CITY OF WINTERS

GENERAL PLAN
BACKGROUND REPORT

Adopted
May 19, 1992

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CITY OF WINTERS

GENERAL PLAN
BACKGROUND REPORT

Adopted
May 19, 1992

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INTRODUCTION

This document contains background information and analysis compiled for the City of Winters *General Plan*. The document provides background for the issues addressed in the *General Plan Policy Document* and is designed to satisfy State Planning Law requirements for background information for all mandated elements of the general plan.

The *Background Report* is organized into nine chapters covering groups of related issues: Chapter 1, Land Use; Chapter II, Housing; Chapter III, Population; Chapter IV, Economic Conditions; Chapter V, Transportation and Circulation; Chapter VI, Public Facilities and Services; Chapter VII, Recreational and Cultural Resources; Chapter VIII, Natural Resources; and Chapter IX, Health and Safety. The information in this document is drawn from numerous sources, which are identified at the end of each chapter.

CHAPTER I

LAND USE

INTRODUCTION

Land use is the principal focus of the general plan. This chapter provides a context for the general plan by describing existing land use conditions and local, regional, state, and federal plans and policies that have a bearing on land use in Winters. This chapter also outlines the institutional setting of Winters, describing other agencies that have regulatory or review authority over activities in the Winters area.

REGIONAL SETTING

The city of Winters is located in the southwestern corner of Yolo County, immediately north of the Solano County line and just east of the Vaca Mountain Range. Winters lies approximately 14 miles west of the city of Davis and 10 miles north of the city of Vacaville. The city is bordered on the south and southeast by Dry Creek and Putah Creek.

The principal highways in or near the city are Interstate 505 and State Highway 128. Interstate 505, located less than one-half mile east of the city limits, serves as a key link between Interstate Highway 80, approximately 10 miles to the south, and Interstate 5, approximately 23 miles to the north. Highway 128, which originates at Interstate 505 and transects the city, serves as a major access route to Lake Berryessa. Monticello Dam, at Lake Berryessa, is located approximately 10 miles to the west of the city.

Figure I-1 shows Winters' regional setting.

URBAN LIMIT LINE AND CITY LIMITS

Winters' Urban Limit Line contains approximately 1,980 acres, of which 1,277 acres are currently (April 1992) within the incorporated city. The Urban Limit Line is defined by Interstate 505 on the east, Putah Creek and Dry Creek on the south and southwest, County Road 88 on the west, the northern boundary of the City's wastewater treatment plant, and a projection of County Road 32 A on the north. The topography of the Winters area is generally flat, although some areas are slightly rolling. Land slopes generally to the east at a grade of 1 to 2 percent. Elevation ranges from approximately 180 feet above sea level on the west to about 125 above sea level on the east.

Figure I-2 shows the Winters' Urban Limit Line and current (April 1992) city limits.

LAND USE PLANNING IN WINTERS

1976/1986 General Plan

The first Winters General Plan was adopted in 1976. In 1983, an eleven member General Plan Steering Committee was formed to formulate recommendations for revisions to the General Plan. The revised Housing Element was adopted in 1984. Revisions to the remaining elements of the General Plan were adopted by the City Council in 1985. An update was completed in 1986.

The *1976/86 General Plan* contained the seven elements required by State Planning Law, as well as addressed several optional issues. The *1976/1986 General Plan* provided for a buildout population of

between 13,000 and 15,000. The following is a description of the land use classifications used in the *1976/1986 General Plan*:

Residential

Low Density Residential (LD)	1-5 units per acre
Planned Residential (PR)	6-11 units per acre
Medium Density Residential (MD)	6-15 units per acre
High Density Residential (HD)	16-29 units per acre

Commercial

Central Commercial (CC)	This is the central business district of Winters.
Neighborhood Commercial (NC)	Located at major intersections; serve surrounding neighborhoods.
Highway-Special Commercial (HSC)	Contains two sub-classifications.
Highway Visitor Commercial	Caters to tourist and transient traffic.
Special Commercial	Intended for larger retail outlets.

Industrial

Light Industrial (LI)	Provides for limited manufacturing with little or no offsite environmental effects.
Heavy Industrial (HI)	Intended for industrial uses which require special attention due to potential offsite impacts.
Planned Industrial (PI)	Intended to provide for the maximum flexibility in encouraging industrial development. Provides for strict design and performance standards.

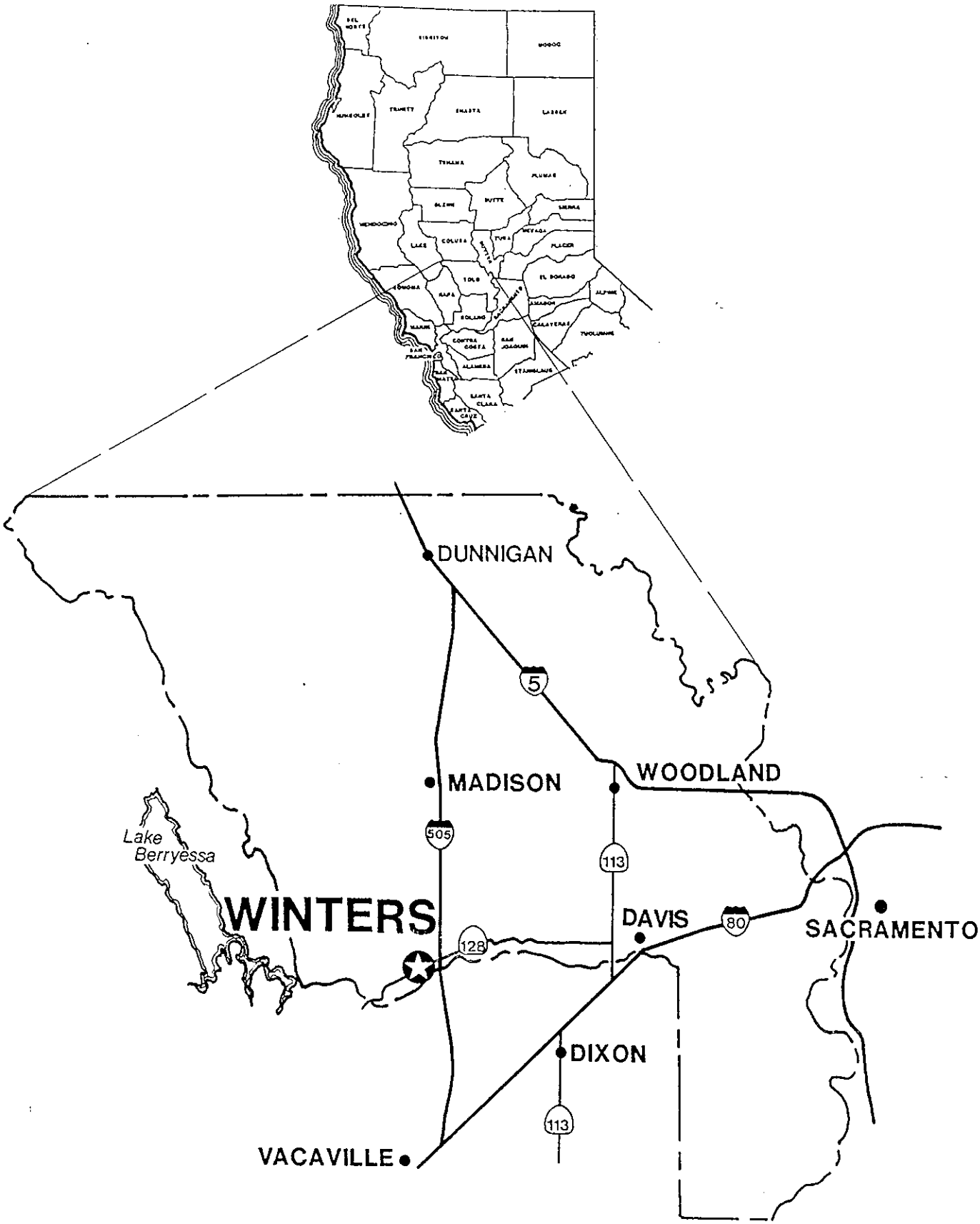
Other Classifications

Planned Mixed Use (PMU)	A special classification which has been applied to areas along East, East Baker, East Abbey, East Main and East Edwards Streets, where a mixture of potentially incompatible land uses exist.

The *1976/1986 General Plan Land Use Diagram* is reproduced in Figure I-3. Table I-1 summarizes the number of acres in the various land use classifications shown in the *1976/1986 General Plan*. Descriptions of the other classifications shown in Table I-1, including Agriculture, Open Space and Flood, Parks, and Public Use were not provided in the plan.

FIGURE I-1

REGIONAL LOCATION MAP



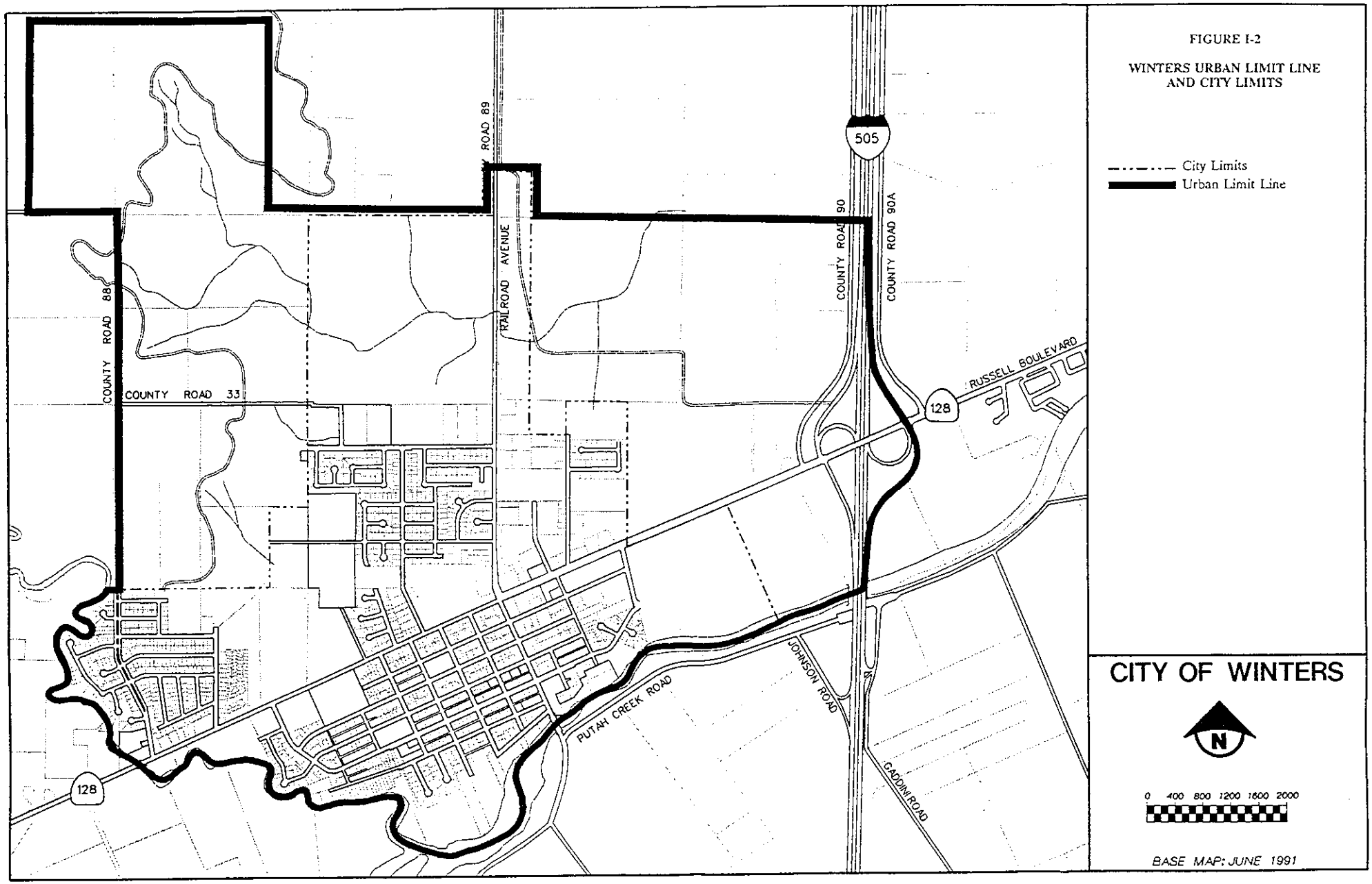


FIGURE I-2
WINTERS URBAN LIMIT LINE
AND CITY LIMITS
City Limits
Urban Limit Line
CITY OF WINTERS
N
0 400 800 1200 1600 2000
BASE MAP: JUNE 1991
COUNTY ROAD 88
COUNTY ROAD 33
COUNTY ROAD 89
RAILROAD AVENUE
COUNTY ROAD 90
COUNTY ROAD 90A
505
128
RUSSELL BOULEVARD
JOHNSON ROAD
PUTAH CREEK ROAD
GADDINI ROAD
128

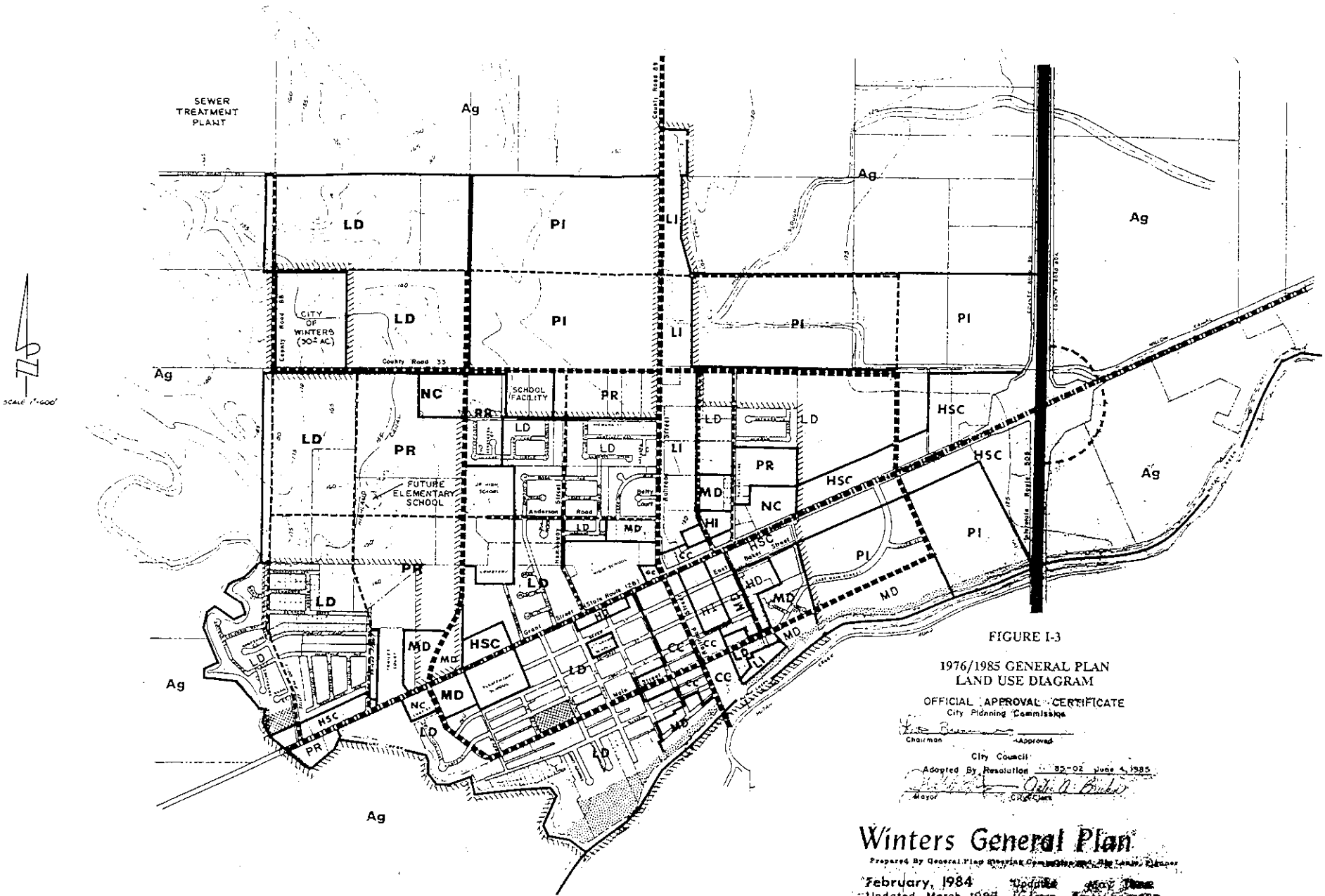


FIGURE I-3

1976/1985 GENERAL PLAN
LAND USE DIAGRAM

OFFICIAL APPROVAL CERTIFICATE
City Planning Commission

Chairman — Approved

City Council
Adopted By Resolution 85-02 June 4, 1985

Mayor — City Clerk

Winters General Plan

Prepared By General Plan Steering Committee, City Staff, Planner

February, 1984
Updated March 1988
UPDATED JUNE 1989

TABLE I-1

LAND USE SUMMARY BY
1976/1986 GENERAL PLAN CLASSIFICATIONS
(Gross Acres)

Land Use	Within City	Outside City	Total
Residential			
Low (LD)	396	251	647
Planned (PR)	42	109	151
Medium (MD)	39	24	63
High (HD)	1	0	1
Subtotal	478	384	862
Commercial			
Neighborhood (NC)	20	6	26
Central (CC)	40	0	40
Highway (HSC)	20	111	131
Subtotal	80	117	197
Industrial			
Light (LI)	48	0	48
Planned (PI)	0	377	377
Heavy (HI)	5	0	5
Subtotal	53	377	430
Planned Mixed (PMU)	23	0	23
Agriculture (Ag)	0	1,360	1,360
Open Space and Flood	18	7	25
Parks	6	12	18
Public Use	97	96	193
Totals	**755**	**2,353**	**3,108**

Source: *Winters General Plan*, 1986

1989/1992 General Plan Revision

The current General Plan revision effort was prompted by dramatic growth during the 1986-88 period and by submission in 1988 of a specific plan application for 886 acres of land in the north part of Winters. After lengthy discussion of the North Area Specific Plan and its potential implications for the city, the City Council decided a comprehensive review of its General Plan was warranted.

