies, such as Mariani Nuts, Full Belly Farms, Terra Firma Farms and others, and/or a range of products that typify the growing "slow foods" movement. There are a number of similar types of facilities in the East Bay, including Scharfenberger Chocolate, Acme Bakery, Semifreddi's Bakery, and Peet's Coffee Roasting Company. A concept description for a "Growers Station" development concept is provided in Appendix A.

Residential development is recommended to the north, and residential, commercial, and/or office development on the remainder of site. Sketch plans depicting two potential development approaches and concept descriptions are provided to the right and on adjacent page. Each contains a number of common

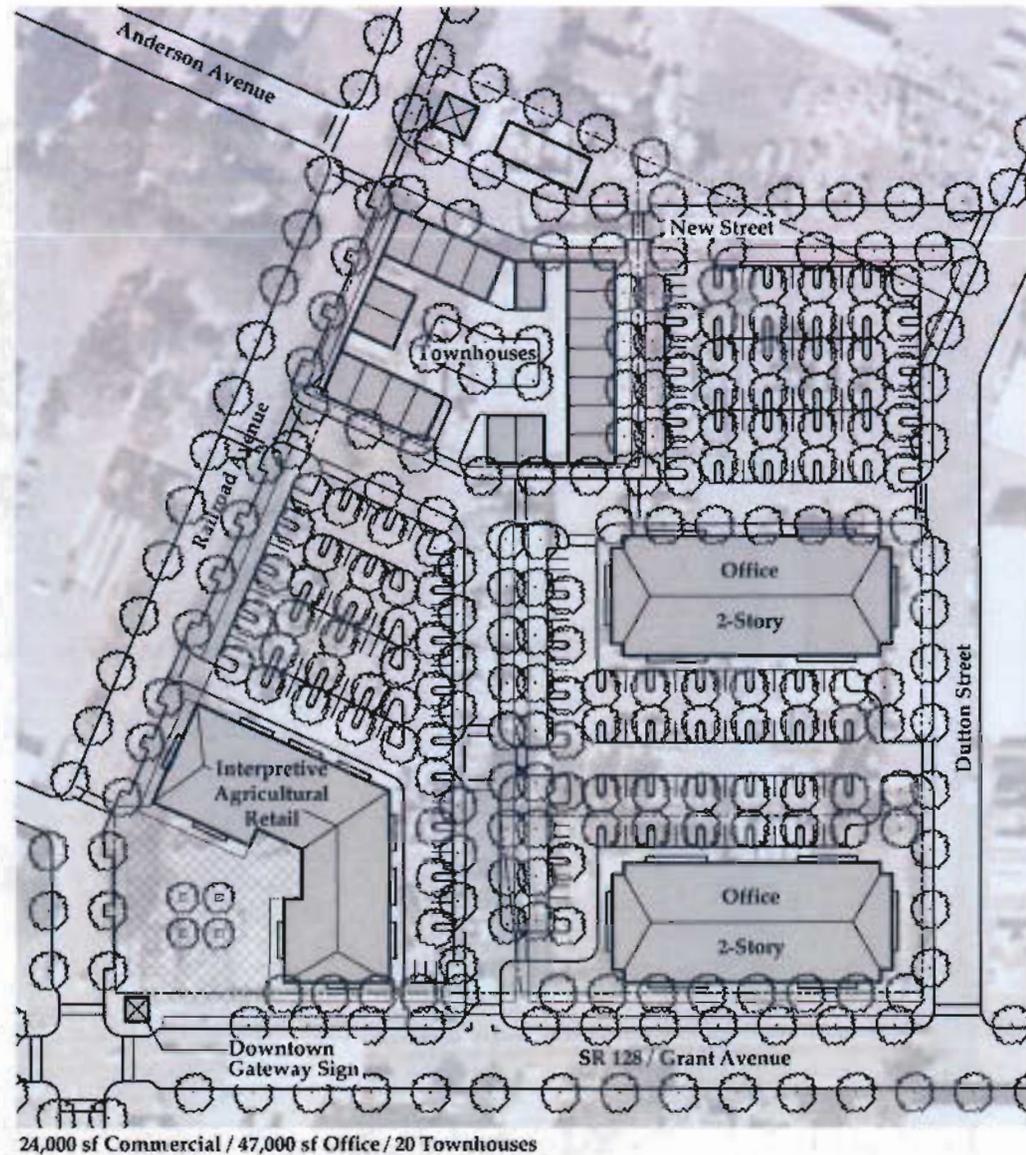


24,000 sf Commercial / 91 Townhouses

### North Downtown Gateway Site - Concept A

elements: The corner site at Railroad and Grant is reserved for an "Agricultural Commercial" enterprise; A Downtown Winters Entrance sign is located adjacent to the intersection; A "New Street" extends Anderson Avenue, consistent with current City policies. Curbside parking is provided along the Railroad Avenue and Grant Avenue frontages; An attractive, boulevard frontage with sidewalks, street lighting, and street trees is provided along Grant Avenue. A broad pedestrian walk or esplanade is located along the east frontage of Railroad Avenue.

- **Concept A** - Approximately 32,000 square feet of commercial space is concentrated within a single footprint for the marquee agriculture development. The Grant Avenue frontage is split between commercial and residential development. Approximately 91 townhouses are shown on the remaining land area, with new cross streets to provide access to internal garage and parking areas. Townhouses are arranged in street-like blocks, with pedestrian paths linking north/south through to Grant Avenue. Ideally, new residential development on the south side of Grant Avenue would complement the townhouses depicted on the north side.
- **Concept B** - The Grant Avenue frontage is split between commercial and office development, with a marquee agriculture building at the corner and two, two-story, locally-oriented office buildings to the east. Commercial area totals approximately 32,000 square feet, office approximately 70,000 square feet. One cluster of approximately 20 townhouses is depicted at the northerly portion of the site.



**North Downtown Gateway Site - Concept B**

## IV. Capital Improvements

The “Downtown Revitalization Projects” map on the following page highlights recommended projects that will require capital improvements funding and/or coordination with new development.

### Grant Avenue Streetscape Improvements

Grant Avenue is the city’s major through-route and its busiest roadway. It projects the community’s image to visitors and residents, and it is the principal way that visitors enter Downtown. Today, the portion east of Railroad Avenue looks more like a rural highway than a community street. A patchwork of sidewalk segments, gravel shoulders, vacant lots, light industrial warehouses, strip commercial buildings and parking lots line the frontage.

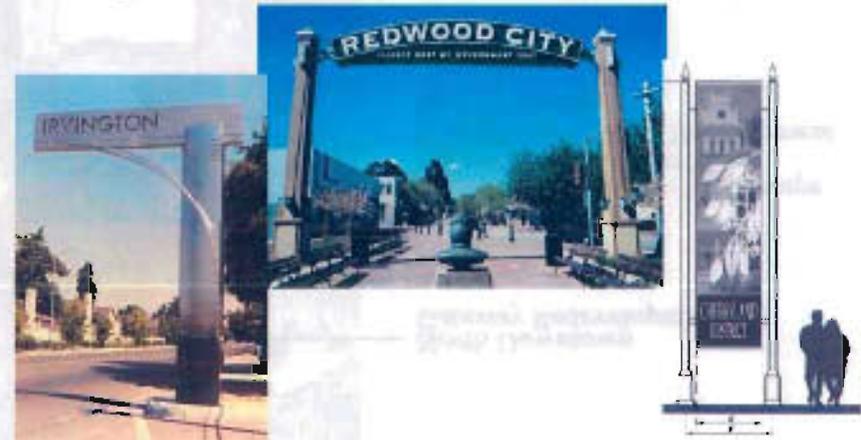
At Railroad Avenue, neither the street or adjacent development indicates Downtown is four blocks to the south. The fenced Double M Trucking site and adjacent school district property border the intersection on the north east. A mini-market, gas station, parking lot and storage shed border the intersection on northwest, southwest, and southeast, respectively. Recent City improvements to the Grant and Railroad intersection include the widening and the signalization of the intersection, the installation of dedicated left- and right-hand turn lanes, and the construction of sidewalk, curb, and accessible curb ramp improvements. However, there are no other crosswalks or other amenities to encourage walking or bicycling to Downtown from the residential areas to the north.

The sketch on the next following page illustrates improvements recommended to create an attractive Downtown entrance and streetscape frontage. Consistent building setbacks with a landscape strip, double row of street trees, and ornamental street lights border the street to create an attractive boulevard character. Initial

improvements would extend to East Street; over time the improvements could continue east to the I-505 interchange in conjunction with new frontage development and traffic calming and design improvements associated with the “Grant Avenue Corridor Access Study.” An additional crosswalk should be added to the east side of the Railroad Avenue intersection to link with the esplanade to Main Street and Putah Creek. Space for a Downtown Entrance Sign should be reserved at the northeast corner.

### Downtown Entrance Sign

An entrance sign that directs visitors to Downtown and is an attractive expression of Downtown’s historic character should be installed. Functionally, this sign would complement other existing signs on Grant Avenue, including the Chamber of Commerce sign at East Main Street and Caltrans historic district signs. As illustrated by the Downtown Vision and Infrastructure Projects map, the sign should be located at the northeast corner as part of overall renovation of crosswalks and corner conditions. Its visibility should be maintained as new frontage streetscape improvements are installed and development occurs on the adjacent Double M Trucking site.