Accordingly, in February 1989, the Council instituted a moratorium by approving an Interim Control Ordinance to "study land use, City service capability, factors which are affected by the cumulative effects of the many projects contemplated."

To provide for citizen input into the General Plan revision process, the City Council in March 1989 appointed a nine-member Plan Advisory Committee (PAC) to develop a new Draft General Plan. After 18 meetings between May 1989 and February 1990, the PAC published a Draft General Plan in 1990. The Draft General Plan included all state-mandated elements, except for a noise element, and covered approximately 3.10 square miles, including the territory in the North Area Specific Plan.

In 1989, a citizen initiative qualified for and was voted on in the November election. The initiative would have set a population limit (8,000 people by the year 2000, and 11,000 by the year 2010), required new development to fund complete incremental costs of public facilities and establish certain public service standards, preserve the character of Winters' retail/commercial area, protect the ecology of Putah and Dry Creek and develop recreation potential thereon, and promote local commercial and industrial activity and design variety. The initiative failed in the November 1989 election.

During March and April 1990, the Planning Commission conducted a preliminary review of the PAC plan. Subsequently, between April and October 1990, the Planning Commission held 11 workshops during which the Commission extensively reviewed each element of the plan and each of the five planning areas designated in the plan.

Following conclusion of the Planning Commission's review, City staff and consultants sought City Council direction on several key policy issues. Having secured this policy direction in February and March 1991, City staff and consultants began redrafting the *General Plan*. A public review draft of the *General Plan*, along with a draft environmental impact report, draft public facility master plans, and financing analysis were released for public review in October 1991.

Between early November 1991 and early January 1992 the City Council and Planning Commission held six public hearings on the *Draft General Plan*, *Draft General Plan EIR*, and related General Plan documents. During late January and late February 1992 the City Council and Planning Commission met jointly eight times and separately once to formulate their recommendations for the final *General Plan*.

Based on the direction of the Planning Commission and City Council, City Staff and Consultants prepared the final *General Plan*, *Final General Plan EIR*, and related General Plan documents for final review and adoption. After final hearings and review by the Planning Commission and City Council the City Council adopted the *General Plan* and certified the *Final EIR* on May 19, 1992.

ZONING

In accordance with State law, cities and counties have broad latitude in establishing zoning standards and procedures. Outside of a general requirement for open space zoning and several special requirements governing residential zoning, State law establishes only broadly the scope of zoning regulation and sets

minimum standards for its adoption and administration. One key requirement, however, is that zoning be consistent with the general plan.

Winters *Zoning Ordinance*, originally adopted June 12, 1969 (re-codified 1982) has been amended on several occasions, in many instances to reflect changes in the Winters General Plan.

Following are brief summaries of the zoning districts in the Winters *Zoning Ordinance*. These summaries outline only general standards and are provided for reference only. The *Zoning Ordinance* itself should be consulted for specific questions regarding permitted and conditionally permitted uses, and other development standards.

- A-1, Agricultural, for range land, field crops, orchards, greenhouses and single-family dwellings, requiring a minimum lot size of two and one-half acres;

- O-S, Open Space, for preservation of natural resources, wildlife sanctuaries, resource production as permitted in the A-1 classification, outdoor recreation, buffering or bordering industrial and commercial development, managing urban growth, and to generally keep land in an unimproved, natural or scenic condition;

- R-1, Single-Family Residential, with three sub-classes:

  R-1-6000, requiring a minimum lot size of 6,000 square feet (7,000 for corner lots),

  R-1-7500, requiring a minimum lot size of 7,500 square feet (8,500 for corner lots), and

  R-1-9000, requiring a minimum lot size of 9,000 square feet (10,000 for corner lots);

- R-2, Two-Family Residential, for mixed areas of single-family dwellings and duplexes, requiring a minimum lot area per duplex unit of 3,000 square feet (duplexes on corner lots require 7,000 square feet in total area);

- R-3, Medium Family Residential, for multiple-family dwellings, requiring a minimum lot area per unit of 1,500 square feet on a building site of at least 7,000 square feet;

- R-4, High Density Residential, requiring a minimum lot area per dwelling unit of 1,000 square feet on a building site of no less than 6,000 square feet;

- C-1, Neighborhood Commercial, for daily retail and service needs of residential neighborhoods, from groceries to drug stores, professional offices and family restaurants;

- C-2, General Commercial, for a broad range of commercial activity, including department stores, hotels and carpentry shops;

- C-S, Special Commercial, for large-lot-type commercial activity, such as auto dealerships, lumber yards, recreational vehicle camping parks, skating rinks and wholesale operations, requiring a minimum of one acre of land area;

- C-H, Highway Commercial, for sales and services which serve the particular needs of the traveling public, including auto sales, motels and a full range of restaurant, entertainment and recreational uses;

- M-1, Light Industrial, for industrial development which produces no environmental impact or hazard, but allows manufacturing and processing of a wide range of products and administrative offices;

- M-2, Heavy Industrial, for more intensive industrial activity which may have some unavoidable environmental impacts when such conditions do not affect adjoining uses, and including such uses as breweries, textile mills and mining and construction equipment manufacturing;

- M-P, Industrial Park, for development of new industries and enhancement of existing industries such as permitted in the M-1 and M-2 zoning classifications, but requiring high standards of landscaping, architecture and nuisance reduction, and requiring a minimum 20,000-square-foot lot size; and

- P-R, Park, Parkway and Recreation, for public and private recreational uses, including parks, golf courses, open space wildlife sanctuaries and equestrian riding areas, on a minimum of five acres of land area.

The *Zoning Ordinance* provides for numerous accessory and conditional uses for each of the districts and special provisions for parking, special setbacks, signage, "bungalow court" development, and the use of the Planned Development (P-D) overlay. Small, family day care operations (up to six non-residing children) are freely allowed in residential areas, while larger day care facilities, home occupations, public and quasi-public facilities (schools, churches, meeting halls, etc.) and off-street parking are permitted as conditional uses. The *Zoning Ordinance* contains many limitations and provisions relating to the areas abutting the boundaries between different classifications, such as between residential and commercial districts, and suggests that the R-2 classification is intended to assist in buffering single-family areas from commercial areas and major streets. Multiple-family dwellings, as permitted in the R-4 zone classification, are also allowed in both the C-1 and C-2 areas. A separate section in the ordinance regulates condominium conversions. The Planned Development (P-D) overlay may be applied as a conditional use, in combination with any zone classification on parcels of at least ten acres in size, for the purpose of increased efficiency, flexibility and integration of differing uses, and as a means of meeting General Plan objectives. Density increases up to 10 percent may also be permitted.

The minimum lot size is 5,000 square feet for the commercial and industrial zone classifications, with the exception of the C-S and M-P zone classifications, for which minimum lot sizes were indicated above. Regulations on commercial signage vary among zone classifications such that signage is limited in specific ways in the C-1 and C-H classifications, generally less controlled in C-2, and in the C-S classification, required to conform to the Scenic Highways Element of the General Plan. Height regulations also vary, from 30 feet maximum in the R-1 and R-2 zones, to 75 in the R-4 zone and no limits in the M-1 and M-2 zone classifications. Various maximum lot coverages by buildings on sites are specified for the industrial zone classifications, and for the C-S commercial zone. For the C-S zone and the M-1 zones it is 50 percent, for M-2 it is 60 percent, and for the M-P zone, 30 percent.

The *Zoning Map* is shown in Figure I-4.

EXISTING LAND USE

Existing land use development in Winters is characterized primarily by low density residential development, a small central business district (CBD), and an older industrial area directly adjacent to the CBD, consisting of warehouses, storage silos, and loading equipment used for storing, processing, and

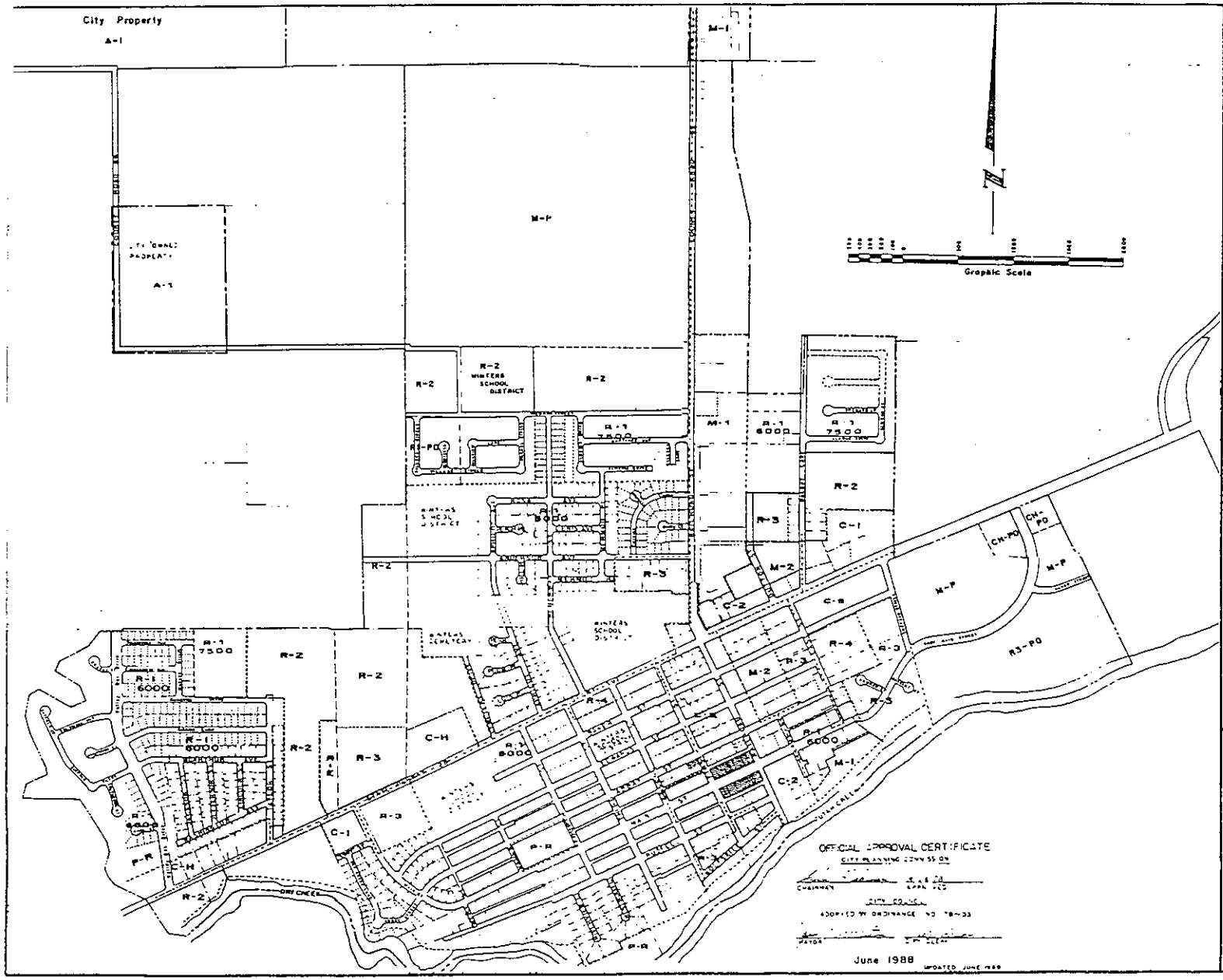


FIGURE I-4

WINTERS ZONING MAP

	City Boundary
	Zone Boundary
A	Agricultural
R-1	Single Family Residential
PD	Planned Development
R-2	Two Family Residential
R-3	Multiple Family Residential
R-4	Multiple Family Residential
C-1	Neighborhood Commercial
C-2	General Commercial
C-H	Highway Commercial
C-S	Special Commercial
M-1	Light Industrial
M-2	Heavy Industrial
P-R	Parks and Recreation
	Historic Preservation Overlay Zone
M-P	Planned Industrial

CITY OF WINTERS

shipping agricultural products. The condition of the industrial area, which lacks well-developed infrastructure (including improvements such as street payment, sidewalks, curbs, and gutters), combined with some deterioration in the CBD area, has prompted the establishment of a Redevelopment Agency and program in the city.

The original central area of the city, south of Grant Avenue, and primarily west of the CBD, developed slowly from the 1890s through the 1940s. Major residential areas developed since World War II are on the north, between Grant Avenue and Niemann Street, and in the area east of Valley Oak Drive. More recent development has taken place west of Valley Oak Drive, at the western end of Niemann Street, (south of the Agricultural School), and on the north end of Walnut Lane (formerly Northeast Street). The periphery of the central area has developed at a slower pace, due to the limited land area.

LOCAL AGENCY FORMATION COMMISSION AND SPHERE OF INFLUENCE

In 1985, the various state laws regulating city and special district organization and annexations were consolidated in the *Cortese-Knox Local Government Reorganization Act* (*Government Code §56000 et seq.*).

The 1963 *Knox-Nisbet Act*, which was superseded by *Cortese-Knox Act*, created local agency formation commissions (LAFCOs) in each county in California to regulate the organization and extension of services provided by cities and special districts. The Act declares that "among the purposes of the commission are the discouragement of urban sprawl and encouragement of the orderly formation and development of local agencies based upon local conditions and circumstances. One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities" (*Government Code §56301*). In meeting these responsibilities, each LAFCO is required "to review and approve or disapprove, with or without amendment, wholly, partially, or conditionally, proposals for changes of organization or reorganization" (*Government Code §56375 (a)*).

According to *Government Code §56021*, "change of organization" means any of the following:

- A city incorporation
- A district formation
- An annexation to, or detachment from, a city or district
- A disincorporation of a city
- A district dissolution
- A consolidation of cities or special districts
- A merger or establishment of a subsidiary district

The special districts that fall under LAFCO jurisdiction are defined in *Government Code §56036*. School districts and redevelopment agencies, among others, are excluded by this definition and are, therefore, not subject to LAFCO review.

In addition to the regulatory responsibilities of LAFCO, the commission is empowered to initiate and to make studies of existing governmental agencies. These studies include, but are not limited to, inventorying local agencies and determining their maximum service areas and service capabilities.

As the basis in part for making decisions about organizational changes and annexations, LAFCO must adopt a sphere of influence for each local agency subject to LAFCO regulation. The *Cortese-Knox Act*

defines a sphere of influence as "a plan for the probable ultimate physical boundaries and service area of a local agency" (*Government Code §56076*). In practice, "ultimate" is typically defined as 20 years. Under *Government Code §56080*, this can include the identification of an "urban service area" which identifies an area within a city's sphere of influence which is served by urban facilities, utilities, and services, or which is proposed to be served during the first five years of an adopted capital improvement program. The urban service area boundary shall be adopted by the LAFCO in cooperation with the affected city (*Government Code §56080*). Annexations by the affected city of land which falls within an identified "urban service area boundary" may not be denied by the LAFCO which adopts the boundaries.

In determining the sphere of influence for each local agency, the LAFCO must consider and prepare a written statement of its determinations with respect to each of the following:

- The present and planned land uses in the area, including agricultural and open space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and the adequacy of public services which the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (*Government Code §56425*).

Once these spheres are adopted, LAFCO decisions must be consistent with applicable spheres (*Government Code §56375.5*). This means that LAFCO may not approve city annexations outside the adopted sphere of influence for a city.

Winters' sphere of influence was adopted by the Yolo County LAFCO in September 1981 and amended in 1986.

LAFCO has established two spheres of influence for Winters. The first is a ten-year sphere of influence which defines urban growth between 1986 and 1996. The second line is a twenty-year sphere of influence boundary which is intended as a demarcation line between future urban uses and rural uses in the Winters area.

Figure I-5 depicts the ten- and twenty-year sphere of influence boundaries adopted by LAFCO for Winters in 1986.

ANNEXATION HISTORY

Annexations to cities are regulated by the *Cortese-Knox Local Government Reorganization Act* (*Government Code §56000 et seq.*). Generally, any land that is contiguous to a city may be annexed to the city if the annexation does not result in an island of unincorporated land completely surrounded by the city or in narrow strips of unincorporated land.

Proponents of an annexation must secure the approval of LAFCO. Annexation proceedings may be initiated by application to LAFCO either by resolution of the City or through petition of landowners or registered voters, after securing City approval of prezoning for the area. LAFCO holds a hearing on the proposed annexation, considers the proposal, staff report, testimony of affected agencies and parties, service plan, and environmental documents, and approves or disapproves the annexation proposal.

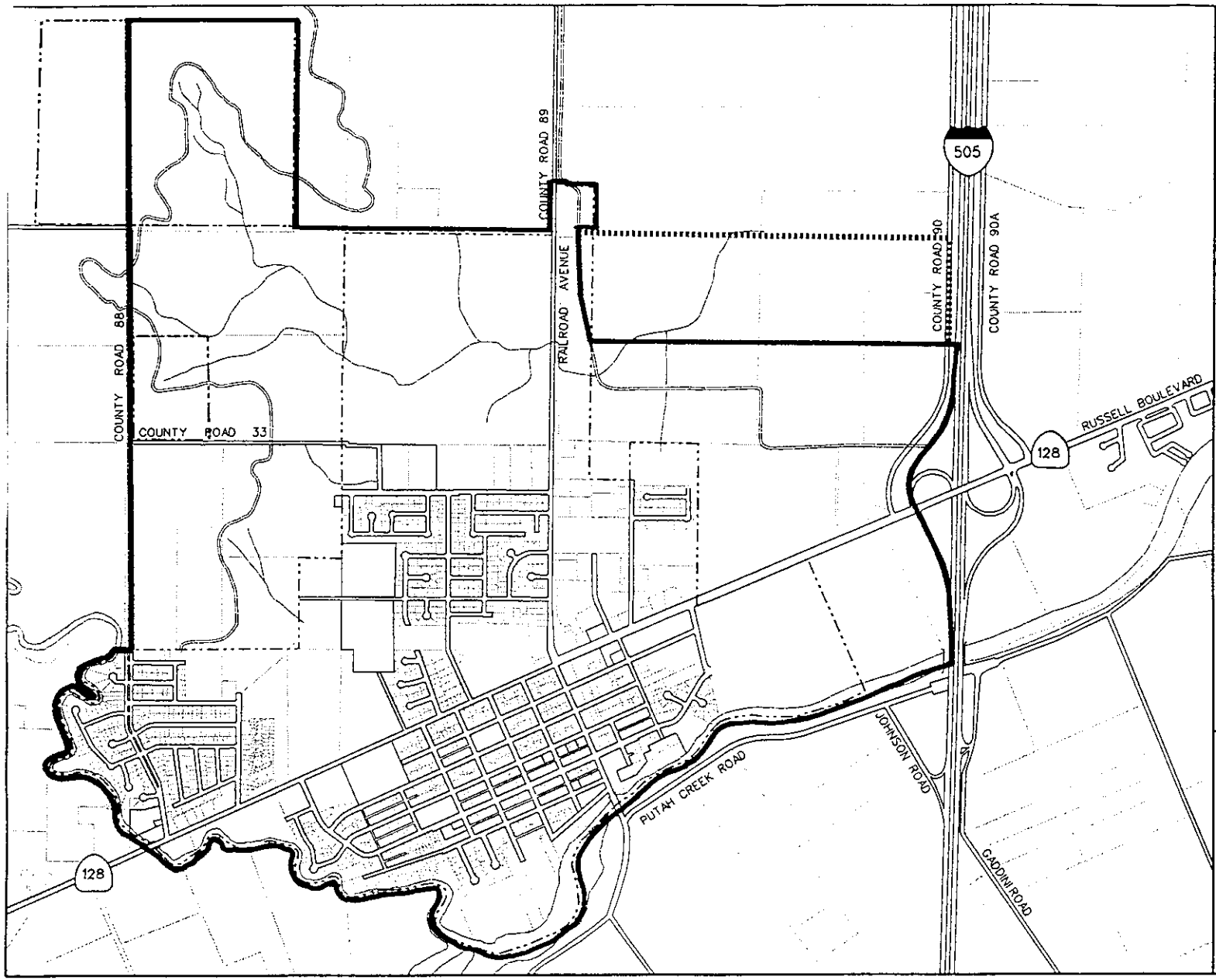


FIGURE I-5

WINTERS SPHERE OF INFLUENCE BOUNDARIES

City Limits (1991)

10-Year Sphere of Influence

20-Year Sphere of Influence

Source: Yolo County LAFCO, 1986

CITY OF WINTERS

N

0 400 800 1200 1600 2000

BASE MAP: JUNE 1991

Upon LAFCO approval, unless the City has been authorized to proceed without notice and hearing, the City must conduct a protest hearing. At the protest hearing, the City Council must either approve the proposal, terminate the proposal, or call for election, based on the proportion of written protests of the registered voters or landowners received.

In inhabited territory (territory with at least 12 registered voters), the City Council must order the change if written protests have been filed by less than 25 percent of the registered voters or less than 25 percent of the number of owners of land who also own 25 percent of the assessed value of land within the affected territory. The proposal must be terminated by the City Council if written protests have been filed by more than 50 percent of the voters in the affected territory. The City Council must send the proposal to special election if written protest is filed by 25 to 50 percent of voters or landowners of inhabited territory (*Government Code §57075(a)*). If approved by the voters, the City Council must adopt a resolution of approval and forward the resolution to LAFCO. In uninhabited territory, the City Council must approve the proposal if no majority landowner protest is received and deny the proposal if majority landowner protest is received (*Government Code §57075(b)*).

Annexation proposals disapproved by LAFCO, terminated by written protest, or terminated by special election must wait at least one year before a similar proposal is resubmitted to LAFCO.

Annexations

Since 1972, there have been nine annexations to the City, totaling 566.21 acres. All annexations between 1972 and 1991 are listed in Table I-3 and shown in Figure I-6.

TABLE I-3

ANNEXATIONS TO THE CITY OF WINTERS
1972 to 1991

Annexation Name	Acreage	Year
Viking Edgewood	19.95	1972
Benson	31.07	1977
Vickrey	26.55	1980
Vanderberghe	65.13	1985
Carter	23.00	1986
Cassil	160.00	1986
LDS Church	13.19	1986
Lopez	30.00	1987
Winters Wastewater Treatment Plant	197.32	1988
Total	**566.21**	

Source: City of Winters, 1991

REDEVELOPMENT

In 1990, the Winters Community Development Agency proposed a redevelopment project for certain portions of the city, as authorized by California Community Redevelopment Law (*Health and Safety Code*

§33000 et seq.). The redevelopment plan, entitled City of Winters Community Development Project Area Plan, when adopted, will serve as both an enabling document and as guidelines for Agency decisions regarding development and redevelopment of properties within the Project Area. The Plan will help authorize and finance Agency projects related to public infrastructure improvements, community facilities, and other support projects, all with the purpose of eliminating "blighted conditions" and "blighting influences," as defined in by state redevelopment law. The Redevelopment Project Area is expected to be adopted in Summer 1992. Figure I-7 shows the boundaries of the proposed Redevelopment Project Area.

OTHER PLANS AND LAND USE REGULATIONS AFFECTING WINTERS

The city of Winters is relatively isolated from neighboring cities. The boundaries of the planning areas of the closest cities--Davis, Vacaville, and Woodland--are several miles away from Winters. Consequently, aside from regional issues such as air quality and transportation, the land use plans of these communities have little immediate effect or bearing on land use in Winters.

Land surrounding the city of Winters consists entirely of unincorporated portions of either Yolo or Solano County. The Yolo/Solano County line follows Putah Creek, which is also Winters' southern city boundary.

The following sections describe the land use classifications contained in both the Yolo and Solano County General Plans for lands within the immediate vicinity of Winters. Figure I-8 shows the location of these classifications relative to Winters.

Yolo County General Plan

North of Putah Creek, all land surrounding the Winters city limits, including land within Winters' Urban Limit Line, is within unincorporated Yolo County.

The *Yolo County General Plan*, adopted in 1983 (amended 1988), includes a community plan for the Winters area, entitled Winters Vicinity. As shown on the Winters Vicinity plan, lands north of the city limits and south of County Road 33 have land use classifications of Agriculture, Phased Low Density Residential (1-5 dwellings per acre), and Agriculture.

Two small industrial areas are shown east of County Road 89. Highway Commercial sites are designated on the west side of the Highway 128/Interstate 505 intersection. Land southwest and west of the city, as well as land north of County Road 33, is classified as Agriculture.

Solano County General Plan

The area south of the Putah Creek lies entirely in Solano County. The *Solano County General Plan Land Use and Circulation Map*, adopted December 1980, shows most of the land within four to five miles south of Putah Creek and Winters in non-urban land use classifications, including Agriculture-Intensive and Agriculture-Extensive. According to the *General Plan*, Intensive Agricultural lands are comprised of highly fertile soils brought into intensive production through irrigation. Extensive Agricultural lands are generally non-irrigated, and include uses such as dryfarming and grazing.

It is the County's policy to protect land in both classifications from intrusion of non-agricultural uses. Most of the properties in the area immediately south of Winters are under *Williamson Act* contracts.

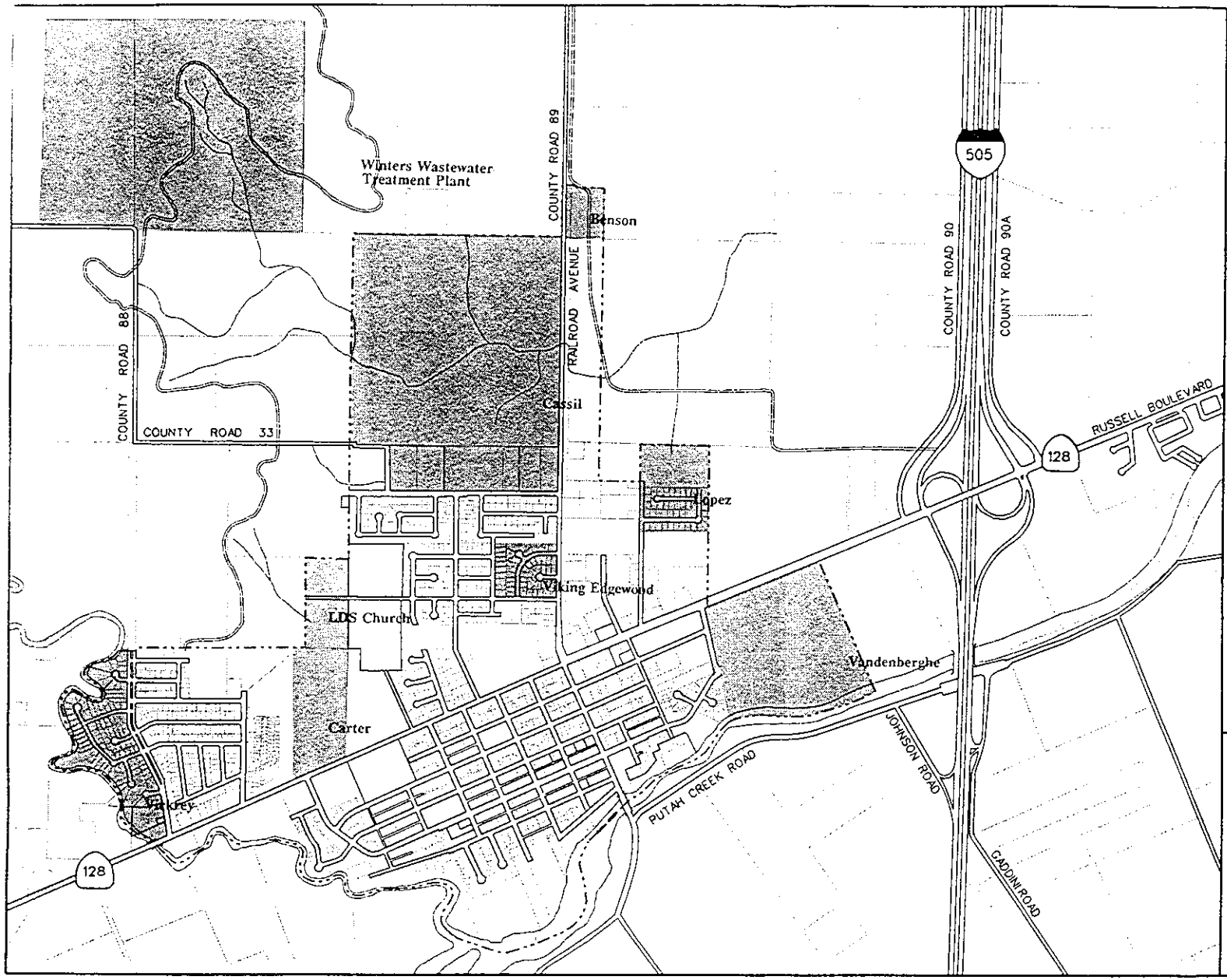


FIGURE I-6

ANNEXATION HISTORY MAP

Annexation Name	Acreage	Year
Viking Edgewood	19.95	1972
Benson	31.07	1977
Vickrey	26.55	1980
Vandenberghe	65.13	1985
Carter	23.00	1986
Cassil	160.00	1986
LDS Church	13.19	1986
Lopez	30.00	1987
Winters Wastewater Treatment Plant	197.31	1988