*Entrance signs can take a variety of forms. A vertical form is recommended at Railroad Avenue.*

Continue RR Avenue Esplanade to North Gateway (Coordinate w/ New Development)

Downtown Gateway Landmark/ Sign

Additional Crosswalks/ Amenities at Intersection

Utility Upgrades to Support New Development

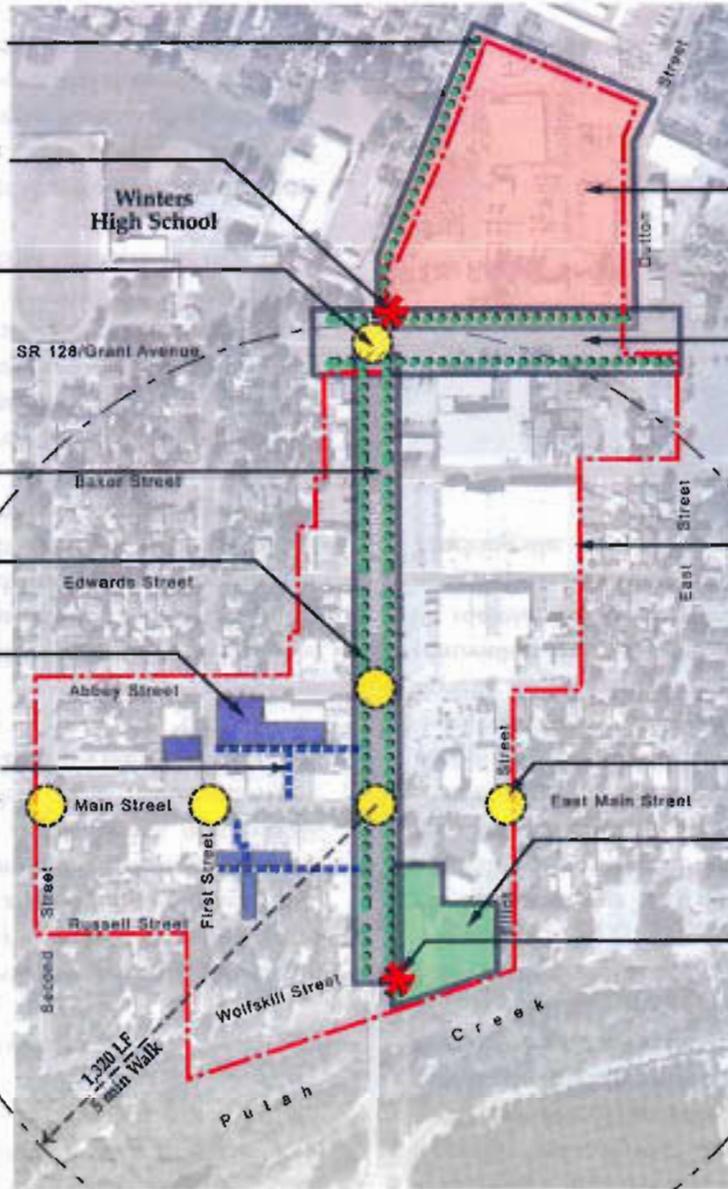
Railroad Avenue Streetscape Trees, Lights, Walks

Parking Lot Improvements

Upgrade Alleys, Paseos, & Rear Parking Areas: Paving, Lighting, Facades

**Legend**

-  Parking Area Improvements
-  Streetscape Improvements
-  Bulb-Out Intersection
-  Alley Improvements



North Downtown Gateway Redevelopment

Extend Grant Avenue Streetscape Improvements to East Street (Coordinate w/ New Development on Both Sides)

Downtown Master Plan Area

4 Corner Bulb-Out, Typ.

Expanded Creek Park, Amphitheater, Water-Oriented Recreation

Creek Park Gateway / Entrance

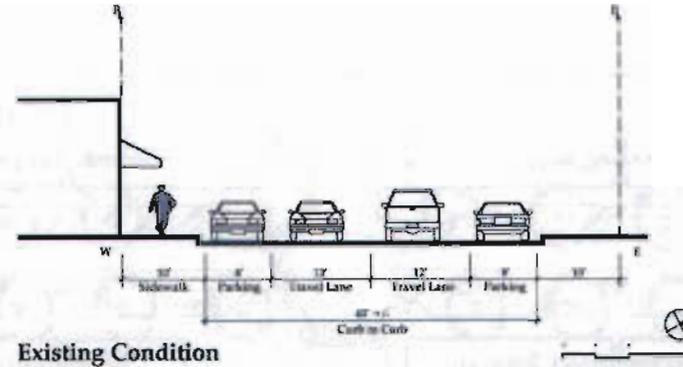
## Downtown Revitalization Projects

The sign should be relatively tall for visibility, and should incorporate attractive materials, graphics, and lighting. A vertical architectural form is recommended, with a minimum height of 16', approximately the same as a one-story building. Brick should be considered as a surface material, for the base or the entire structure, with a sign panel and lettering that relates to graphics that could be throughout the district for directional signs and/or in district marketing materials. Given the historic character of Downtown, uplights are likely to be more appropriate than an internally-illuminated panel. Given the sign's proximity to the "agricultural commercial" site and an important pedestrian street crossing, it may be appropriate to incorporate a bench, planter, ornamental area lighting, and/or other features into the design.

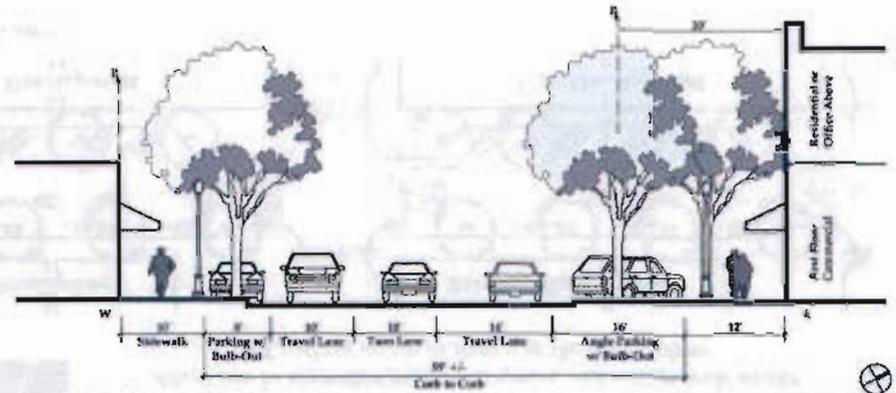
### Railroad Avenue Streetscape Improvements

Railroad Avenue is in a sense a half-street today, with a commercial frontage on the west and parking, outdoor storage, and warehouses on the east. As noted in Chapter I, it is assumed that Mariani Nut Company properties on the east side will be developed with a mix of infill commercial and residential buildings in the near to medium term.

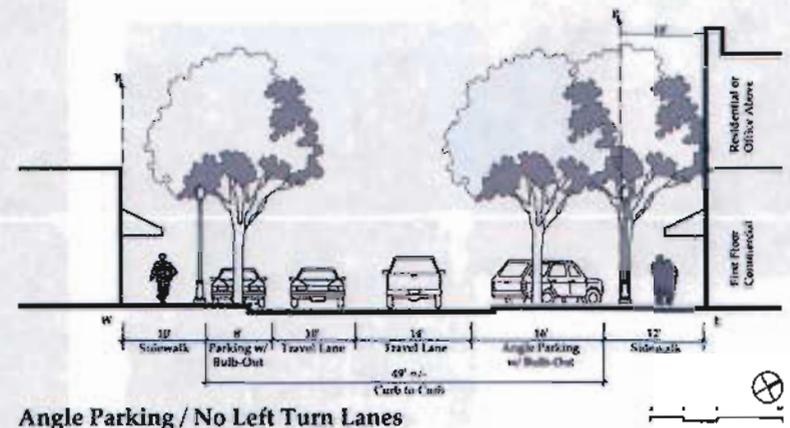
Extending street lights and street trees north to Grant Avenue is recommended. Street trees should be located in curbed planters between curbside parking spaces to free up sidewalk space, if possible given subsurface utility conditions. Angle parking is recommended along the easterly frontage, with the extra street width needed provided by new development as it occurs. As illustrated by plan and cross section illustrations, the amount of widening depends on whether exclusive left turn lanes are provided at intersections. Without turn lanes an additional 10' of frontage property would be required; with turn lanes, an additional 20' of property would be required. Subsequent traffic analysis is necessary to determine whether left turn lanes are needed given projected Downtown growth and traffic.



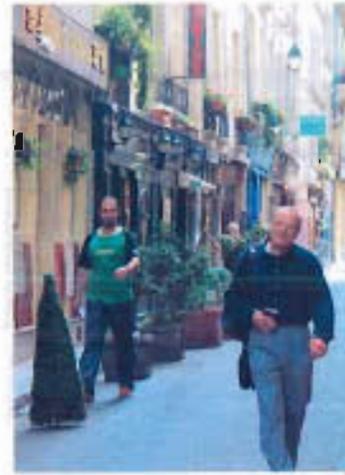
Existing Condition



Angle Parking w/ Left Turn Lanes



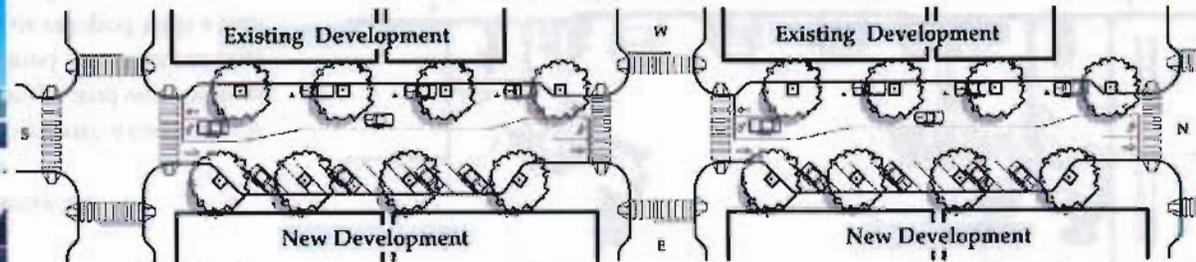
Angle Parking / No Left Turn Lanes



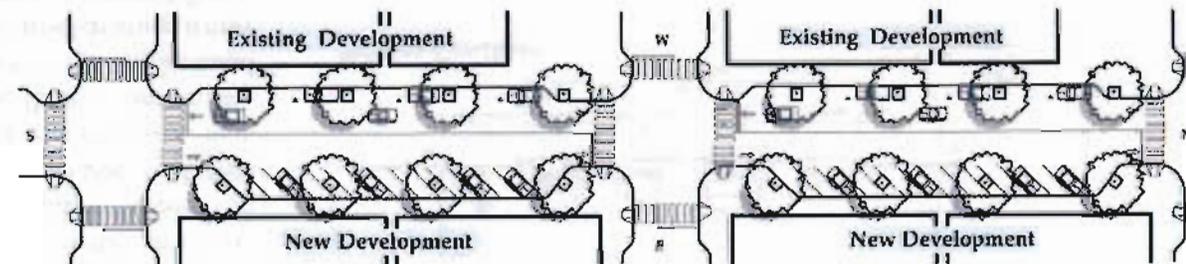
*Alleys can be attractive pedestrian spaces, and still provide service and parking access as shown in the photos above.*



*Street improvements proposed for Railroad Avenue include street trees located between angle parking stalls (above). Left turn lane and No left turn lane design options are depicted right.*



**Angle Parking w/ Left Turn Lanes**



**Angle Parking, No Left Turn Lanes**

## Railroad Avenue

Regardless of the ultimate street width, corner curb bulb-outs are recommended at all intersections. In conjunction with angle parking, these bulbouts could widen corner sidewalk areas along the east side of the street to 26'. These could be implemented in conjunction with new development. Improvements to the west side of the street – including street lights, bulb-outs, and parking zone street trees – could be installed prior to development of the Mariani properties on the east.

### Downtown Alley Renovations

The alleys paralleling Main Street have the potential to be attractive pedestrian-oriented spaces, as well as provide access for mid-block service and parking areas. The “Core Block A” and “Core Block B” sketch plans on the following pages show alley and parking area improvements recommended to maximize use of internal block areas. Alleys should be repaved with truck-strength unit pavers or other pedestrian-oriented surfaces, and existing utility lines should be undergrounded to eliminate obstructions created by existing utility poles.

One-way vehicular movement is recommended to minimize congestion: One-way westbound would minimize left turn movements onto Railroad Avenue; one-way eastbound for the north alley and westbound for the south alley would reflect the typical movement of patrons who first look for angle parking on Main Street; one-way westbound for both alleys would minimize potential for pedestrian/vehicle conflicts at Railroad Avenue. Because the alleys are very narrow, approximately 11', lighting, trees, and other amenities would need to be provided in conjunction with renovation of adjacent properties.

### Mid-Block Paseo

A mid-block pedestrian walkway, or “paseo,” is recommended for the northerly Main Street block. It would extend from the existing

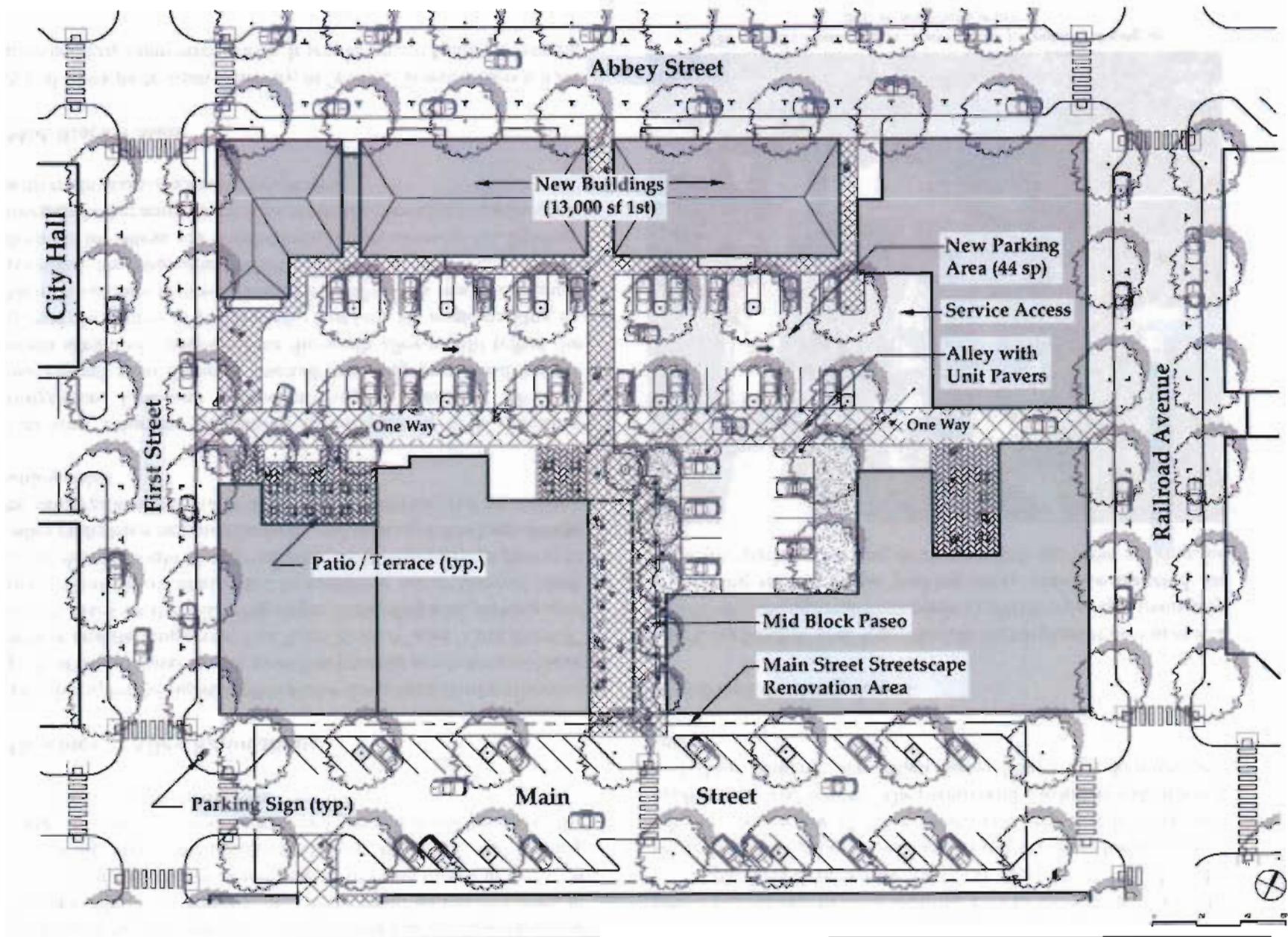
Downtown Mini-Park through a vacant property to the alley and the proposed mid-block parking area. This property is approximately 30' wide and is owned by Community Expressions Gallery, which has offered to work with the City to improve it as a public open space. As depicted by the “Core Block A” sketch plan, the westerly portion could be reserved for display space for the gallery, with the remaining 15' for a public walkway that has benches, lighting, and landscaping. The paseo could also link to a Main Street mid-block crossing; see “Main Street Streetscape Renovation,” below.

### Mid-Block Parking Areas

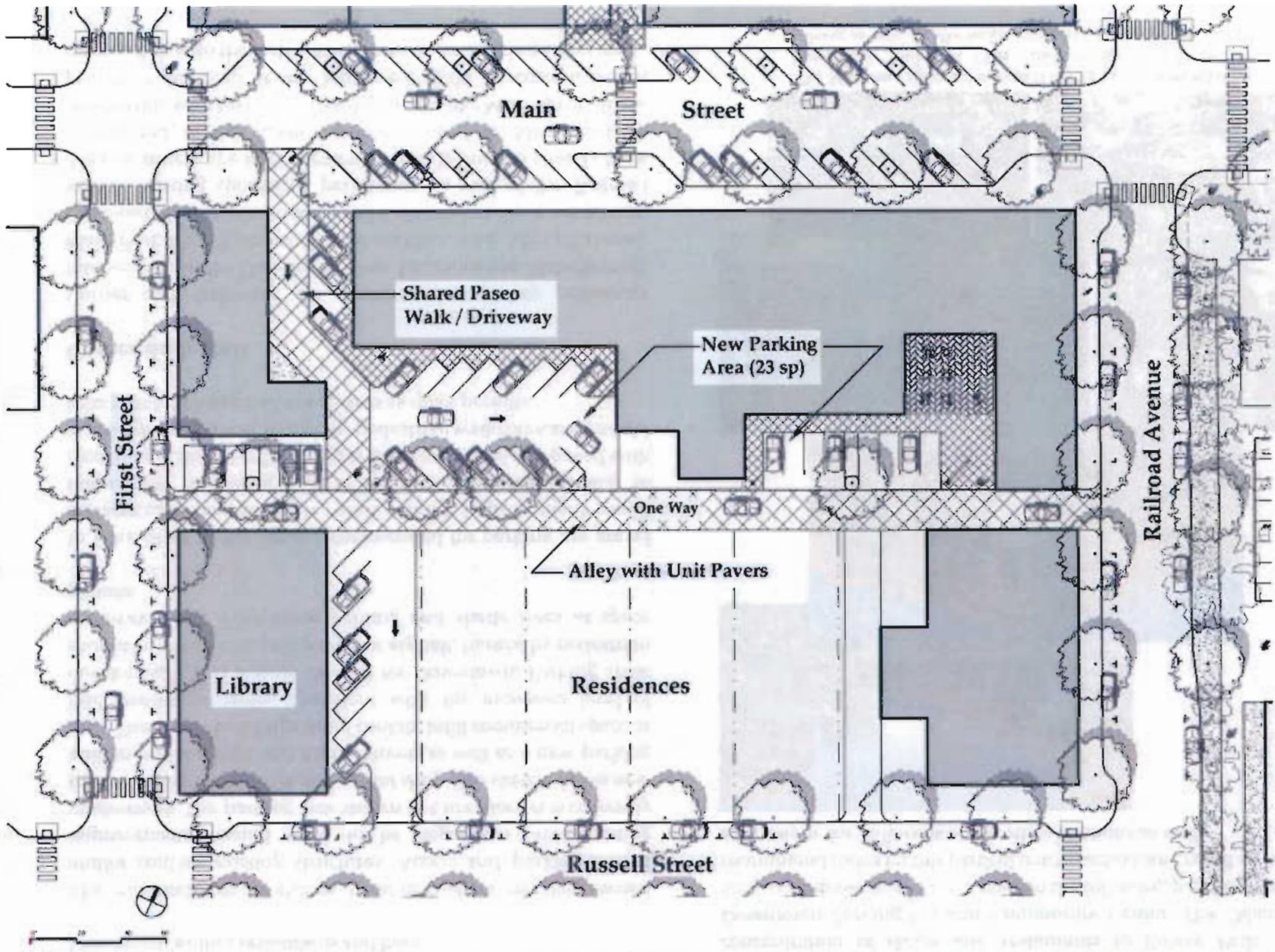
The “Core Block A” and “Core Block B” sketch plans show improved mid-block parking areas that together provide up to approximately 67 parking spaces. These parking areas could be targeted for employee parking, leaving more accessible on-street parking for