Source: The City of Winters

CITY OF WINTERS

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BASE MAP: JUNE 1991

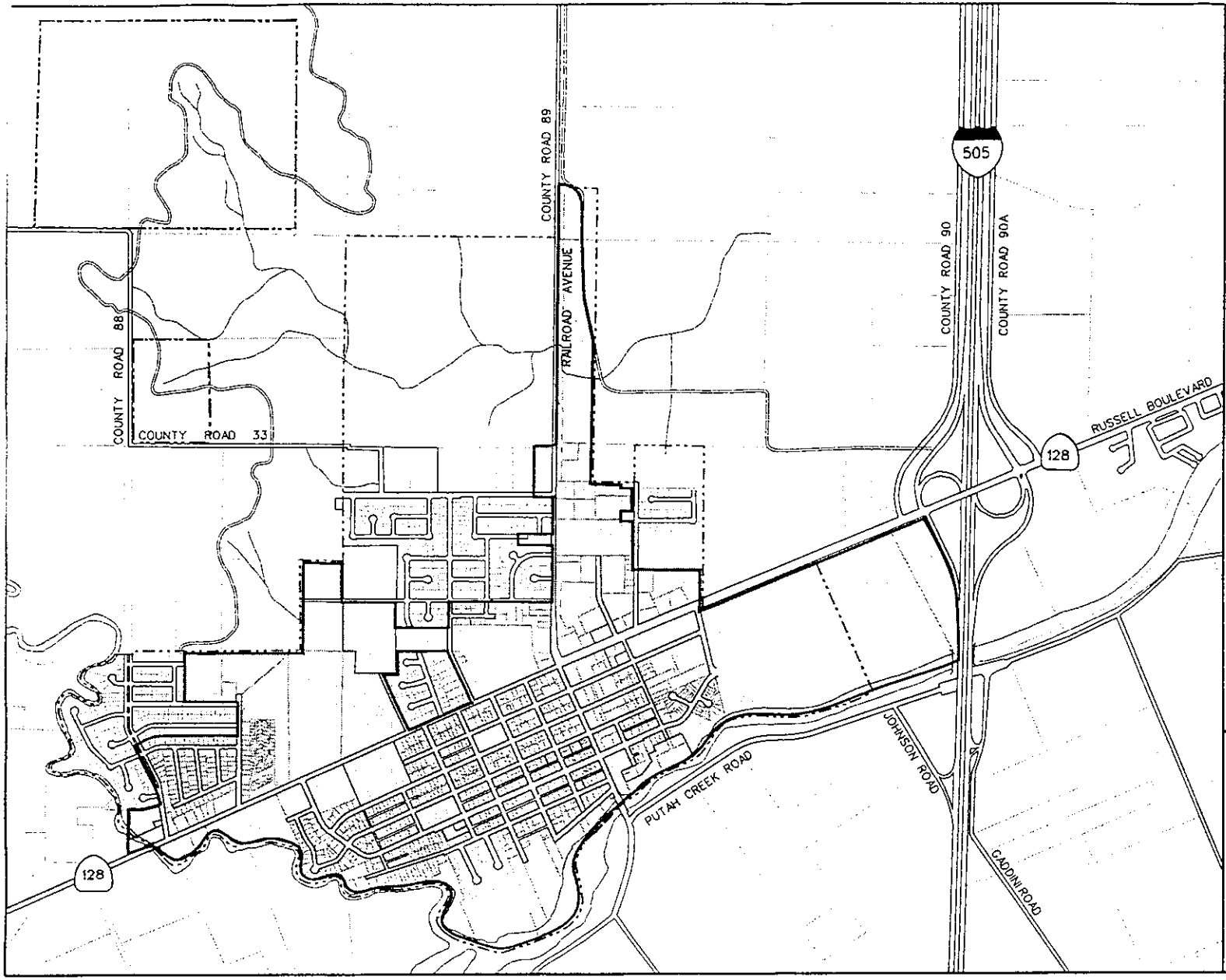

FIGURE I-7

COMMUNITY DEVELOPMENT PROJECT AREA BOUNDARY

Community Development Project Area

City Limits (1991)

Source: Draft Environmental Impact Report on the City of Winters Community Development Project Area Plan, Piedmont Associates, April 1991

CITY OF WINTERS

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0 400 800 1200 1600 2000

BASE MAP: JUNE 1991

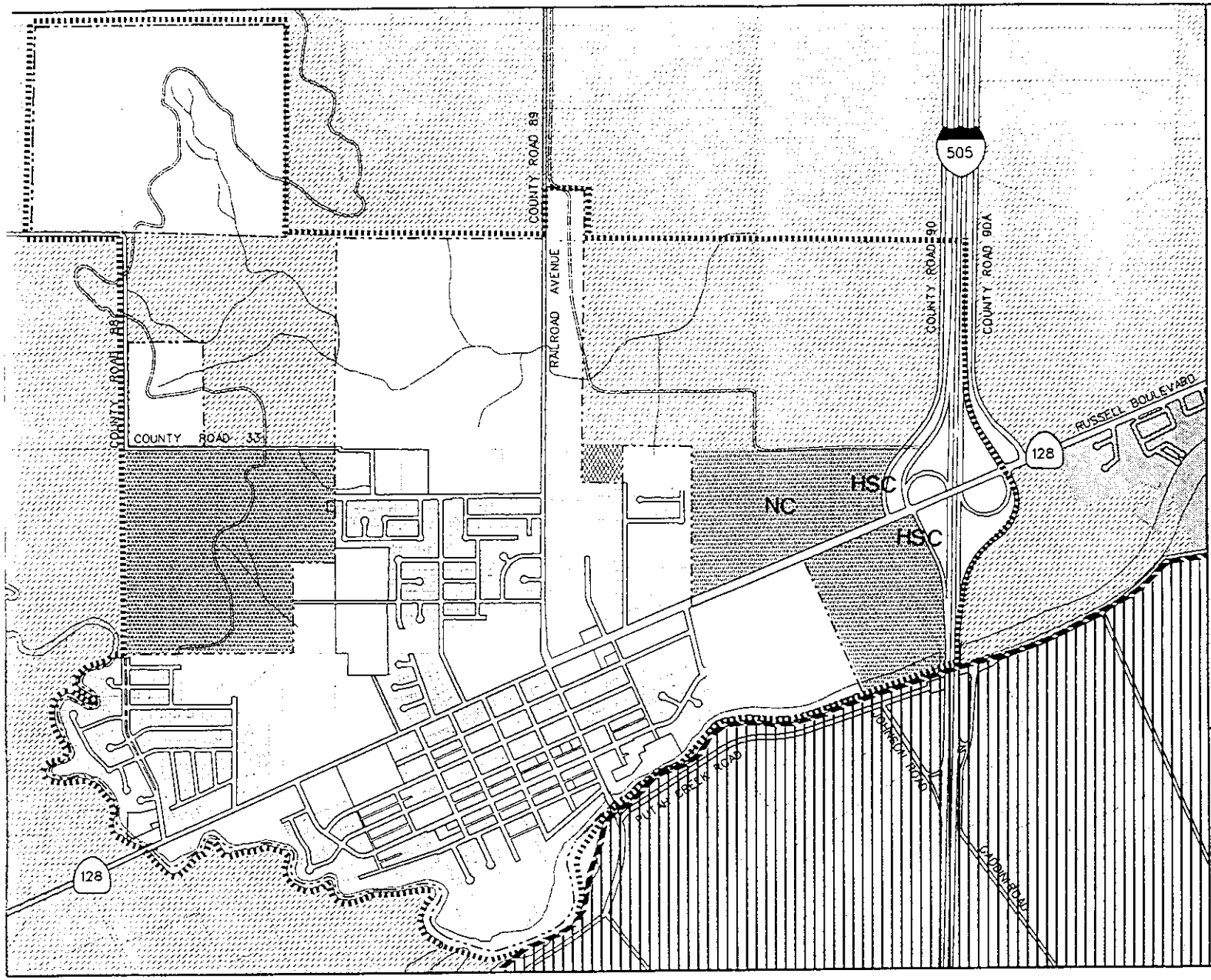

FIGURE I-8

YOLO COUNTY AND SOLANO COUNTY GENERAL PLAN LAND USE CLASSIFICATIONS

- Winters City Limits (1991)
- Winters Urban Limit Line
- Yolo/Solano County Boundary
- Agriculture-Intensive (Solano)
- Agriculture (Yolo)
- Residential Medium Density (Yolo)
- Agriculture Phased Low Density Residential (Yolo)
- Industrial (Yolo)
- NC Neighborhood Commercial (Yolo)
- HSC Highway Service Commercial (Yolo)

Sources: Winters Vicinity, Yolo County General Plan; Land Use and Circulation Map, Solano County General Plan

CITY OF WINTERS

N

0 400 800 1200 1600 2000

BASE MAP: JUNE 1991

Land southwest of Winters and west of Pleasant Creek is classified either Residential-Rural (2.5-10 acres per unit) or Watershed. The entire area is outside Solano County's adopted Urban Growth Line.

OTHER AGENCIES CONCERNED WITH LAND USE IN WINTERS

Several governmental agencies exercise some level of regulatory control over land use decisions in Winters, including both permitting and review authority.

Agencies with Permitting Authority

The following paragraphs discuss those agencies which have some sort of permitting authority.

The Yolo-Solano Air Pollution Control District (YSAPCD) is responsible for granting two types of permits which pertain to land use. The first, the Authority to Construct, is required for any proposal to construct, modify, or operate a facility or equipment that will emit pollutants from a stationary source in the atmosphere. The second, the Permit to Operate, must be obtained from the APCD to ensure compliance with requirements implemented with the Authority to Construct. The Permit to Construct includes a renewal requirement which creates an ongoing monitoring program.

The California State Lands Commission has exclusive jurisdiction over all submerged lands owned by the State as well as the beds of navigable rivers, sloughs, and lakes. The Commission has the authority to grant three kinds of permits: Mineral Extraction Leases, Dredging Permits, and Land Use Leases.

The California State Reclamation Board maintains jurisdiction over all Federal Flood Control Projects and levees which are either part of such projects or which may affect such projects. The Reclamation Board is authorized to grant Encroachment Permits for any activity proposed along or near flood control levees, including changes in land use, construction, earthwork, or removal of vegetation.

The State Department of Fish and Game has jurisdiction over all "waters of the state," including any lakes, streams, or rivers containing fish or wildlife resources. The Department of Fish and Game has authority over two permitting processes. Streambed Alteration Agreements are required for projects which alter the flow of any lake, stream, or river in the state. Suction Dredging Permits are required for projects involving suction or vacuum dredging activities in state waterways.

The Central Valley Regional Water Quality Control Board (RWQCB) maintains jurisdiction over discharges into all rivers, creeks, streams, and canals in the area. Any project that will discharge wastes into any surface waters must obtain waste discharge requirements from the RWQCB. These requirements serve as the federal National Pollutant Discharge Elimination System (NPDES) Permit.

The California Department of Transportation (Caltrans) has authority over all state highway and freeway rights-of-way, including easements, and undeveloped rights-of-way which have been acquired in anticipation of future construction. Any project which proposes to construct a road connection or perform earthwork within a state highway of freeway must obtain an Encroachment Permit from Caltrans.

The United States Army Corps of Engineers, pursuant to the *Rivers and Harbors Act*, the Army Corps maintains jurisdiction over all navigable waterways (including nonnavigable streams, creeks, marshes, and diked lands) and requires a permit for any work within these waterways.

Agencies with Review Authority

In addition to those regulatory agencies with direct permitting authority, several local, state, and federal agencies are involved with the permit and environmental process. These agencies, while not issuing permits, have particular areas of expertise or maintain certain review authority and may comment on various aspects of project development.

State of California Department of Water Resources (DWR) is responsible for protecting and managing California's water resources. It is authorized to develop adequate supplies from all available sources including transfer of water to areas of need, desalinization, reclamation, and wastewater recycling. It maintains public safety through flood water management, dam supervision, and safe drinking water projects.

The DWR is under contract to the U.S. Army Corps of Engineers to maintain Putah Creek according to Corps guidelines. The maintenance program, which extends from the Yolo Bypass to the Putah Creek Bridge (Railroad Avenue), involves clearing of vegetation from the channel invert, and channel bottom clearing.

Yolo County Flood Control and Water Conservation District includes 190,000 acres encompassing the cities of Woodland, Davis, and Winters. The District has broad authority to plan, develop, and manage water resources, including construction, operation, and maintenance of irrigation, drainage, and flood control facilities, and power plans. The overall goal of the District is to assure an adequate water supply (quantity and quality) and adequate control of flooding and drainage.

The California Department of Parks and Recreation reviews development projects in relation to state recreation facilities The Department has also prepared recreation plans covering a large area which would be used in the review of projects, while the State Office of Historic Preservation, within Parks and Recreation, is the designated State Historic Preservation Office (SHPO) and monitors state and federal registered historical resources as well as other statutory responsibilities.

The State of California Native American Heritage Commission reviews projects and comments on potential impacts to Native American archeological resources. The Commission is directly involved with a procedure if Native American artifacts or remains are discovered during construction activities.

The State Department of Fish and Game, as a trustee agency, reviews projects and comments on potential impacts to fish and wildlife resources in general, and identifies potential impacts to endangered or threatened plant or animal species under the California *Endangered Species Act*. The Department is required to issue a written finding indicating whether a proposed project would "jeopardize" the continued existence of any endangered or threatened species, or result in the destruction or adverse modification of habitat essential to the continued existence of the species. If the Department makes this "jeopardy" finding, it is then required to develop "reasonable and prudent alternatives" to conserve the endangered or threatened species.

The California State Clearinghouse, within the Office of Permit Assistance, is the point of contact for review of environmental documents where one or more state agencies will be responsible or trustee agency. The Clearinghouse circulates environmental documents among state agencies, coordinates review, and forwards comments to the lead agency.

The United States Environmental Protection Agency (EPA) has review authority over environmental documents that are prepared and circulated pursuant to the *National Environmental Protection Act (NEPA)*.

The EPA can comment on the draft EISs, and NEPA procedures require the filing of final EISs with the EPA. The EPA has authority over development projects pursuant to the *Clean Water Act §404*, which overlaps the Army Corps of Engineers' authority. Generally, the EPA reviews Department of Army Permits for compliance with guidelines for implementing the *Clean Water Act §404* requirements. The EPA can, in rare cases, override an Army Corps of Engineers decision on a Department of Army permit in order to prohibit discharges into waterways.

The United States Fish and Wildlife Service must be consulted on all federal projects, such as those undertaken by the Army of Corps of Engineers, pursuant to the *Fish and Wildlife Coordination Act.* The Service comments on potential project effects on "endangered or threatened" plant and animal species under the *Federal Endangered Species Act.* In reviewing a project, the Fish and Wildlife Service could issue a "jeopardy" determination and would propose reasonable alternatives to the permitting agency similar to the State Department of Fish and Game process. The Fish and Wildlife Service also comments generally on potential effects on fish and wildlife resources.

The National Marine Fisheries Service is also consulted on all Department of Army Permits as part of the Fish and Wildlife Coordination Act. The National Marine Fisheries Service reviews development projects in relation to overall effects on anadromous fish such as salmon, striped bass, and steelhead. The Service also considers any endangered or threatened anadromous fish which may exist in the area.

Other Agencies

Winters Joint Unified School District assesses school impact fees prior to the issuance of building permits by the City.

County of Yolo, in accordance with Title 3, Chapter 12 of the *Yolo County Code*, collects development fees prior to issuance of building permits by the City (proposed).

GLOSSARY

Acres, Gross
The entire acreage of a site, including roads and right of way.

Acres, Net
The acreage of a site that can be actually built upon, excluding roads and rights of way.

Annex
To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

Density, Residential
The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan are expressed in units per gross acre.

Development
The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities). Routine repair and maintenance activities are not included in this definition.

Floor Area Ratio (FAR)
The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net square feet of land area, Floor Area Ratio of 1.0 would allow a maximum of 10,000 gross square feet of building floor area to be built. On the same site, an FAR of 2.0 would allow 20,000 square feet, and an FAR of 0.5 would allow only 5,000 square feet.

Land Use
The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Parcel
A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Specific Plan
Under Article 8 of the *Government Code §65450 et seq*, a legal tool for detailed design and implementation of a defined portion of the area covered by a general plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation that may be necessary or convenient for the systematic implementation of any general plan element(s).