*The mid-block paseo offers opportunities for outdoor dining as well as pedestrian access.*



Core Block A



**Core Block B**

patrons of local businesses. They could also provide overflow parking for evening-oriented uses, such as The Palms and Downtown's other restaurants and bars.

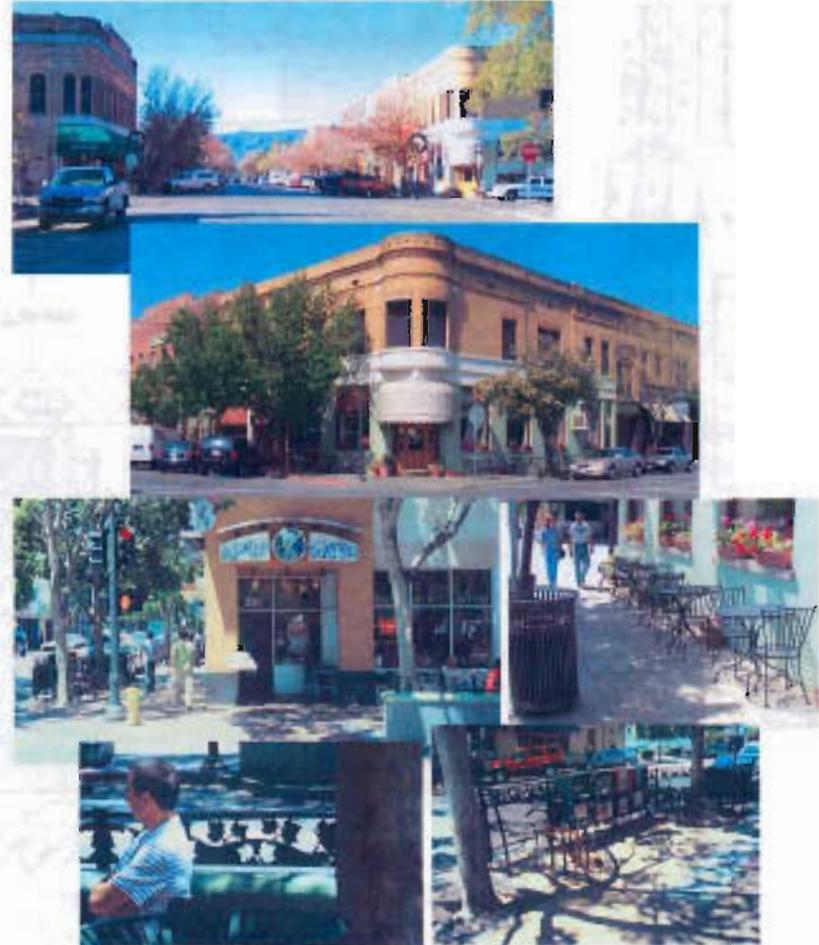
The mid-block lots are shown on lands that are privately owned and/or contain existing structures. Access and parking-related improvements would need to be negotiated with existing landowners. The parking area shown in Core Block A is currently the site of Fire Station #26 and a print shop. The sketch shows new buildings along First and Abbey Streets as well as a new parking area. These new buildings could contain infill commercial space or infill residential units, consistent with the increased level of development and activity desired for Downtown. Parking areas should be paved with unit pavers or asphalt, framed by pedestrian walkways, and incorporate lighting and shade trees as space permits.

In Core Block B, the areas recommended for parking are gravel surfaces used informally for parking today. Improvement would not require re-development of adjacent properties. Similar to recommendations for Block A, parking areas should be paved with asphalt or unit pavers, framed by pedestrian walkways, and should incorporate lighting and shade trees as space permits.

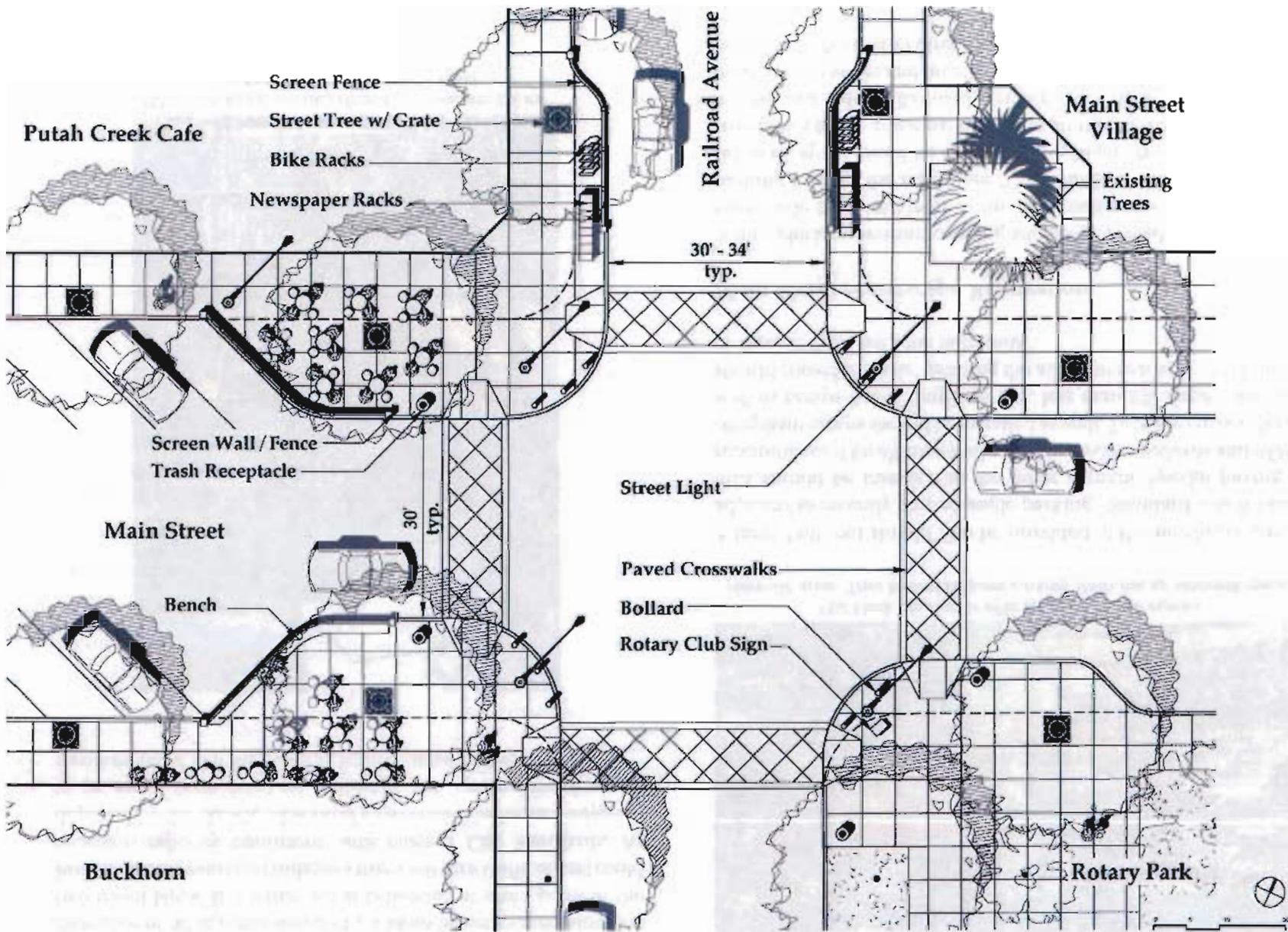
### Corner Bulb-Outs

Corner curb bulb-outs are recommended at key pedestrian intersections in the Downtown Core. Locations are: Main/Second; Main/First; Main/Railroad; East Main/Elliot, and; Abbey/Railroad. (Bulb-outs are recommended for all Railroad Avenue intersections, vehicle turning conditions permitting, as part of the Railroad Avenue streetscape improvements.) A bulb-out has already been constructed at the northwest corner of East Main/Elliot, in conjunction with first phase development of the Main Street Village project. A bulb-out at the southwest could be constructed in conjunction with the Rotary Park/Downtown Parking Lot project.

The intersection of Main and Railroad is the most important and visible intersection in the Downtown Core, linking Main Street's concentration of shops and restaurants to Rotary Park, the Downtown Parking lot, and Community Center. The "Main & Railroad Intersection" sketch plan on the following page illustrates recommendations for this particular intersection, and could serve as a prototype for bulb-outs at the other locations as well.

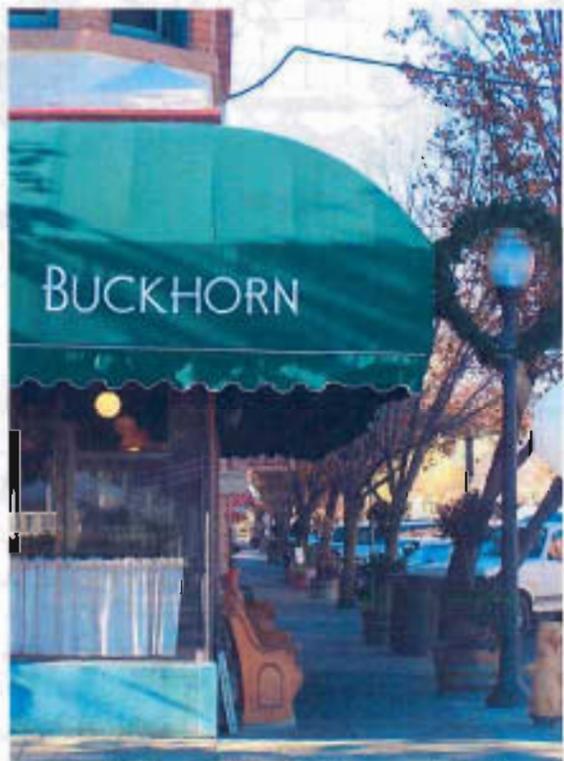


*The Main and Railroad intersection (top) is recommended for "mini-plaza" bulb-outs. These would include space for outdoor dining as well as bike racks, newsracks, and other amenities.*

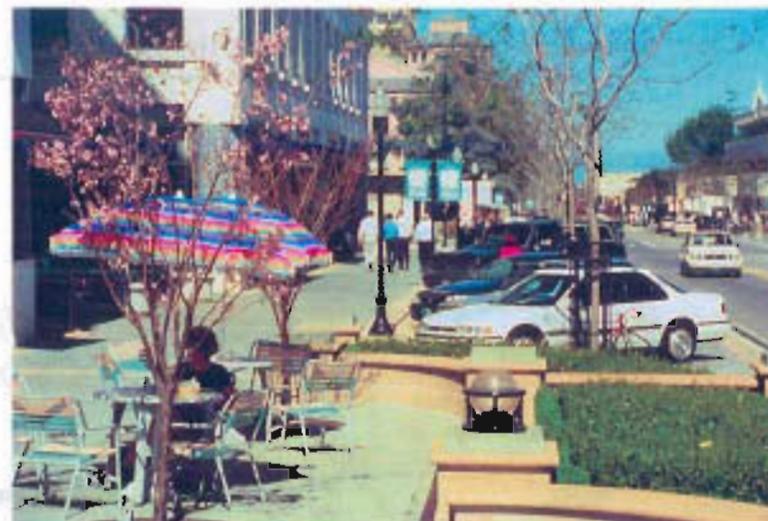


**Main and Railroad Intersection Plan**

Bulb-outs are shown at all four corners, with large bulb-outs adjacent to the angle parking areas on the west that could accommodate outdoor dining areas. A minimum roadway clearance of 30' is recommended on Main Street to accommodate two travel lanes. If a traffic signal is needed at some point in the future, initial evaluation indicates that a left turn traffic signal could maintain capacity consistent with current City standards. As depicted by the sketch, tables and chairs could be located adjacent to or away from frontage buildings. An ornamental fence is recommended to buffer seating from passing traffic.



*While attractive, existing street trees constrain the use of sidewalk areas along Main Street.*



*Mid-block crosswalks offer opportunities to expand sidewalk areas. Trees located between parking stalls free up sidewalk space.*

A large bulb-out should also be provided at the northeast corner adjacent to recently striped angle parking. Standard 5' to 6' bulb-outs should be installed at the other corners. Special paving is recommended for all crosswalks, and protective bollards and ADA-compliant ramps should be installed as well. To make crosswalks as well as ramps ADA-compliant (i.e., less than 5% slope), the City should consider "table" grading the adjacent roadway so it is flush or close to flush with the bulb-outs.

### **Main Street Streetscape Renovation**

A mid-block pedestrian crossing should be considered to link the south side of Main Street to the proposed paseo and mid-block parking area on the north; see "Core Block A" sketch. Additional sidewalk space could be created along Main Street by relocating street trees to the angle parking zone, similar to recommendations for the east side of Railroad Avenue. This would free walks for outdoor café tables and merchandise displays as well as pedestrian movement. New street trees should be a deciduous species, with

deep-growing roots to prevent pavement damage and an open canopy to maintain visibility of Main Street's attractive older buildings.

Corner bulb-outs at adjacent intersections, a mid-block crossing and relocation of street trees to the parking zone would together remove approximately 15 parking spaces: bulb-outs at the Second Street and Railroad Avenue intersections would remove about 5 spaces; a mid-block crossing would remove about 6; locating street trees between parking stalls would remove about 4.

However, new mid-block parking areas would more than offset this loss, adding a total of approximately 67 spaces for a net increase in the immediate area of 52 spaces. The new parking lot adjacent to Rotary Park will provide an additional 52 spaces.

### South Gateway / Creekside Park

Sidewalks, street lights, and street trees should be extended along the easterly frontage of Railroad Avenue from Main Street to Putah Creek. This will link Rotary Park, the Community Center and the renovated Trestle Bridge as a continuous public open space, encouraging users to walk from one facility to another.

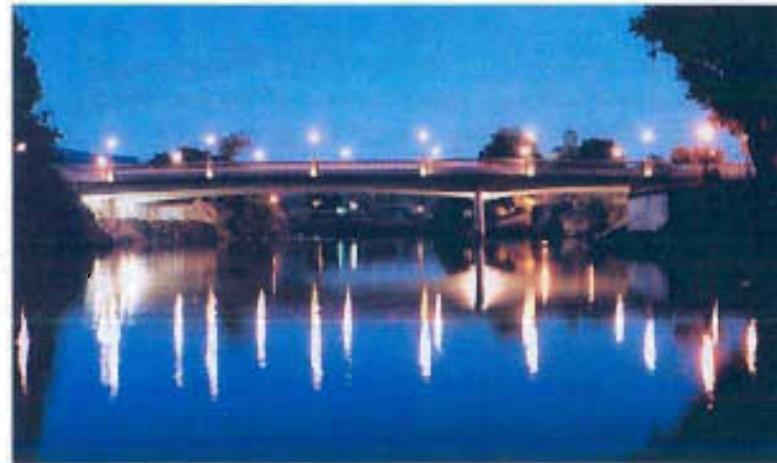
Additional design features are recommended including trellises, kiosks, and other architectural features to highlight entrances to the Community Center and Creekside Park and give the area a more civic appearance. Trellises are also recommended through the new downtown parking lot to link the Community Center to Rotary Park and The Gazebo.

Access to Putah Creek should also be improved to link Railroad Avenue and the Community Center to planned trails, and to encourage residents and visitors to make use of the Creek as a recreational resource. Publicly-accessible rest rooms should be installed adjacent to the Community Center to serve Downtown patrons, visitors, and Park users.

The Putah Creek Bridge replacement project, planned for 2010, is an opportunity to improve pedestrian and bicycle access as well as vehicular access to Downtown. It is also an opportunity to create an attractive Gateway. Bridge lane widths should accommodate bicycle travel, attractive walks, pedestrian-oriented lighting, railings, and other urban design elements are strongly recommended. Bridge-related sidewalks, pedestrian crossings, site improvements and landscaping should be integrated with improvements to the Park.

### Art in Public Places

The City should incorporate public art and artisan-made elements into urban design-related capital improvement projects. These could include sculpture, furnishings, murals, and/or other elements that express Winters' active arts scene. Depending on the project, supporting efforts could include defining locations for permanent and/or rotating art exhibits, coordinating educational displays related to history, industry, or natural features, establishing "percent for art" budget allocations, and/or other approaches that help to showcase the local arts community.



*The recently constructed Third Street Bridge in Napa incorporates bike lanes and creates an attractive Downtown gateway.*

## V. Implementation Recommendations

This chapter describes the actions, costs, and/or financing approaches needed to put the *Downtown Master Plan's* policy and capital improvement recommendations into effect. Policy-related actions include incorporating *Downtown Master Plan* into the *City of Winters General Plan* (2002), and the Five-Year Implementation Plan for the *Winters Community Development Project*. Establishing administrative procedures for Guidelines-related review and approval of projects within the *Downtown Master Plan* area is also required.

Capital improvements-related actions include establishing public-private financing mechanisms for the streetscape- and infrastructure-related improvements. The Winters Community Development Agency will assume the lead role for initiating capital improvement projects, facilitating new development through assistance with parcel assembly and financial incentives, and pursuing additional state and federal grant funding sources as needed.

### Policy-Related Actions

Consistency with and/or needed amendments to existing city policies are described in this section. Amendments could be made on an individual, ad-hoc basis as needed to implement the *Downtown Master Plan*, or as part of new policy area for the district; see last section, "Focused Land Use and Development Standards," below.

**General Plan Consistency.** The *Downtown Master Plan* is a policy tool intended to implement *City of Winters General Plan* Goals and Policies that apply to Downtown. These include but are not limited to the following:

**I.A1** -The City shall seek to preserve Winter's traditional small-town qualities and agricultural heritage, while increasing its residential and employment base.

**Goal B** -To promote the development of a pedestrian-oriented central business district that includes retail commercial, office, residential, civic, cultural, and recreational uses.

**I.B.1** -The City's first priority for commercial development within the Central Business District shall be the area west of East Street and south of Grant Avenue.