Sphere of Influence
The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCO) of the county.

Subdivision

The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in *California Civil Code §1350* and a community apartment project as defined in *Business and Professions Code §11004.*

Urban Limit Line

A boundary located to mark the outer limit beyond which urban development will not be allowed. It has the aim of discouraging urban sprawl by containing urban development during a specified period, and its location may be modified over time.

Williamson Act

Known formally as the *California Land Conservation Act of 1965*, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. The program entails a 10-year contract between a city or county and an owner of land whereby the land is taxed on the basis of its agricultural use rather than the market value. The land becomes subject to certain enforceable restrictions, and certain conditions need to be met prior to approval of an agreement.

PERSONS CONSULTED

Robinson, Jon, Planning Intern, City of Winters

Valenzuela, Glenn, Community Development Director, City of Winters

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HOUSING ELEMENT BACKGROUND

ADOPTED MAY 1992

AND

AMENDED APRIL 1994

CHAPTER II

HOUSING

INTRODUCTION

Under the requirements of state law, every city and county in California must prepare a housing element as part of its general plan. The housing element must document in detail existing conditions affecting housing development and housing needs. Responding to these requirements, this chapter profiles Winters' existing housing stock, assesses existing and projected needs, analyzes resources available to meet these needs, and reviews governmental and non-governmental constraints on the production of affordable housing. Statistical data on population and housing characteristics is derived primarily from the California Department of Finance (DOF) and the U.S. Census Bureau. In some cases, the most recent source of data is the 1980 U.S. Census.

HOUSING STOCK

Housing Stock Growth and Composition

Between the years 1980 and 1991, the number of dwelling units (DUs) in Winters grew from 981 to 1,608, an increase of 63.9 percent. As shown in Table II-1, the housing growth rate fluctuated dramatically during the 1980-1991 period. The average annual rate of growth for this eleven year period was 5.3 percent.

During this eleven year period, as shown in Table II-1 and Figure II-1, Winters grew about twice as fast as Woodland, Davis, Yolo County, and California.

TABLE II-1

ANNUAL HOUSING GROWTH RATES
Winters, Woodland, Davis, Yolo County, California
1980-1991

	Winters		Woodland		Davis		Yolo County		California	
Year	DUs	% Change	DUs	% Change	DUs	% Change	DUs	% Change	DUs	% Change
1980	981		11,251		14,558		43,605		9,279,338	
1981	985	0.4	11,585	3.0	14,868	2.1	44,507	2.1	9,429,595	1.6
1982	988	0.3	11,673	0.8	15,568	4.7	45,551	2.3	9,550,249	1.3
1983	1,076	8.9	11,757	0.7	15,681	0.7	45,858	0.7	9,632,790	0.9
1984	1,109	3.1	12,032	2.3	16,009	2.1	46,639	1.7	9,753,180	1.2
1985	1,132	2.1	12,221	1.5	16,437	2.7	47,411	1.7	9,935,299	1.9
1986	1,208	6.7	12,618	3.3	16,737	1.8	48,565	2.4	10,164,677	2.3
1987	1,304	7.9	13,085	3.7	17,504	4.6	49,874	2.7	10,414,425	2.5
1988	1,379	5.8	14,041	7.3	17,871	2.1	51,319	2.9	10,708,254	2.8
1989	1,588	15.2	14,620	4.1	18,387	2.9	52,750	2.8	10,966,024	2.4
1990	1,639	3.2	14,935	2.2	18,148	-1.3	52,989	0.5	11,206,393	2.2
1991	1,608	-1.9*	15,019	0.6	18,277	0.7	53,790	1.5	11,337,525	1.2
Total Increase 1980 to 1991										
	627	63.9	3,768	33.5	3,719	25.5	10,185	23.4	2,058,186	22.2
Average Compound Annual Increase 1980 to 1991										
		5.3		2.9		2.2		2.2		2.4

* Reflects adjustment made by DOF based on the 1990 U.S. Census.

Sources: California Department of Finance; U.S. Census Bureau

Table II-2 demonstrates that Winters' housing stock continues to be dominated by single family homes, with the proportion of dwelling types remaining essentially unchanged between 1980 and 1991. For the majority of the 11 year period more than 75 percent of the housing stock consisted of single family homes. In 1980 over 77 percent of Winters' dwellings were single family homes; in 1990 single family homes accounted for 75.8 percent. In 1990 dwellings in groups of two to four units accounted for 8.7 percent, developments of five or more units accounted for 11.9 percent, and mobile homes accounted for 3.6 percent. The percentage of mobile homes declined from a high of 6.0 percent in 1981 and 1982 to 3.6 percent in 1990.

TABLE II-2

NUMBER AND TYPE OF DWELLING UNITS
City of Winters
1980 to 1991

	Total	Single Family	% of Total	2-4 Units	% of Total	5+ Units	% of Total	Mobile Homes	% of Units
1980	981	758	77.3	93	9.5	74	7.5	56	5.7
1981	985	759	77.1	93	9.4	74	7.5	59	6.0
1982	988	762	77.1	93	9.4	74	7.5	59	6.0
1983	1,076	764	71.0	93	8.6	157	14.6	62	5.8
1984	1,109	792	71.4	98	8.8	157	14.2	62	5.6
1985	1,132	815	72.0	98	8.7	157	13.9	62	5.5
1986	1,208	894	74.0	98	8.1	157	13.0	59	4.9
1987	1,304	978	75.0	110	8.4	157	12.1	59	4.5
1988	1,379	1,047	75.9	110	8.0	163	11.8	59	4.3
1989	1,588	1,192	75.1	142	8.9	195	12.3	59	3.7
1990	1,639	1,243	75.8	142	8.7	195	11.9	59	3.6

Source: California Department of Finance; U.S. Census Bureau

FIGURE II-1

ANNUAL HOUSING UNIT GROWTH RATES
1980 to 1991

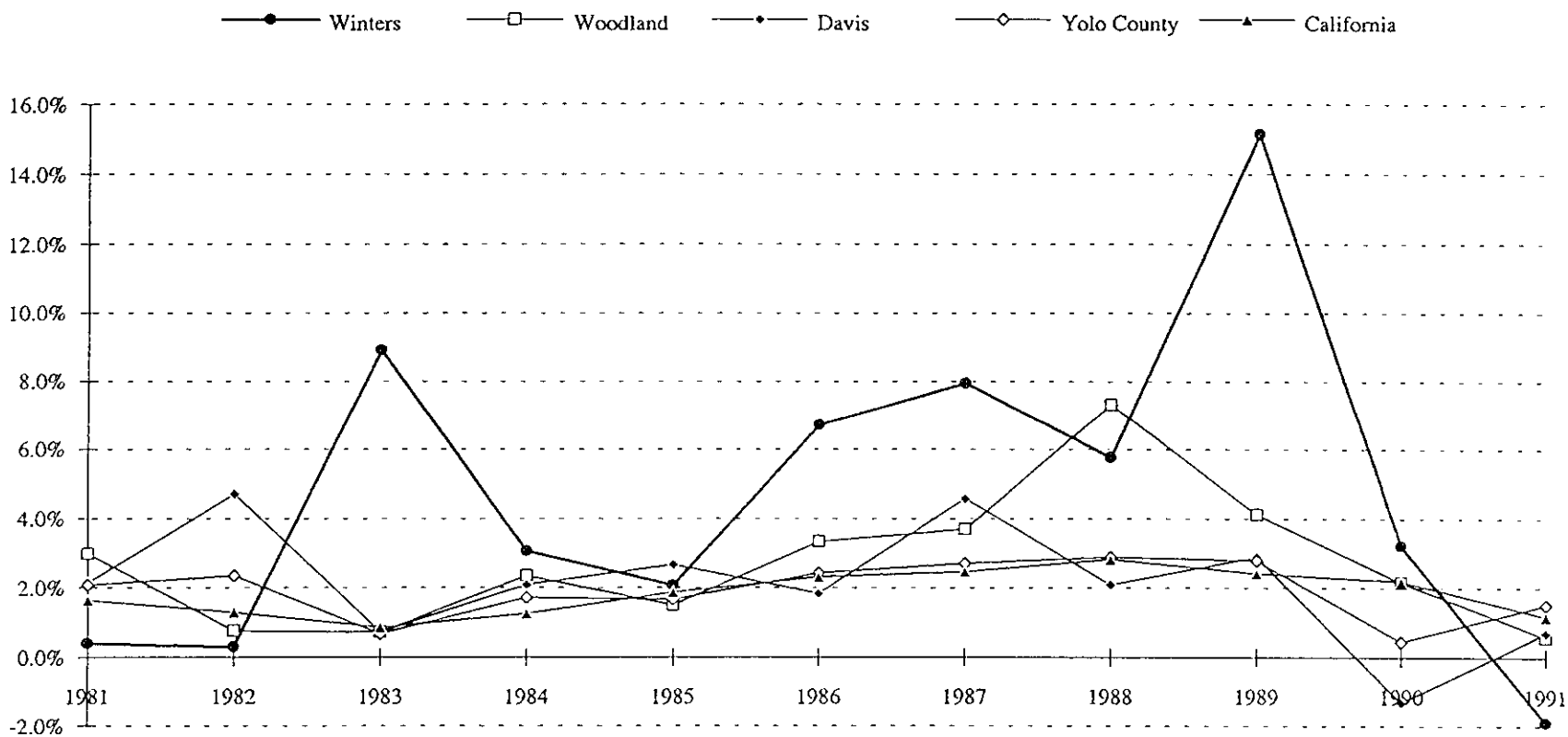

Table II-3 compares Winters' population, household, and housing stock growth between 1980 and 1991. As indicated in the table, the rate of population growth has substantially exceeded the growth rate of both households and housing units.

TABLE II-3

POPULATION, HOUSEHOLDS, AND HOUSING UNIT GROWTH
City of Winters
1980 to 1991

	POPULATION		HOUSEHOLDS		HOUSING UNITS	
Year	**No.**	**% Change**	**No.**	**% Change**	**No.**	**% Change**
1980	2,652		929		981	
1981	2,648	-0.2	934	0.5	985	0.4
1982	2,656	0.3	938	0.4	988	0.3
1983	2,954	11.2	1,027	9.5	1,076	8.9
1984	3,064	3.7	1,086	5.7	1,109	3.1
1985	3,149	2.7	1,111	2.3	1,132	2.1
1986	3,320	5.4	1,179	6.1	1,208	6.7
1987	3,606	8.6	1,278	8.4	1,304	7.9
1988	3,791	5.1	1,336	4.5	1,379	5.8
1989	4,189	10.5	1,480	10.7	1,588	15.2
1990	4,545	8.5	1,608	8.6	1,639	3.2
1991	4,778	5.1	1,548	-3.9*	1,608	-1.9*
Total Increase 1980 to 1991		80.2		66.6		63.9
Average Compound Annual Increase 1980 to 1991		5.50		4.75		5.07

* Reflects adjustments made by DOF based on the 1990 U.S. Census.

Sources: California Department of Finance, 1981-1991

Housing Tenure

Tenure refers to the distinction between owner and renter-occupied dwelling units. Table II-4 describes the tenure characteristics of Winters in 1990. It should be noted that the numbers in the table reflect occupied dwelling units only, and do not include vacant units which may be for rent or sale.

In 1990, 67.7 percent of the occupied dwellings were owner occupied, a much higher percentage than for either Yolo County (51.9 percent) or California (55.6 percent).

TABLE II-4

HOUSING TENURE
Winters, Yolo County, and California
1990

	Occupied Rentals	% of Total	Occupied Ownership	% of Total
Winters	487	32.3	1,019	67.7
Yolo County	24,526	48.1	26,446	51.9
California	4,607,263	44.4	5,773,943	55.6

Source: U.S. Census Bureau, 1990

Table II-5 describes tenure and occupancy by type of unit in 1990 and indicates the percentage of units which were renter-occupied and owner-occupied in 1990.

TABLE II-5

TENURE AND OCCUPANCY BY UNIT TYPE
City of Winters
1990

Unit Type	Total Units	Total Occupied	% of Units Renter-Occupied	% of Units Owner-Occupied
SF Detached	1,155	1,109	17.1	82.9
SF Attached	73	67	62.7	37.3
Duplex	63	62	96.8	3.2
Triplex/Fourplex	26	26	100.0	0.0
MF, 5 or more units	138	137	99.3	0.7
Mobilehome	95	92	27.2	72.8

Source: U.S. Census Bureau, 1990

Vacancy Rates

The vacancy rate of a community is both an indicator of unused housing stock and a measure of consumer opportunity for mobility and choice in living accommodations. A rule of thumb provided by the California Department of Housing and Community Development (HCD) is that an overall vacancy rate of 4.0 to 5.0 percent in urban areas indicates a market reasonably well balanced between supply and demand. In areas where there is a significant number of second homes and seasonal units there should be a higher vacancy rate. In Winters there is not a large number of seasonal units.

The gross vacancy rate as tabulated by the U.S. Census is a measure of vacant year-around units as a percentage of the total stock of year-around housing units. According to the 1990 Census, 58 of the 1,564 year-round housing units were vacant, a rate of 3.7 percent. Of the 58 vacant units, 23 were for sale (39.7 percent), 10 were for rent (17.3 percent), and 25 (43.2 percent) were neither for sale nor rent. Vacancy rates are typically highest for rental units. The Census excluded units open to the elements or condemned, as well as units used entirely for non-residential uses; this explains the discrepancy between the unit total used for calculation of vacancy and the 1980 total used in Tables II-1 and II-2.

The California Department of Finance (DOF) annually estimates gross vacancy rates for every city and county in the state. Table II-6 summarizes vacancy rates for Winters and Yolo County for the years 1981 to 1991. While it would be useful to know how current vacancy rates vary annually by unit type, tenure, and cost, this information is not readily available.

As shown in Table II-6, the vacancy rate in Winters fluctuated widely between 1981 and 1991, unlike the Yolo County vacancy rate which remained relatively constant, while declining slightly in recent years. A comparison of the vacancy rates shown in Table II-6 with the Annual Housing Growth Rate table (Table II-1) reveals that the period of highest vacancy (6.8 percent) occurred in 1989, at the same time the largest increase (15.2 percent) occurred in the housing stock.

TABLE II-6

VACANCY RATES
Winters and Yolo County
1981 to 1991

Year	Winters	Yolo County
1981	5.08%	5.67%
1982	5.06%	5.87%
1983	4.55%	5.94%
1984	2.07%	5.00%
1985	1.77%	4.69%
1986	2.40%	3.63%
1987	1.92%	3.72%
1988	3.05%	3.89%
1989	6.80%	3.60%
1990	1.89%	3.26%
1991	3.73%	3.14%

Source: California Department of Finance

Overcrowding

An overcrowded housing unit is defined as one in which more than one person per room (excluding bathrooms and kitchens) reside. According to the 1990 Census, 12.7 percent (i.e., 191 units) of Winters' occupied housing units were overcrowded. This was higher than either the countywide rate of 8.8 percent or the statewide rate of 9.7 percent. Of the 191 overcrowded units in Winters, 94 were owner occupied and 97 were renter occupied.

Population Per Household

The California Department of Finance (DOF) provides annual estimates of population per household for every city and county in the state. Table II-7 shows DOF estimates for Winters and Yolo County for the years 1980 through 1991. While Winters has a higher population per household than the county, the population per household in both Winters and the county remained relatively constant through 1990. DOF estimates for 1991 reveals a sizeable increase in Winters' average household size, perhaps reflecting adjustments based on 1990 U.S. Census data.

According to the Sacramento Area Council of Governments (SACOG), household size is projected to decline from its current level of 3.09 to 2.73 by the year 2010. Similarly, according to the Department of Finance, the county's household population is projected to decline to 2.53 by the year 2005.