**I.B.2** -The City shall promote infill development and the conversion of industrial buildings and properties to commercial uses in the Central Business District.

**I.B.4** - First Priority for ground floor uses in the Central Business District shall be given to retail uses. New residential and office uses shall be permitted on a case-by-case basis over ground floor retail uses.

**I.D.5** - New commercial and office development along Highway 128/Grant Avenue shall be designed to avoid the appearance of strip development.

**Goal VIII.B** -To create a well-defined, pedestrian-oriented downtown which serves as the center of Winters' commercial, civic, and cultural life.

The *Downtown Master Plan* area is located within the boundaries of the area designated "Central Business District (CBD)." Recommended forms of development and land uses – e.g., restaurants, retail, and multi-unit residential – are consistent with the *General Plan's* basic policies. However, the *General Plan's* Land Use Standards for the CBD area limit densities to a maximum of 20.0 units per acre, while the *Downtown Master Plan* recommends considering higher densities to accommodate forms of development that incorporate submerged parking. Implementation of the *Downtown Master Plan* would therefore require a General Plan Amendment to allow higher densities within the CBD-designated area.

Two other *General Plan* designated land use areas are located within the boundaries of the *Downtown Master Plan*: An area designated “Office (O-F)” extends over a small portion of the northernmost parcel of the North Gateway Site, just north of the proposed alignment for extension of Anderson Avenue; a “Public/Quasi-Public (PQP)” area is designated for the Rotary Park and Community Center sites. The *Master Plan* recommends infill residential/townhouse development for the northerly parcel of the North Gateway Site, and depending upon the ultimate configuration of development there a General Plan Amendment to shift the boundary of the O-F and CBD areas to the north may be required. No amendments related to the PQP area appear to be required.

The *General Plan*'s circulation-related Street Standards designate the portion of Railroad Avenue within the *Downtown Master Plan* area as an “Arterial Street” with 12-foot travel lanes. The *Master Plan* recommends narrower lanes of from 10' to 11' to support traffic calming efforts, and angle parking along the easterly frontage north of Main Street. These proposed elements would be inconsistent with “Arterial” policies and standards, and a General Plan Amendment that either establishes different standards for the *Downtown Master Plan* area and/or re-classifies the street would be required.

In addition, intersection Level of Service (LOS) policies should be amended to reflect the higher levels of congestion that are typical of successful, pedestrian-oriented commercial districts. Current citywide policies require that LOS of “C” be maintained. This tends to result in wider streets, with additional through and turn lanes. By contrast, many cities require only LOS “D” or “E” for downtown intersections.

**Zoning Consistency.** The *Downtown Master Plan* area is located within the boundaries of the Zoning Code's “C-2: Central Business District.” Land uses recommended by the *Master Plan* are among those listed as permitted or conditional under the C-2 designation.

However, amendments related to boundaries and residential densities as discussed under “General Plan Consistency,” above, would also be required for the zoning code.

In addition, a number of the uses listed under the C-2 designation are not consistent with the objectives of the *Downtown Master Plan*; e.g., funeral parlors and service stations are permitted uses and drive-through restaurants are conditional uses that are not consistent with the pedestrian-oriented character envisioned. A more refined policy approach and a special zoning designation for land use and form of development in the *Master Plan* area may be the best approach, as discussed under “Focused Land Use and Development Standards,” last section below.

Reducing parking requirements for Downtown land uses would require amendment to the Zoning Code as well, with new, shared standards applied to the *Downtown Master Plan* area.

**Community Development Project Consistency.** The *Downtown Master Plan* is a tool to implement the *Winters Community Development Project Area Plan*, as well as to implement the *General Plan*. The *Downtown Master Plan* area is located within the boundaries of the *Winters Community Development Project* area, and the *Master Plan*'s recommended policies and capital improvements are intended to promote specific Objectives and Program Activities of the *Community Development Project*'s “Five Year Implementation Plan” (2003). These include:

- Provide economic incentives for infill development, facilitate seismic retrofits in (the) downtown business district, improve streetscapes (sidewalks, landscaping, furnishings, etc.), upgrade building facades, construct a parking facility in or adjacent to the central business district.
- Prepare a master plan/special zoning designation for a portion of the central business district in order to enhance the development prospects of this area.

- Continue efforts to improve the Putah Creek Nature Park with native plantings, trails, access points, interpretive signage, and other amenities.

**Street Plan Lines.** The *Downtown Master Plan* proposes the following right-of-way-related projects:

1. Establish a new right-of-way line along the easterly frontage of Railroad Avenue that accommodates angle parking between Grant Avenue and Main Street.
2. Establish streetscape improvement easement lines along both frontages of Grant Avenue between Railroad Avenue and East Street.
3. The City should establish a new intersection Level of Service (LOS) policy specifically for Downtown. The current General Plan LOS "C" policy applies to the entire City, and does not reflect the more pedestrian-oriented nature of circulation in an active downtown commercial district.

Additionally, pedestrian crossings and curb returns at intersections are proposed at specific locations on Main Street and Railroad Avenue to make pedestrian movement safe and inviting. In order to provide for coordinated development of this area, plan lines for these new and modified streets and intersections must be adopted.

**Downtown-Specific Land Use and Development Standards.** The *Winters Design Guidelines* (1999) provide general design and development recommendations for the *Downtown Master Plan* area. Guidelines contained in the *Downtown Master Plan* compile those that address Downtown with additional guidelines to reflect specific recommendations of the *Master Plan*. However, these guidelines do not address land use, density, setbacks, and other quantitative aspects of development, nor do they address the

specifics of architectural design and detailing required to ensure that new development complements Downtown's mix of historic architectural building forms.

The City should create a special zoning district that incorporates "form-based code" development standards and design guidelines focus on creating a lively, architecturally complementary, and pedestrian-oriented commercial district and infill residential area. This zoning district could be most easily created as a new "PD: Planned Development - Downtown" district, with all new development in the area requiring a Planned Development (PD) permit. Standards for land use, density, setbacks and design would be provided in a zoning code-like format that can be referenced easily by project applicants and designers and cited easily by City staff and public officials.

Adoption of a form-based regulations for Downtown would require amendment of the *General Plan* and the zoning code. As part of the adoption process, amendment of the land use boundaries and standards noted under "General Plan Consistency" and "Zoning Code Consistency," above, could be accomplished, as well as adoption of new parking and LOS standards. Additional standards related to street rights-of-way, easements, and/or funding of infrastructure improvements could be incorporated as well. If necessary, this new document would provide the basis for CEQA-related impact evaluation.

**City Capital Improvement Program (CIP).** Capital improvement projects recommended by the *Master Plan* will need to be incorporated in the City of Winters's five-year Capital Improvement Program (CIP) and managed by the City's Engineering Department. Estimated project budgets and time frames would need to be adopted by the City. Concept-level estimates of construction costs are listed in the following section.

## Capital Improvements Costs Summary

Concept-level cost estimates for the *Downtown Master Plan's* major capital improvement projects are listed below. These estimates include costs for construction, design, and management.

<b>Grant Avenue Streetscape Improvements</b>	<b>- \$650,000</b>
<b>Downtown Entrance Sign</b>	<b>- \$130,000</b>
<b>Railroad Avenue Utility Upgrades</b>	<b>- \$1,170,000</b>
<b>Railroad Avenue Streetscape Improvements</b>	<b>- \$1,270,000</b>
<b>Downtown Alley Renovations</b>	<b>- \$490,000</b>
<b>Mid-Block Paseo</b>	<b>- \$200,000</b>
<b>Mid-Block Parking Areas</b>	<b>- \$1,100,000</b>
<b>Intersection Bulb-Outs</b>	<b>- \$1,100,000</b>
<b>Main Street Streetscape Renovation</b>	<b>- \$120,000</b>
<b>South Gateway/Creekside Park</b>	<b>- \$390,000</b>
<b>Community Center Rest Rooms</b>	<b>- \$135,000</b>
<b>TOTAL</b>	<b>\$6,755,000</b>

The total cost for these projects is considerable, and they will need be phased over time as funding becomes available.

## Capital Projects Funding

Though funding is planned to come from the Community Development Agency and a variety of grant sources, projects will need to be incorporated in the Winters's five-year Capital Improvement Program (CIP) and managed by the City's Engineering Department.

**Grant Funding.** As indicated above, the Community Development Agency alone will not be able to fund all of the proposed downtown projects. However, there are a range of grant programs available for the kinds of transportation and urban livability-oriented projects proposed by the *Design & Development Plan*. In the coming years the Community Development Agency will work with the Community Development and Engineering departments to apply for the grant funds needed to implement the projects.

Potential grant program/funding sources include the following:

- *Community Development Block Grant (CDBG) Program:* This US Department of Housing and Urban Development (HUD) program provides annual grants to States. States in turn award grants to local governments to carry out a range of development-related activities and efforts, based on State-defined priorities and criteria. CDBG-funded projects must benefit low- and moderate-income populations and/or prevent or eliminate blight, and must incorporate citizen participation.
- *Federal Transportation Enhancements Authorization (TEA-21):* This program typically funds bicycle and pedestrian transportation projects.
- *Transportation Development Act, Article 3:* This program funds alternative transportation projects, with an emphasis on bicycle and pedestrian circulation.

- *Sacramento Area Council of Governments (SACOG) Programs:* This agency solicits project applications from public agencies and their partners for three transportation-related project areas: bicycle and pedestrian circulation, air quality enhancement, and community design.

**Local Funding.** A number of the grants require that improvements be combined with transportation planning efforts and/or a local funding match. Given match requirements and the uncertainties associated with grants, City-based funding approaches will need to be maximized. Capital improvements could be piggy-backed on basic road maintenance projects funded by the State Gas Tax. Exactions are required from new development for directly-related capital improvements such as frontage curbs, walks, and streetscape amenities.

However, the majority of the recommended capital improvements will likely be funded by the Community Development Agency with tax increment financing. This is consistent with goals and objectives of the *Community Development Project*.

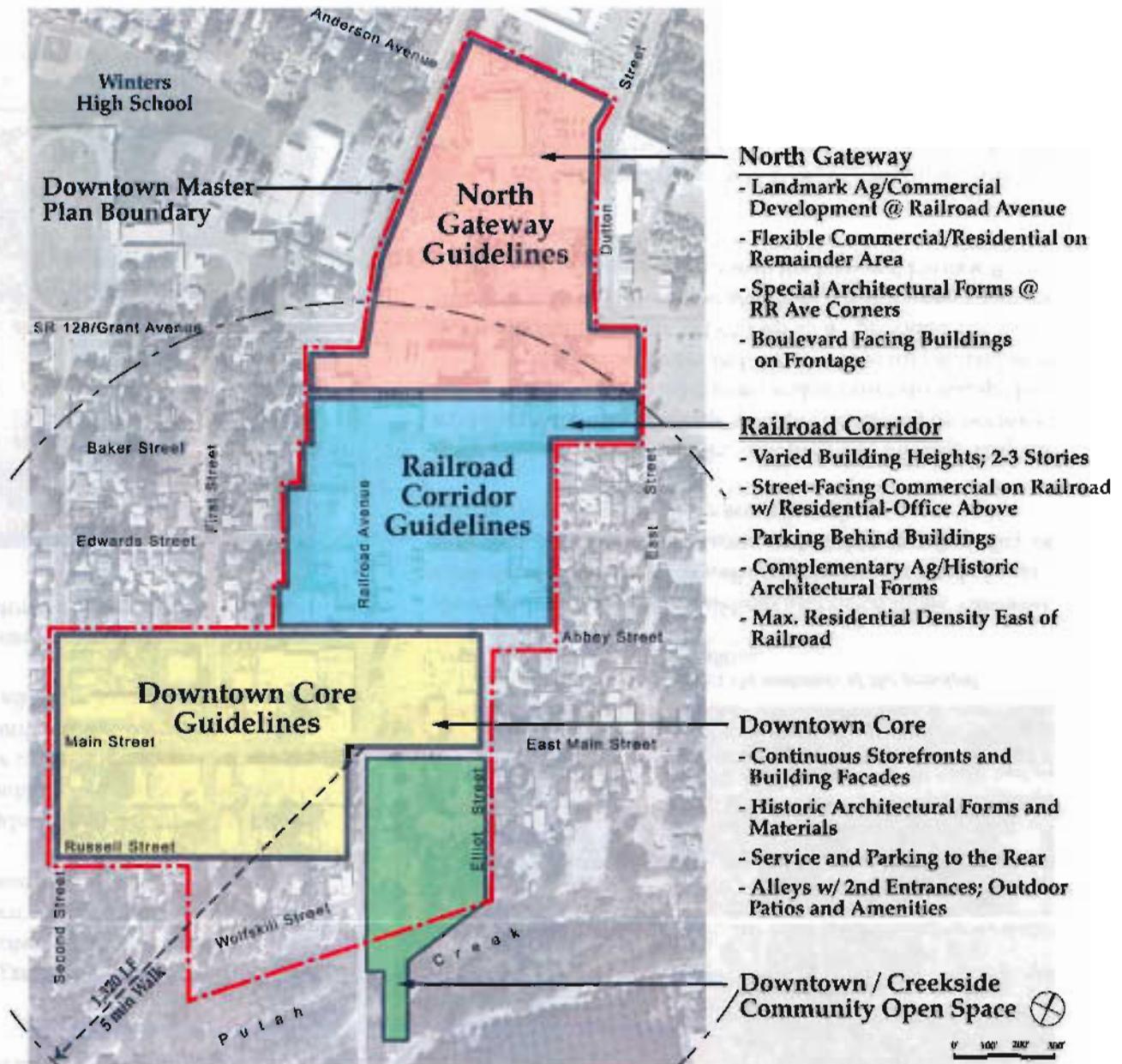
## VI. Development & Design Guidelines

The guidelines included in this chapter consist of those originally contained in the *Winters Design Guidelines* (1999) plus additional guidelines developed during the course of the *Downtown Master Plan* process. Guidelines are keyed to the “Downtown Guidelines Areas” map on the following page. A number of guidelines are repeated from one section to the next as applicable.

### 1. Downtown Core

The Downtown Core is the heart of Winters, and new construction and building renovations should maintain the area’s historic character. Architectural design and materials should complement the area’s older buildings and its pedestrian-oriented streets and alleys.

1. Residential units should be allowed on upper floors to support local commercial businesses and to create a lively “all hours” downtown.
2. Structures should be built to the property line/back of walk to create a continuous and attractive “street wall” that frames streets as public spaces.



**Downtown Guidelines Areas**

3. Landscape elements such as trellises, arbors, fountains, plazas, planters should be provided to accent pedestrian-oriented spaces between buildings, along street and parking frontages, and at other similar locations.
4. A comprehensive lighting program for Downtown should be implemented to create an attractive nighttime pedestrian environment, to highlight downtown's many attractive older structures, and to ensure personal safety.
5. Shared parking should be provided throughout the Downtown Core. Parking should be distributed for easy access and located behind buildings and/or in the interior of blocks to maintain continuous commercial street frontages. Reciprocal access agreements should be negotiated to allow parking in private lots.
6. Design guidelines to preserve and/or complement the historic character and architectural features of Downtown's buildings



*Residential dwelling units should be allowed on upper floors to support local businesses and create a lively Downtown.*



*Trash enclosures should reflect the materials of the principal building.*

should be applied to new buildings and renovations. However, more detailed standards as well as guidelines are needed to ensure that the historic character and architectural quality of Downtown's older buildings are reflected.

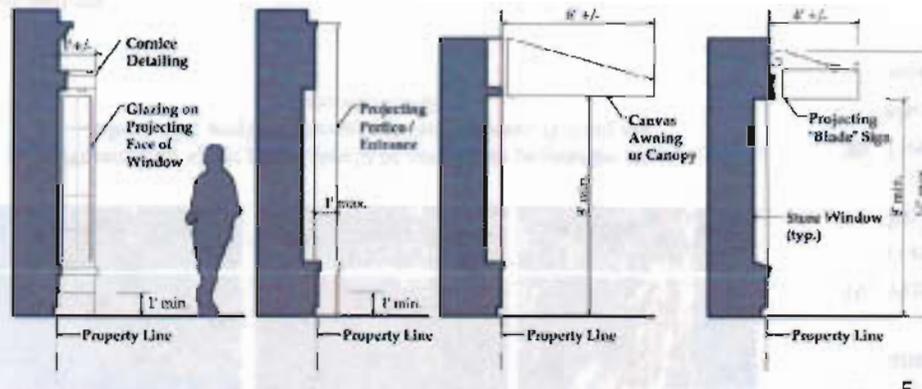
7. Attractively-designed arcades, canopies, and awnings may extend over sidewalks/ROW up to 10', provided they do not interfere with street lights, street trees, and/or other streetscape features. Upper floor balconies and window bays may extend over sidewalks/right-of-ways (ROW) up to 4', provided the clearance above grade is 8' or more and there is historic precedent for such modifications consistent with the National Historic Registry listing.
8. Main building entrance(s) should always face a public street or way, not side or rear parking areas. Secondary entrances to side or rear parking areas are acceptable and encouraged in most instances.

9. Driveway curb cuts should be minimized along Main Street and Railroad Avenue in order to maintain a continuous building frontage; mid-block breaks for pedestrian access ways are recommended.
10. First floor retail, restaurant, and/or other “specialty” commercial space should be provided on Main Street and Railroad Avenue. First floor office space is not recommended; first floor residential use is strongly discouraged.
11. The minimum height for all new buildings should be two stories. This will support a denser, more active downtown environment and help to frame downtown streets as public spaces.



*Windows on upper floors should be vertical in proportion (top). Substantial, profiled frames, sills and cornices (below) are recommended.*

12. Brick/masonry walls that complement Downtown’s historic older buildings are strongly recommended for new construction and major renovations.
13. Service areas should be located to the rear of buildings. Dumpsters and other refuse-related facilities should be screened by architectural enclosures that complement and/or employ the materials of the principal buildings.
14. Street trees should be provided along all downtown street frontages; the minimum spacing should be 30’ on center, the maximum 50’ on center.
15. Main building and/or storefront entrances should be located no more than 50’ apart along Main Street to maintain a lively and interesting commercial frontage; 25’ is recommended.
16. Parapet roofs or false/front roofs consistent with the architectural character of the district are recommended to screen rooftop mechanical equipment.
17. Richly-detailed first floor storefronts are recommended along Main Street and Railroad Avenue, with an architectural base of tile, stone, or profiled wood, a recessed entrance(s), transom windows, and bay/display windows.
18. Storefront/main entrance doors should have quality materials and be attractively detailed.
19. Windows on upper floors should be vertical in proportion and complementary in form to upper floor windows in Downtown’s historic older buildings.
20. Doors, windows, and other forms of building fenestration should be deeply inset from the adjacent wall surface. A minimum inset of 4” is recommended.



21. Substantial shaped/profile door and window frames, sills, and cornices are recommended, consistent with the detailing of Downtown's historic older buildings.
22. Multi-pane windows are recommended for first floor storefronts and for large upper level windows; operable windows are recommended for ventilation and natural climate control.
23. Blank wall area should be minimized, especially along highly-visible street frontages. Attractive surface materials and/or design detailing should be provided where large blank wall areas are necessary.