TABLE II-7

POPULATION PER HOUSEHOLD
Winters and Yolo County
1980 to 1991

Year	Winters	Yolo County
1980	2.855	2.595
1981	2.832	2.577
1982	2.832	2.563
1983	2.876	2.593
1984	2.821	2.554
1985	2.832	2.551
1986	2.816	2.517
1987	2.819	2.512
1988	2.835	2.529
1989	2.830	2.521
1990	2.826	2.536
1991	3.087	2.628

Source: California Department of Finance

Housing Age and Condition

In large part, housing conditions are a function of the age of the units. It is likely that many of Winters' housing units are in need of at least some repair, if only because of the age. As shown in Table II-8, in 1980, 40 percent of the city's housing stock had been constructed before 1940, and 74.3 percent of the units had been constructed prior to 1960, and were more than 20 years old. By comparison, the percentage of Yolo County's housing stock built prior to 1940 was only 12 percent, and the percentage built prior to 1960 was 42.0 percent.

Winters has had very few housing demolitions and very few conversions of housing to non-residential uses. However, if one were to assume that five percent of the units built before 1940, as shown in the U.S. Census, have been demolished or converted since 1980, 41.7 percent of the 1990 housing would be nearing 30 years old and 22.5 percent would be 50 or more years in age. Units of this age are likely to need some sort of rehabilitation merely because of the limited life expectancy of many of the materials used in their construction.

The city's older dwellings are concentrated in the area generally bounded by Grant Avenue, Elliott and Second Streets, and Putah Creek. These older units were constructed in accordance with building standards which were much less stringent than those in existence today, and, as a result, many contain substandard wiring, plumbing, heating, and foundations.

TABLE II-8

HOUSING STOCK AGE
Winters, Yolo County and California
1980

Year Constructed	Winters		Yolo County		California	
	DUs	% Change	DUs	% Change	DUs	% Change
Before 1940	388	40.0	5,029	12.0	1,359,258	14.7
1940-1949	88	9.1	3,387	8.1	1,128,858	12.2
1950-1959	244	25.2	9,147	21.9	2,026,341	22.0
1960-1969	140	14.5	11,002	26.3	2,201,843	23.9
1970-1979	108	11.2	13,265	31.7	2,506,820	27.2

Source: U.S. Census Bureau.

A windshield survey of structural conditions within the Winters' proposed Redevelopment Project Area was conducted in June 1991 by Piedmont Associates in conjunction with the City's proposed redevelopment project. While the redevelopment area does not include all structures within the city limits (see Figure I-7), it does contain most of the city's older residential areas. As such, this survey provides useful information with which to assess the condition of a large portion of Winters' housing stock.

Housing

The housing survey rated structures on a scale of 1 to 4 as follows:

Numerical Rating	Description of Condition
1.	Sound structural condition.
2.	Lack of maintenance or other non-structural problems, including need of minor repair work (painting, etc.), or extensive rehabilitation (re-roof, dry-rot repair, etc.)
3.	Unsafe or unhealthy to occupy, but economically feasible to rehabilitate.
4.	Unsafe and unhealthy to occupy, but beyond the point where restoration is economically feasible.

The Redevelopment Project Area contains 662 single and multi-family structures which contain 940 housing units, 42.3 percent of Winters' total housing stock as of the 1990 U.S. Census.

Table II-9 provides a summary of the windshield survey results, including both the number counted and the percentage of the total for each structure type (i.e., single family or multi-family). As shown in Table II-9, 3.2 percent of all housing structures in the redevelopment area were given a rating of 4 and 19.4 percent were rated 3 or worse.

TABLE II-9

STRUCTURAL CONDITIONS OF HOUSING WITHIN THE REDEVELOPMENT PROJECT AREA
June 1991

	Structural Rating				
	1	**2**	**3**	**4**	**Total**
Single family	169 (29.0%)	301 (51.7%)	93 (16.0%)	19 (3.3%)	582
Multi-family	42 (52.5%)	22 (27.5%)	14 (17.5%)	2 (2.5%)	80
Totals	**211 (31.9%)**	**323 (48.8%)**	**107 (16.2%)**	**21 (3.2%)**	**662**

Source: Piedmont Associates, June 1991

Income Limits

The income limits established by U.S. Department of Housing and Urban Development (HUD) for Yolo County in 1991 are presented in Table II-10. Very low-income families are defined as those earning 50 percent of median family income or less; low-income families are defined as those earning between 50 and 80 percent of median family income; and moderate-income families are defined as those earning between 80 and 120 percent of median family income.

TABLE II-10

INCOME LIMITS BY HOUSEHOLD SIZE
1991

	NUMBER OF PERSONS IN FAMILY			
Income Category	**1 Person**	**2 Person**	**3 Person**	**4 Person**
Very Low (50% of median)	$13,900	$15,900	$17,850	$19,850
Low (80% of median)	22,250	25,400	28,600	31,750
Median*	27,800	31,750	35,750	39,700
Moderate (120% of median)*	33,350	38,100	42,900	47,650

Note: *These figures are derived from published HUD figures.

Source: U.S. Department of Housing and Urban Development

Housing Costs

The cost of housing has become an increasingly critical issue in California. Since the late 1970s, the statewide housing market has experienced dramatic price increases. Many housing markets in California (particularly in the Bay Area and Southern California) have seen rapid inflation of housing costs because of increasingly limited supplies of land suitable (or available) for residential development. Because of the vast amount of undeveloped land available in the lower Sacramento Valley, housing in the Sacramento region has remained relatively inexpensive compared to the larger urban areas.

In the late 1980s, however, Winters and Yolo and Solano Counties began to experience pressure to develop housing to accommodate Bay Area and metropolitan Sacramento area commuters who move to the area for its affordable housing and more rural lifestyle. The increased demand for housing and higher incomes of these commuters have led to rising housing prices in Winters.

Records of home resale prices are not complete for the Winters area. However, figures provided by the Northern Solano County Association of Realtors show a gain of 14.7 percent in the median resale price between October 1989 and October 1990. According to the Association, the average price of a residence sold in the Winters area was $129,000 in October 1989, and $148,000 in October 1990. By comparison, during that same period, the statewide median price decreased from approximately $190,000 to 188,220.

The median price of a single-family home in the Sacramento area as of December 1990 was $133,950 (source: California Real Estate Trends Newsletter, January 1991).

As shown in Table II-11 for the years 1989 and 1990, the vast majority of homes sold in the area for which the Northern Solano County Association of Realtors has records were in the $100,000 to $200,000 range. In 1990, the percentage of homes sold in that range increased, while the percentage of homes in the lower price range (under $100,000) declined significantly.

TABLE II-11

RESIDENTIAL SALES PERCENTAGE BY PRICE RANGE

Price Range	1989	1990
$49,999 and under	2.0	0.7
$50,000-99,999	21.2	5.7
$100,000-199,999	69.4	82.9
$200,000-399,999	6.7	9.9
$400,000 and over	0.6	0.9

Source: Northern Solano County Association of Realtors

A review of real estate listings in the *Winters Express* between August 1991 and March 1992 reveal that the average asking price for a two-bedroom home in Winters was $121,667, $163,876 for a three-bedroom home, and $186,392 for a four-bedroom home.

A review of rental listings in the *Winters Express* for the same period revealed that the average advertised rent for a two-bedroom apartment in Winters was approximately $570, $700 for a duplex, $715 for a two-bedroom home, and $835 for a three-bedroom home.

Overpayment

Overpayment is defined as paying 25 percent or more of one's income for housing. According to the California Department of Housing and Community Development's methodology for calculating overpayment, 173 of Winters' 296 lower income (below 80 percent of the county median) households were overpaying for housing in 1980. This represented 58.6 percent of the city's lower income households. Of those households overpaying 71 were renters and 102 were homeowners, representing 51.0 and 65.3 percent of the city's low-income renters and owners respectively.

According to a November 1989 study by the California Association of Realtors (CAR), 36 percent of the households in the Sacramento area could afford to buy the median-priced home, whereas only 19 percent of the households statewide could. These figures were down from 46 percent and 21 percent for Sacramento and California, respectively, for 1988.

Table II-12 shows the number and percentage of lower income households overpaying for housing in 1980.

TABLE II-12

HOUSING OVERPAYMENT
BY LOWER INCOME HOUSEHOLDS
Winters, Yolo County, and California
1980

	Renters		Owners		Total	
	No.	**% Households**	**No.**	**% Households**	**No.**	**% Households**
Winters	71	51.0	102	65.3	173	58.4
Yolo Co	8,606	81.6	1,659	51.8	10,265	74.6
Calif.	1,409,713	83.8	368,620	52.5	1,778,333	74.6

Source: U.S. Census Bureau, 1980

HOUSING NEEDS

Winters' Fair Share of Projected Regional Housing Needs

According to housing element law, each jurisdiction must forecast or project in its housing element the number of new housing units that need to be constructed to serve the needs of all income groups of the projected population. To assist cities and counties, the state has assigned each council of government the responsibility for determining the existing and projected needs of its region through the preparation of a *Regional Housing Needs Plan (RHNP)*. The *RHNP* provides cities and counties with a measure of their share of the region's projected housing needs by household income group over the five-year planning period of each jurisdiction's housing element. The *RHNP* also identifies and quantifies existing housing needs for each jurisdiction.

The *Regional Housing Needs Plan for the SACOG Region*, was prepared by the Sacramento Area Council of Governments (SACOG) and adopted in June 1990. This plan assessed housing needs for the period from January 1, 1989, to July 1, 1996, and supersedes the 1984 SACOG *RHNP*, which covered the period from January 1, 1983 to July 1, 1990.

According to the SACOG *Housing Needs Plan*, to meet its "fair share" of regional housing needs, Winters needs to develop 521 new housing units by 1996. Table II-13 describes Winters' "fair share" of regional housing needs for the period 1989 to 1996.

TABLE II-13

HOUSING NEEDS BY INCOME CATEGORY
City of Winters
January 1, 1989 to July 1, 1996

Income Category	Existing Housing 1989	Housing Needed 1996	1989-96 Increase	1989-96 % Increase	Basic Construction Need
Very Low Income (- 50% of County Median)	428	541	113	22.6	118
Low Income (50 -80% of County Median)	225	312	87	17.4	91
Moderate Income (80 -120% of County Median)	295	402	107	21.4	112
Above Moderate Income (+120% of County Median)	532	724	192	38.5	200
Totals	**1,480**	**1,979**	**499**	**100.0**	**521***

*Includes allowances for vacancies and normal market removals.

Source: *Regional Housing Needs Plan for the SACOG Region*, adopted June, 1990. SACOG

Between January 1, 1989, through July 1, 1991, Winters approved building permits for 100 new units. All of these were single family units and, based on City building permit records, appear to have been affordable only to those with above-moderate incomes. Accordingly, Winters' remaining fair share need is 421 units for the period July 1, 1991, through July 1, 1996.

Special Needs

Beyond the general housing needs documented above, state law requires that the housing element include an assessment of the housing needs of special groups within the community, including those of the disabled, the elderly, large families, farmworkers, families with female heads of household, and families and persons in need of emergency shelter and transitional housing.

Disabled Persons

The term" disabled" refers to a disability (physical, mental, or sensory) which prevents or precludes a person from doing work either in or outside of the home. A person with a work disability may have a health condition which limits the kind of work he or she can do or which prevents working at a job or business entirely. A work disability may also be defined as a health condition which limits the choice of employment.

The number of disabled persons in a community has important implications for the provision of certain social services, in the removal of barriers to facilities, and in developing housing which has specialized access for disabled residents.

According to the 1980 Census, 9.9 percent of Winters' work force (ages 16 to 64) had work disabilities. Of those identified as having a work disability and not in the labor force, 5.7 percent stated that they were prevented from working and 2.7 percent of those with disabilities remained in the work force. One and one-half percent of those identified as disabled and not in the labor force were not entirely prevented from working. Table II-14 shows work disability status for Winters, Yolo County, and California.

TABLE II-14

WORK DISABILITY STATUS BY PERCENTAGE
Winters, Yolo County, and California
1980

	Winters	Yolo County	California
With Work Disability in Labor Force	2.7	2.9	3.2
Not In Labor Force			
Prevented from Working	5.7	3.8	4.1
Not Prevented	1.5	1.0	.9
Total with Work Disability	9.9	7.7	8.2
No Work Disability	90.1	92.3	91.8

Source: U.S. Census Bureau, 1980

The 1980 Census has also identified those residents with public transportation disabilities. A public transportation disability is a health condition that makes it difficult or impossible to use buses, trains, subways, or other forms of public transportation. As indicated in Table II-15, in 1980, 2.4 percent of Winters' population over age 16 had a transportation disability. Of those aged 16 to 64, 1.2 percent had such disabilities, and 9.2 percent of those city residents over age 65 had public transportation disabilities. Compared with Yolo County and California, Winters' residents in this age group had a higher ability to use public transportation.

TABLE II-15

PUBLIC TRANSPORTATION DISABILITY BY AGE GROUP BY PERCENTAGE
Winters, Yolo County, and California
1980

	Winters	Yolo County	California
16 to 64 with Disability	1.2	1.3	1.7
16 to 64 without Disability	98.8	98.7	98.3
65 and over with Disability	9.2	14.2	15.4
65 and over without Disability	90.8	85.8	84.6
16 and over with Disability	2.4	2.6	3.4
16 and over without Disability	97.6	97.4	96.6

Source: U.S. Census Bureau, 1980

Special needs of disabled persons vary depending upon the particular disability of the person. For example, the needs of a blind person differ greatly from those of persons confined to wheelchairs. Special facilities such as ramps, elevators, or specially designed restrooms necessary for wheelchair access are architectural features needed to make dwellings suitable for wheelchairs. Special features needed by ambulatory persons constrained by other disabilities may not be architectural. Instead, these might be simple alterations to conventional dwelling units for furnishing and appliances which make ordinary tasks of housekeeping and home life simpler. In families, the needs of the disabled person, in terms of special features, are fewer than those of a single person. Nevertheless, a disabled person in a family does have special needs. Special architectural features could be valuable in giving this person a greater independence, dignity, and quality of life.

Elderly

In 1990, Winters had a lower percentage of senior citizens than both the county and the state. The 1990 Census indicated that 11.9 percent of the city's population (i.e., 550 persons) was 60 years or older, and 8.8 percent (i.e., 407 persons) was 65 years of older. These percentages are lower than Yolo County, where 12.8 percent of the population was over age 60 and 9.5 percent was over age 65, and California which had 14.2 percent of the population over age 60 and 10.5 percent over age 65.

In terms of occupied housing units, 18.8 percent of occupied housing units in the city (i.e., 284 units) were occupied by person age 65 or older. Of these 284 units, 226 were owner occupied and 58 were renter occupied.

Table II-16 compares Winters' elderly households with those of the county and state.

TABLE II-16

ELDERLY HOUSEHOLDS BY PERCENTAGE
Winters, Yolo County, and California
1990

	Winters	Yolo County	California
Age 60 and over	11.9	12.8	14.2
Aged 65 and over	8.8	9.5	10.5

Source: U.S. Census Bureau, 1990.

Housing costs since 1980 have escalated rapidly, making housing costs a very high proportion, and in some instances all, of an elderly person's Social Security Insurance payment. Many senior citizens live on fixed incomes and have limited resources for maintenance and rehabilitation. In addition, senior citizens who are long-term residents of rental units often experience substantial rent increases when their building is sold. Elderly residents in these circumstances often find themselves unable to locate comparable accommodations at an affordable price in the city and are forced to relocate to a new, unfamiliar community--an event which is frequently traumatic and debilitating.

For those retired and on fixed incomes, the costs of homeownership, particularly maintenance, generally constitute a much larger portion of monthly income than that of employed homeowners. Consequently, needed maintenance is often deferred, resulting in unpleasant, or sometimes unsafe living conditions. In some instances home maintenance costs can be overwhelming, necessitating sale and relocation after many years of attachment to friends and neighbors in the area.

The increased longevity of elderly people and the increasing number of elderly in the population will result in an increasing need for affordable housing and specialized housing for older residents (especially low- and moderate-income elderly) such as congregate care, life care services and group care facilities. There is a need not only to preserve for future generations the housing stock currently occupied by senior citizens but also to ensure that elderly residents are able to remain in safe and comfortable surroundings.