## 2. Railroad Avenue Corridor

1. Residential dwelling units should be allowed on upper floors to support local commercial businesses and to create a lively "all hours" downtown.
2. Structures along Railroad Avenue should be built to the property line/back of walk to create a continuous and attractive "street wall" that frames streets as public spaces. Portions of the building frontage may be setback up to 20' for outdoor seating, café space, plazas, and/or public art.

3. Landscape elements such as trellises, arbors, fountains, plazas, planters should be provided to accent pedestrian-oriented spaces between buildings, along street and parking frontages, and at other similar locations.
4. Driveway curb cuts should be minimized along Railroad Avenue in order to maintain a continuous building frontage; mid-block breaks in the frontage for pedestrian access ways are recommended.
5. Attractively-designed arcades, canopies, and awnings may extend over sidewalks/ROW up to 10', provided they do not interfere with street lights, street trees, and/or other streetscape features. Upper floor balconies and window bays may extend over sidewalks/ROW up to 4'.
6. Sidewalks and streetscape features along the east side of Railroad Avenue should be designed to create an attractive pedestrian environment.



*Recessed entries, transom windows, and an architectural base are recommended for storefront commercial buildings.*

trian way that leads people to Main Street and Putah Creek from Grant Avenue/SR 128. The frontage design should include angle parking, large corner bulb-outs, pedestrian-oriented street lighting, and an offset double row of street trees.

7. Street trees, pedestrian-oriented street lights, and corner curb bulb-outs should be extended to Grant Avenue/SR 128 along the west side of Railroad Avenue.
8. Parking should be located behind buildings along Railroad Avenue, not along the frontage. Parking should be located to the side or rear of buildings along side streets, not in front.
9. New buildings and renovations should incorporate architectural variety – e.g., facades, details, floor levels – to reduce the scale of development. No single building or project should appear to dominate an entire block.
10. Historical, railroad corridor-type building forms and materials – e.g., pitched roofs, metal, and other “agricultural/shed” materials are encouraged for new buildings and major renovations.
11. Main building entrance(s) should always face a public street or way, not side or rear parking areas. Secondary entrances to side or rear parking areas are acceptable and encouraged in most instances.
12. First floor commercial office, retail, and services space should be provided along Railroad Avenue. This commercial space should be locally oriented and not compete with the specialty commercial uses recommended for the Downtown Core.
13. Upper floor residential and office space is recommended along Railroad Avenue.
14. Infill residential development should be maximized along side streets, consistent with goals to provide additional population

downtown and design guidelines to maintain downtown’s traditional architectural character.

15. The minimum height for new buildings should be two stories. This will support a denser, more active downtown environment and help to frame downtown streets as public spaces. The maximum height should vary from 2 to 3 stories, with variations in height employed to reduce the perception of building mass and provide visual interest.
16. Service areas should be located to the rear of buildings; dumpsters and other refuse-related facilities should be screened by architectural enclosures that complement and/or employ the materials of the principal buildings.
17. Curbside parking should be provided along all frontages.
18. Street trees and pedestrian-oriented street lights should be provided along all frontages. Street trees should be located at a maximum of 50’ on center.
19. Main building and/or storefront entrances along Railroad Avenue should be located no more than 50’ apart to maintain a lively and interesting commercial frontage.
20. Changes in building massing and/or variations in facade design should be provided along all frontages at a maximum interval of 50’.
21. A combination of pitched and parapet roofs are recommended to provide variety and to screen rooftop mechanical equipment.
22. Attractively-detailed first floor storefronts are recommended along Main Street and Railroad Avenue, with an architectural base, recessed entrance(s), transom windows, and bay/display windows. The level of detailing does not need to be as rich as

that recommended for the Downtown Core, and more contemporary design and materials may be employed.

23. Windows on upper floors should be vertical in proportion and complementary to the upper floor windows in Downtown's historic older buildings.
24. Doors, windows, and other forms of building fenestration should be inset from the adjacent wall surface. A minimum inset of 2" is recommended.
25. Sills are recommended for all windows
26. Multi-pane windows recommended, especially for large glazed areas.

Blank wall area should be minimized, especially along Railroad Avenue. Attractive surface materials and/or design detailing should be provided where large blank wall areas are necessary.

### North Gateway / Grant Avenue Area

1. New development in this area should incorporate a bold urban statement, with mixed-use development, pedestrian walks, open spaces and bikeways.



*Architectural variety should be used to reduce the scale of development.*

2. Views south along Railroad Avenue should be enhanced with corner open/plaza spaces; the southeast corner of Grant and Railroad should be integrated with an esplanade link to Main Street and Putah Creek.
3. Left turn pockets with landscape island areas and distinctive crosswalks should be established on Grant Avenue.
4. Significant streetscaping and frontage walkways should be integrated into commercial/residential developments along Grant Avenue, Railroad Avenue, and Dutton Street.
5. Variable setback(s) for landscaping, public spaces, etc., should be considered along Grant Avenue.
6. Only monument/architectural signs of 6 to 8 feet maximum height should be used; pole-mounted signs should be prohibited. Depending on sign size and location, however, Caltrans review of monument signs may be required.
7. Lighting of buildings along street frontages should be consistent with Winters' small town character
8. Parking areas should be setback from frontages and/or located behind commercial and residential structures. Frontage parking areas and views of parked cars should be minimized. Canopy trees should be used generously to provide shade.
9. Architectural variety in facades, details, floor levels, etc., should be employed to reduce the scale of development and maintain a small town character.
10. Architecture should blend existing styles found in Winters.
11. The North Gateway Area should include a "local landmark" or "magnet" development that encourages visitors to stop and explore the town.

12. Urban design features such as fountains, statues, public art and landscaping should be incorporated at each corner of Grant/RR intersection.
13. A "local landmark" commercial development should be located at the northeast corner of Grant/Railroad, incorporating a downtown entrance sign adjacent to the intersection.
14. Infill residential/townhouses are recommended for the northernly portion of the Gateway Site. Mixed commercial and/or residential are recommend along the Dutton Street frontage.
15. New development and street improvements along both sides of Grant Avenue should be coordinated to create an attractive, small town boulevard frontage, with gracious setbacks, walks, double row of trees, and ornamental street lights.
16. Railroad Avenue Corridor guidelines should apply as appropriate to the North Gateway/Grant Avenue Area, provided they do not conflict with the North Gateway/Grant Avenue Area guidelines above.



*Infill residential development should be maximized along side streets in the Railroad Avenue Corridor.*

## Appendix A

### Winters Growers Station Concept

"Growers Station" is proposed as a 5,000-10,000 square foot interpretive-retail center focused on locally-produced agricultural products. The sale of premium quality goods combined with production-on-display would be the draw that attracts patrons from nearby communities and travelers from the Central Valley, the Bay Area, and beyond. Winters has proven itself a worthy commercial destination for over 25 years and Growers Station would build on and enhance existing destination ventures such as The Palms, The Buckhorn, Steady Eddy's, Velo City Bicycles, and Cloth Carousel.

The term "interpretive retail" can be defined as "retail that explains and interprets its surroundings". The Winters area can become more widely known, not just as a producer of high-quality fruits, vegetables, walnuts, almonds, honey, grass-fed beef, wine and olive oil, (to name just several products), but also as an area that sells these items with creative merchandising. People are willing to travel significant distances for such products. An August 14, 2005 focus article in the Sacramento Bee found that the agritourism in Butte County had sales in the excess of \$200,000,000, with 3,500 jobs involved in producing and marketing lavender, beer, nuts, wine, olive oil, and other items.

Located within a mile of I-505, a major seasonal tourism corridor, Winters is an ideal location for this sort of retail. Affiliations with the Davis Farmers Market, Slow Food USA, the Center for Land Based-Learning, the San Francisco Farmers Market, UC Davis, the Small Farms Center, the Community Alliance with Family Farmers, and the Yolo Land Trust have made the Winters Area a well-known appellation for high-quality agricultural goods. The Bay Area media has documented this fact well over the years. In short, it is the right time and Winters is the right place for a showcase facility that expresses Winters' standing in the world of quality food products.

### Facility

The heart of Growers Station would be a year-round destination market, with bins, counters, shelves and crates stocked by local growers and producers. The Station would be the hub of a constellation of surrounding specialty product stalls that sell unique, premium items. The specialty stalls would be open for free-flowing access to the central market area, but could be closed off at night for security. Base tenant/vendor products could include fruits, vegetables, walnuts, almonds, grass-fed beef, wine, olives and olive oil, walnut oil, and organic baked goods. The ability of patrons to

make direct bulk purchases from barrels, bins and boxes would be one of Growers Station's main attractions.

Each vendor would be encouraged to use creative marketing and visual displays to tell the story of their product, such as the geographic location, agricultural inputs and process, perhaps even family history. Production tools, such as presses and other refining or fermenting gadgets, could be displayed as well. For example, an olive oil stall selling fancy pint jars and spiced olives could also sell oil in take home containers by the ounce or quart; a functioning old-fashioned press could be on display to reward the customer for their visit, adding value to the brand name. Similarly, a honey store could display a hive behind glass with exposed combs and an explanation of the honey-making process. The stall could sell honey raw and in bulk, or in the form of candy, dressings, etc.

### Tenant Profile

Tenant vendors transitioning from a production-only to a retail business model understand the importance of interacting directly with the public in a retail environment; obtaining this kind of immediate feedback can be invaluable as products reach shelves of markets throughout California and the U.S.

To offset slow sales at a non-mainstream retail location, additional tenants with a wholesale side should be recruited to justify rents. A display production facility visible through a glass wall can promote the "Origin Here" story that drives the central theme of the center. Ice cream, cheese, candy, chocolate, and other operations have employed this wholesale production display concept for years.

The best products and brands are often origin-based. Ideally, the "Winters" appellation will become a key element of the marketing differentiation that local producers need, much as the City of Parma is for Parmesan Cheese.

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