Winters has no housing developments intended solely for senior citizens, although there is currently (April 1992) a proposal before the City to build 48 units of very-low-income senior housing subsidized by the Farmer's Home Administration's 515 Program. The City is expected to approve the project in Spring or Summer 1992, and construction is expected to begin in FY 1993-94.

Large Families

Family size is an important consideration when it comes to planning for housing. Very simply, areas which have large concentrations of small families or single-person households need to plan for smaller units, and areas with concentrations of large families need to assure that units large enough to accommodate such families are available. Unfortunately, however, information concerning family size is difficult to gather. The 1990 Census provides some minimal data on the number of persons occupying housing units, but does not correlate this information with information on the number of rooms in the units. The Census indicated that 8.0 percent of Winters' 1990 occupied housing units had six or more residents, higher than Yolo County at 4.2 percent and California, which had 7.0 percent.

As discussed in a previous section, large families suffer disproportionately from overcrowded housing, and while a majority of large families are homeowners, those who rent face a very limited supply of large apartments. Statewide, according to the *California Statewide Housing Plan (Phase I)*, only 12 percent of very large renter households have successfully competed for large units.

Farmworkers

According to the California Human Development Corporation (CHDC), in 1990 there were 4,800 farmworkers in Yolo County. It is difficult to assess the precise needs of farmworkers in Winters because specific data on the number of farmworkers in a community is not yet available from the U.S. Census (i.e., Census Summary Tape File 3). There is, however, anecdotal information on farmworker needs in the Winters area available from social service organizations in Yolo County.

Yolo County Housing Authority (YCHA) owns and operates farm labor housing located just east of Interstate 505, on Road 32 outside of Winters. The housing is called El Rio Villa and was constructed in 1936 by HUD as farm labor housing for both permanent and migratory workers. Over the years, the original units have been replaced. In early 1992, an 18-unit reconstruction project was completed by YCHA, bringing the total number of units at El Rio Villa to 126 duplex and fourplex rental units. These units house 330 persons. According to YCHA, approximately 90 percent of the units are occupied by families employed in farm-related industries. Rental cost is 30 percent of family income. YCHA maintains a waiting list for El Rio Villa, and currently there are 209 families from the Winters/Esparto area on the list.

Another source of information on farmworker needs in the Winters area is the County homeless facility. According to Yolo Wayfarer Center, a homeless facility located in Woodland, there were approximately 100 persons from the Winters area seeking shelter at the facility in 1991. Of these 100 persons, approximately 50 persons identified themselves as farmworkers.

Based on information provided by Yolo County social service organization, there appears to be a shortage of affordable housing available to farmworkers in the Winters area. While Yolo County has recently expanded their services for farmworkers in the Winter area, there appears to still be unmet need. Generally, farmworker households that cannot be accommodated at County facilities must compete for the limited supply of lower-income housing in Winters and surrounding communities.

Families Headed by Single Females

The 1990 Census reported that 7.4 percent of Winters' households (i.e., 111 households) were headed by single females with one or more children under the age of 18. If 1980 statistics are an indicator of 1990 conditions, then it is probable that a majority of these single-female households with children were below

the poverty level. According to the 1980 U.S. Census (1990 data are not available), 62.5 percent of female-headed households with children were below poverty. Countywide, 5.7 percent of all households were headed by single female parents. Of these, 37.8 percent were below the poverty level in 1980.

The *California Statewide Housing Plan (Phase I)* identifies the following distinguishing characteristics for female householder families:

- Low homeownership rate
- Younger householder
- Children present
- Low incomes and a high poverty rate
- Overcrowded
- High percentage of household income spent for housing

Low and moderate income women in the housing market, especially single parents, face significant difficulties finding and maintaining housing. Housing affordability is a primary issue because frequently only one income is available to support the needs of the household--and only a limited amount of funds can be allocated to housing. While some of these households may find housing assistance through the Section 8 Rental Assistance Program, many others are victims of high rent and/or overcrowded conditions. Although there is a continuing need for affordable rental housing for small families, there is also a need for shared housing and group living alternatives where single-parent families can share not only space but child care and other resources as well.

Persons Needing Emergency Shelter and Transitional Housing

Throughout California and nationwide, homelessness has become a major concern. Factors contributing to the increase in homeless persons and families, and those in need of transitional housing, include:

- The lack of housing affordable to very-low- and low-income persons
- Increases in unemployment or underemployment
- Reductions in government subsidies
- Deinstitutionalization of the mentally ill
- Domestic violence
- Drug addiction
- Dysfunctional families

The housing needs of homeless persons are more difficult to measure and assess than those of any other population subgroup. Since these individuals have no permanent addresses, they are not likely to be counted in the census, and since they are unlikely to have stable employment, the market provides few

housing opportunities. The 1990 Census reported that there were no homeless persons visible in street locations in the city of Winters in 1990. Nonetheless, homelessness in Yolo County is addressed on a countywide basis, and anecdotal information from county social service organizations indicates that there may be a homeless population in the Winters area.

Winters has participated since 1990 in a three-year joint agreement (due to end June, 1993) with the cities of Davis, Woodland, West Sacramento, and Yolo County. The agreement provides for homeless coordination by the Yolo County Department of Social Services' Homeless Coordinator, and for cold weather shelter provided at various locations throughout Yolo County. The joint agreement provides for cost shares, based on population. Winters paid $500 in FY 1990/91, $851 in FY 1991/92, and is anticipated to participate in FY 1992/93 in the amount of $1,204.

The Homeless Coordination effort attempts to provide comprehensive services to homeless people, including day services such as showers, laundry, mail, telephone, counseling, and financial aid referrals; food services such as nightly meals, and grocery bag distributions; and shelter. All services are provided on a county-wide basis, so that any person meeting income guidelines is eligible. In addition, the County provides transitional housing and motel vouchers. The strategy behind the coordination effort recognizes that it is difficult for any one city to provide a full range of homeless services for its population, but that by working together in a coordinated effort, social service agencies in Yolo County can provide comprehensive services for all homeless persons in Yolo County.

In 1991, homeless shelters in Yolo County served approximately 2,000 homeless, and in a report entitled *Yolo County Homeless Conference Report*, the number of homeless persons in Yolo County was estimated to be 800 persons per month, of which 460 are children. Of the 2,000 persons served each year, approximately 100 were from Winters who stayed at the Yolo Wayfarers Center in Woodland. The shelter program includes use of a sleeping bag and cot, shower, and includes a breakfast meal. Accommodations are provided on a first-come first-served basis, and there is no limit to the number of nights a person may utilize the shelter. According to a spokesman, occupancy averaged at least 15 persons every night in 1990 (source: Personal Communication, Cathy Tucker).

In October 1990, the Yolo County Social Services Department conducted a conference on the issue of homelessness. This conference, lead by the Yolo County Homeless Coordinator, was conceived as a follow-up to the first homeless conference held in September 1988. The purpose of the October conference was to review accomplishments since the first conference, review available services, and to identify barriers to serving the most difficult homeless persons.

From the conference, the following description of the typical homeless person was developed:

> *The overall portrait that emerged was of the following person: A dual diagnosis client (both mentally ill and chemically dependent); one who had used up all available services; one who was denied services because of past misuses; a single person who is abusive, anti-social and unable to work with advocate and/or social workers.*

Although homeless persons are usually not part of a group, there are instances of family groups.

The conference identified the following methods of addressing the needs of the homeless:

- More creative case management and flexible case management that could adapt to the needs of the client;

- Improved education of caseworkers in order to better understand the wide range of client needs;
- Greater access to treatment facilities;
- Improved follow-up services;
- Relaxing licensing standards/requirements to provide a greater number of less expensive transitional houses, board and care type living units and treatment centers;
- Adoption of a "coaching" method of case work support, teaching people how to work within the system and receive all benefits to which they are entitled;
- Funding;
- Improved coordination between the criminal justice system, health system and educational systems.

AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

Land

The City of Winters currently (April 1992) has a sizable supply of vacant land within its city limits to accommodate a broad range of housing types. Table II-17 summarizes the remaining vacant land within the city limits and its theoretical residential dwelling unit potential. The table includes several non-residential zoning districts in which residential uses are permitted. The theoretical residential potential was calculated by multiplying the individual lot areas by the minimum lot area required by the applicable zoning district. While this methodology significantly overstates the effective or likely development potential, the table shows that Winters has ample sites within its current city limits to accommodate its "fair share" of regional housing need (421 units by 1996), not only in total, but also by income category.

The zoned hold capacity described above will change significantly based on the revised *General Plan* adopted in May 1992. Following adoption of the *1992 General Plan*, the City's *Zoning Ordinance* will be revised and various areas will be rezoned consistent with the new plan.

The residential holding capacity of the *1992 General Plan* is summarized in Table II-18. It should be noted that Table II-18 does not include possible density bonuses or potential units that could be developed under the CBD, Office, and Neighborhood Commercial designations.

TABLE II-17

VACANT LAND WITH RESIDENTIAL POTENTIAL
Winters - 1991

Zoning District	Total Acreage	Total Potential Units
R-1-6000	24.97	175
R-1-7500	18.08	103
R-1-P-D	0.78	5
R-2	66.93	1,931
R-3	24.91	720
R-3-P-D	37.35	1,084
R-3/M-1	100.00	290
R-4	3.10	119
R-4/R-3	2.21	96
P-R	22.09	3
C-1	2.75	79
C-S	5.71	0
C-H	17.23	495
C-H-P-D	7.54	218
C-H-P-D/M-P	6.10	86
M-P	14.97	0
M-1	11.65	0
Total	**366.37**	**5,404**

Source: City of Winters Community Development Department, October 1991.

TABLE II-18

RESIDENTIAL HOLDING CAPACITY
1992 General Plan

Land Use Designation	Density Range[1]	Total Acreage	Potential Units[2]
Rural (RR)	0.5 - 1.0	50.00	50
Low Density (LR)	1.1 - 4.0	104.22	417
Medium Density (MR)	4.1 - 6.0	361.05	2,166
Medium High Density (MHR)	6.1 - 10.0	76.73	767
High Density	10.1 - 20.0	31.01	620
Total		**623.02**	**4,020**

[1]Dwelling Units per gross acre

[2]Calculated at top of density range

Source: City of Winters; J. Laurence Mintier & Associates

Services

The availability of the various public facilities and services to support residential development is discussed in detail in Chapter VI, Public Facilities and Services. The findings of Chapter VI are summarized below.

Water

The City of Winters owns and operates its own water system, which relies on groundwater. According to the City's *Water System Master Plan* (May 1992), the groundwater supply should be adequate to serve buildout of the *1992 General Plan* (12,500 population by the year 2010). Nonetheless, the City is pursuing a water conservation program to reduce per capita demand and exploring the acquisition of surface water rights to reduce its dependence on groundwater. The City's existing system is relatively easily expanded by drilling new wells and installing distribution lines. While there are currently (1992) some deficiencies in the existing system, these are ultimately not significant constraints and will be addressed through remedial measures recommended in the *Water System Master Plan.*

Sewage Collection, Treatment and Disposal

The City owns and operates its own wastewater collection and treatment system. According to the City's *Sewer System Master Plan* (May 1992), the City's existing treatment facilities are nearing capacity. Without further modifications, the existing facilities could accommodate an estimated 488 more homes. However, with the addition of another 40 acre-foot pond, the treatment facilities could accommodate 815 more homes (including the 488 homes above). The expansion of the existing plant should be completed during FY 92-93. With this modification, the existing treatment facilities will be at their design capacity. The City is planning to eliminate the existing plant and construct an entirely new plant, which is scheduled for completion by June 1995. The new plant will be designed with more than enough capacity to serve buildout of the *1992 General Plan* (12,500 by the year 2010).

While there are currently (1992) some deficiencies in existing collection facilities, these are ultimately not significant constraints and will be addressed through remedial measures recommended in the *Sewer System Master Plan.*

Drainage/Flooding

Winters is subject to both localized and regional flooding problems. The City's *Storm Drainage Master Plan* (May 1992) proposes improvements to address existing system deficiencies and improvements to address the localized drainage problems associated with new development. A bigger drainage problem is regional flooding associated with Chickahominy and Moody Sloughs which affects much of the northern area within the 20-year Urban Limit Line. The *1992 General Plan* commits the City to undertaking a study in FY 92-93 to address this regional flooding problem.

Pending completion of the study and identification of a funding mechanism to finance a comprehensive flooding solution, the area contributing to or affected by the 100-year flooding problem is designated in the General Plan as a Flood Overlay Area and will be subject to interim land use controls (See Figure II-2).

Some residential development lying within the Flood Overlay Area may be able to proceed as soon as the flood study has been completed and the City has enacted a funding mechanism to finance the comprehensive flooding solution. Some residential development, however, may not be able to proceed

until most flood control measures are implemented. In any event, regional flooding is not expected to be a constraint on residential development after about 1993 or 1994.

Schools

The Winters Joint Unified School District provides educational services to residents of the city and surrounding areas of Yolo and Solano Counties. The District operates six facilities, including a kindergarten, an elementary school, a junior high school, a high school, a continuation high school, and an agricultural site. The District currently operates at above-capacity. The *1992 General Plan* commits the City to working with the School District to ensure there is adequate mitigation of school impacts and the school capacity is expanded in a timely fashion.

Summary

Winters' fair share housing need for the period July 1, 1991, to July 1, 1996 is 421 units. This need is allocated to income category as follows: 118 units for very-low income; 91 units for low income; 112 units for moderate income; and 100 units for above-moderate income. As Table II-18 indicates, the *1992 General Plan* has a residential holding capacity of 4,020 units, not including density bonus units or potential units in commercial designations. Of course, not all of this capacity is immediately available. The key determinates of when all this capacity becomes available are developer/property owner motivation, annexation procedures, and the timing of sewer and drainage improvements.

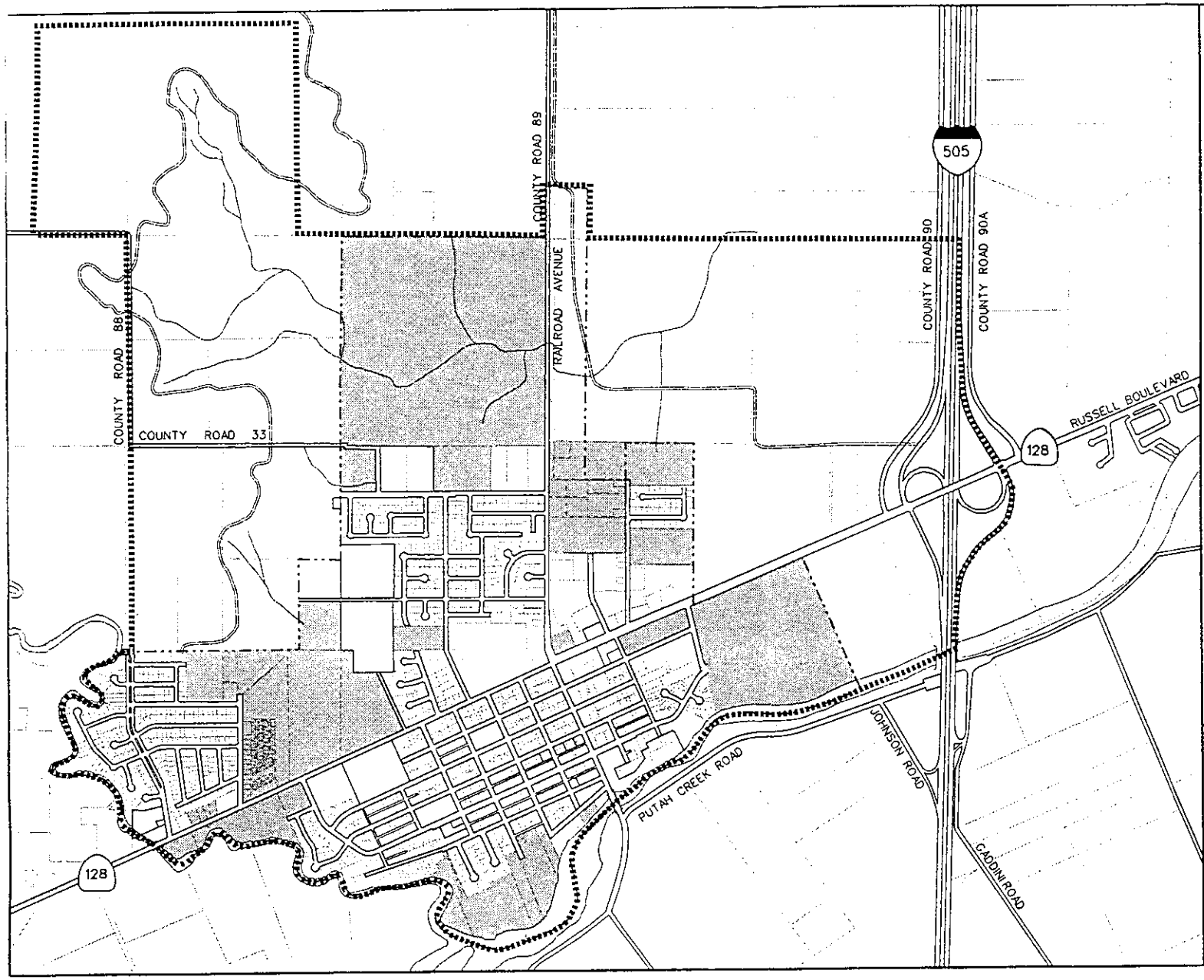

FIGURE II-2

EXISTING VACANT LAND

Urban Limit Line

Vacant Land

Source: City of Winters, October 1991

CITY OF WINTERS

N

0 400 800 1200 1600 2000

BASE MAP: JUNE 1991

Table II-19 shows a breakdown of the holding capacity in Table II-18 by its incorporated/unincorporated status and its location inside/outside the Flood Overlay Area. As the table shows, about a quarter of the potential dwelling units (1,004) are immediately developable. Indeed, the City began processing several projects prior to the *General Plan*'s adoption in May 1992. Another 564 units could be developed immediately following annexation. As soon as a regional flooding solution is identified and the City adopts a funding mechanism, many, if not most, of the remaining 1,152 units within city limits could be developed. The balance of the units (1,300) would require annexation before they are developed.

TABLE II-19

RESIDENTIAL LAND AVAILABILITY BY LAND USE DESIGNATION 1992 General Plan

		Inside City Limits		Outside City Limits		
Residential Designation[1]		**Outside FOA**[2]	**Inside FOA**[2]	**Outside FOA**[2]	**Inside FOA**[2]	**Totals**
Rural (RR)	AC	-	-	-	50.00	50.00
	DU	-	-	-	50	50
Low Density (LR)	AC	21.70	45.00	20.52	17.00	104.22
	DU	87	180	82	68	417
Medium Density (MR)	AC	132.03	68.41	65.36	95.25	361.05
	DU	792	410	392	572	2,166
Medium High Density (MHR)	AC	4.73	19.00	-	53.00	76.73
	DU	47	190	-	530	767
High Density (HR)	AC	3.92	18.59	4.50	4.00	31.01
	DU	78	372	90	80	620
Totals	**AC**	**162.38**	**151.00**	**90.38**	**219.25**	**623.01**
	DU	**1,004**	**1,152**	**564**	**1,300**	**4,020**[3]

[1] Land use designations in the *1992 General Plan*.
[2] FOA = Flood Overlay Area.
[3] Does not include possible density bonuses or potential units under the CBD, Office, and Neighborhood Commercial designations.

Source: City of Winters; J. Laurence Mintier & Associates, May 1992.

The other service constraint is sewer treatment capacity. As discussed above, with modifications planned for the existing treatment facilities in FY 92-93, the City would have capacity to serve an additional 815 more homes. By June 1995, the City expects to complete construction of an entirely new treatment plant which will accommodate full buildout of the *1992 General Plan*.

In summary, well before the end of the Housing Element time frame (i.e., July 1, 1996), virtually all of the land designated for residential development by the *1992 General Plan* could be incorporated, appropriately zoned, free of sewer and drainage constraints, and available for residential development. This holding capacity is more than adequate to accommodate the City's "fair share" of regional housing need, not only in total, but also by income category.

GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

While local governments have little influence on such market factors as interest rates, their policies and regulations may have a constraining effect upon the free operation of the housing market. For the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. In a similar regard, fees charged for services, including the processing of land use entitlement applications, are generally based on the costs of providing necessary services.

In some cases, however, local regulations, fees, and processes may restrict the operation of the housing market unnecessarily. Examination of the local regulatory structure can identify those areas of potentially excessive regulation and reveal where steps can be taken to remove or minimize obstacles to residential development.

Discretionary land use control in Winters is exercised by the Planning Commission and City Council, and administered by the Community Development Department in accordance with the *General Plan* and Title VIII of the *Municipal Code* (i.e., Zoning and Land Development). These documents are described below and also in Chapter I, Land Use, of the *General Plan Background Report.*

General Plan

The *1992 General Plan*, adopted in May 1992, provides for exclusive residential use in five land use designations. These designations are described below.

- Rural Residential (RR): This designation provides for single-family detached homes, secondary residential units, limited agricultural uses, public and quasi-public uses, and similar and compatible uses. Residential densities ranging from 0.5 to 1.0 units per gross acre are allowed in this designation.

- Low Density Residential (LR): This designation provides for single-family detached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities ranging from 1.1 to 4.0 units per gross acre are allowed in this designation.

- Medium Density Residential (MR): This designation provides for single-family detached and attached homes, public and quasi-public uses, and similar and compatible uses. Residential densities ranging from 4.1 to 6.0 units per gross acre are allowed in this designation.

- Medium High Density Residential (MHR): This designation provides for single-family detached and attached homes and multi-family residential units, group quarters, quasi-public uses, and similar and compatible uses. Residential densities ranging from 6.1 to 10.0 units per gross acre are allowed in this designation.

- High Density Residential (HR): This designation provides for single-family attached homes and multi-family residential units, group quarters, public and quasi-public uses, and similar and compatible uses. Residential densities ranging from 10.1 to 20.0 units per gross acre are allowed in this designation. New residential development at densities less than 10.1 dwelling units per gross acre is deemed compatible, but is subject to discretionary review and approval.

In addition to the above designations, the *General Plan* also permits residential uses in three commercial and office designations. These land use designations are described below:

- Neighborhood Commercial (NC): This designation provides for neighborhood and locally-oriented retail and service uses, offices. multi-family residential units above the ground floor, public and quasi-public uses, and similar and compatible uses. All residential uses are subject to discretionary review and approval. Residential densities ranging from 6.1 to 10.0 units per gross acre are allowed in this designation.

- Central Business District (CBD): This designation provides for restaurants, retail, service, professional and administrative offices, hotels, multi-family residential units, public and quasi-public uses, and similar and compatible uses. All residential uses are subject to discretionary review and approval. Residential densities ranging from 10.1 to 20.0 units per acre are allowed in this designation.

- Office (OF): This designation provides for professional and administrative offices, medical and dental clinics, laboratories, financial institutions, multi-family residential units, public and quasi-public uses, and similar and compatible uses. Residential uses in this designation shall be subject to discretionary review and approval. Residential densities ranging from 6.1 to 10.0 units per gross acre are allowed in this designation.

Residential uses are allowed at densities from two acres per unit (i.e., Rural Residential) to 20 units per gross acre (i.e., High Density Residential). In addition, the City provides for a density bonus of 25 percent pursuant to state law, which if applied to the maximum density allowed in the city (i.e., 20 units per gross acre) results in a density of 25 units per gross acre. This range of densities can accommodate various housing types and affordability levels and is, therefore, a positive contribution to the provision of housing in Winters.

The *1992 General Plan* includes a policy (II.A.4) which provides that "the City shall seek to maintain an overall mix of 75 percent single family and 25 percent multi-family in its housing stock." Recognizing that housing for lower-income households is more likely to be developed as multi-family rental housing, the policy goes on to say "that this policy shall not be implemented in such a way that it would operate as a constraint on the City's ability to meets its regional fair share allocation for housing for very-low and low-income households." This could be accomplished very simply by the City approving substantially more units between 1991 and 1996 than the City's total fair share of 421 units.

Zoning

In accordance with State law, cities and counties have broad latitude in establishing zoning standards and procedures. Outside of a general requirement for open space zoning and several special requirements governing residential zoning, State law establishes only broadly the scope of zoning regulation and sets minimum standards for its adoption and administration. One key requirement, however, is that zoning be consistent with the general plan.

The Winters *Zoning Ordinance*, originally adopted June 12, 1969 (re-codified 1982) has been amended on several occasions, in many instances to reflect changes in the Winters *General Plan*.

Zoning Districts

Following are brief summaries of the zoning districts in the current (1992) Winters *Zoning Ordinance*. These summaries outline only general standards and are provided for reference only. The *Zoning*

Ordinance itself should be consulted for specific questions regarding permitted and conditionally permitted uses, and other development standards.

- A-1, Agricultural, for range land, field crops, orchards, greenhouses and single-family dwellings, requiring a minimum lot size of two and one-half acres;

- R-1, Single-Family Residential, with three sub-classes:

  R-1-6000, requiring a minimum lot size of 6,000 square feet (7,000 for corner lots),

  R-1-7500, requiring a minimum lot size of 7,500 square feet (8,500 for corner lots), and

  R-1-9000, requiring a minimum lot size of 9,000 square feet (10,000 for corner lots);

- R-2, Two-Family Residential, for mixed areas of single-family dwellings and duplexes, requiring a minimum lot area per duplex unit of 3,000 square feet (duplexes on corner lots require 7,000 square feet in total area);

- R-3, Medium Family Residential, for multiple-family dwellings, requiring a minimum lot area per unit of 1,500 square feet on a building site of at least 7,000 square feet;

- R-4, High Density Residential, requiring a minimum lot area per dwelling unit of 1,000 square feet on a building site of no less than 6,000 square feet;

The *Zoning Ordinance* provides for numerous accessory and conditional uses for each of the districts and special provisions for parking, special setbacks, signage, "bungalow court" development, and the use of the Planned Development (P-D) overlay. Small, family day care operations (up to six non-residing children) are freely allowed in residential areas, while larger day care facilities, home occupations, public and quasi-public facilities (schools, churches, meeting halls, etc.) and off-street parking are permitted as conditional uses. The *Zoning Ordinance* contains many limitations and provisions relating to the areas abutting the boundaries between different classifications, such as between residential and commercial districts, and suggests that the R-2 classification is intended to assist in buffering single-family areas from commercial areas and major streets. Multiple-family dwellings, as permitted in the R-4 zone classification, are also allowed in both the C-1 and C-2 areas. A separate section in the ordinance regulates condominium conversions. The Planned Development (P-D) overlay may be applied as a conditional use in combination with any zone classification on parcels of at least ten acres in size, for the purpose of increased efficiency, flexibility and integration of differing uses, and as a means of meeting General Plan objectives. Density increases up to 10 percent may also be permitted.

Immediately following the adoption of the *1992 General Plan*, the City will be revising its *Zoning Ordinance* to achieve consistency with the new *General Plan*. Among the changes envisioned is an increase in the minimum lot area per unit in the R-4 District from 1,000 square feet per unit to somewhere around 2,175 to 2,000 square feet per unit consistent with 20 units per gross acre.

Density Bonus

The City's *Zoning Ordinance* contains provisions that allows increased density for residential projects that include a minimum percent of affordable units. The City's *Zoning Ordinance* currently (May 1992) provides a density bonus of 25 percent, or two other incentives, for developers who build 25 percent of their project for lower income.

As of January 1, 1990, state law requires that a density bonus of 25 percent and one other concession (e.g., fee waiver or priority processing) be granted to developers who build 20 percent (not 25 percent) of their units for lower-income households, 10 percent for very-low-income households, or 50 percent for low-income elderly households. State law now also requires developers to guarantee continued affordability for lower- and very-low-income units for at least 30 years. Therefore, the City's density bonus provision, as it is currently written, does not comply with these new state standards as set out in *Government Code §65913.4* and *§65915*. As such, this provision in the *Zoning Ordinance* constitutes a governmental constraint on the production of affordable housing in Winters. This provision will be revised, however, in conjunction with the comprehensive *Zoning Ordinance* revision in FY 91-92, 92-93.

Property Development Regulations

Table II-20 shows a summary of residential development regulations for the City of Winters.

TABLE II-20

SUMMARY OF RESIDENTIAL DEVELOPMENT REGULATIONS
City of Winters

Zoning District	Minimum Lot Area Per Dwelling	Combined Side Yard Setbacks	Front and Rear Yard Setback	Second Units Allowed
A-1	2-1/2 acres	50 feet	50 feet	No
R-1-6,000	6,000 s.f.	10 feet	25 feet	Yes
R-1-7,500	7,500 s.f.	15 feet	25 feet	Yes
R-1-9,000	9,000 s.f.	15 feet	25 feet	Yes
R-2	3,000 s.f.	10 feet	25 feet	No
R-3	1,500 s.f.	12 feet	20 feet	No
R-4	1,000 s.f.	12 feet	10 feet	No

Source: City of Winters Zoning Ordinance

These development regulations are not excessive and do not, therefore, constitute a constraint on the development of affordable housing in Winters.

Second Dwelling Units

The *Zoning Ordinance* conditionally permits second dwelling units in all R-1 districts on lots with an existing single-family dwelling. All R-1 development standards apply, and no minimum lot size is required beyond that required for the district where the second unit is to be built. The maximum floor area of the second unit shall not exceed 640 square feet of living area. In addition to the two parking spaces required for the principal residence, one parking space is required for the second unit. These requirements for second unit development are typical, except that they are less restrictive than in most cities in that they require no additional lot area beyond that required for a single-family residence in the

district. As such these requirements placed on the construction of second units do not constitute a constraint on the production of affordable housing in Winters.

Architectural Review

Architectural approval of roof overhang, roofing material, roof pitch, and siding material is required for all residential development on R-1 lots for the purpose of protecting the architectural theme of the exiting neighborhood. Review and approval for architectural conformance is performed by the Building Inspector and is based on conformity of the proposed residential design to the design of neighboring residences. While architectural review does add to the time and expense of residential development, it serves an important purpose for the City. Furthermore, because review is performed by the Building Inspector, without public review, the requirement does not constitute a constraint on the production of affordable housing in Winters.

Parking Requirements for Residential Uses

With the exception of multi-family residential uses developed in conjunction with commercial and office uses in Downtown, all residential uses are required to provide on-site parking. The number of parking spaces required is dependent on the type of residential use, as follows:

- Single-family and two-family residential: 2 parking spaces for each unit;
- Multi-family residential: 1-1/2 parking spaces for each unit;
- Community care facilities for the elderly: 1 parking space for each 4 beds;
- Rooming houses: 1 parking space for each 2 guest rooms or 4 beds for guests.

These parking requirements are not excessive and therefore do not constitute a constraint on the production of affordable housing in Winters.

Historic Preservation

The City of Winters adopted an historic preservation ordinance in 1985 establishing a Historic Preservation Commission and establishing a procedure for designating historic landmarks and districts. To date, one district, Historic District One, has been created in Winters which covers approximately a one-block area along Main Street plus City Hall. The ordinance requires a certificate of approval by the Historic Preservation Commission for any new construction or alteration or moving of an existing structure. Approval of the certificate is based upon the compatibility of exterior design, arrangement, texture, and material which is proposed for the structure and its relationship to other structures in the district. Due to the small area currently effected by the historic preservation ordinance, historic preservation does not constitute a constraint on the development of affordable housing in Winters.

Building and Housing Codes

Building and housing codes establish minimum standards and specifications for structural soundness, safety, and occupancy. The State Housing Law requires cities and counties to adopt minimum housing standards based on model industry codes. The City relies on the following uniform codes: *Uniform Building Code*, *Mechanical Code*, *Uniform Plumbing Code*, and *Code for Abatement of Dangerous*

Buildings, and *National Electrical Code*. The City has not adopted amendments to these uniform codes that operate as a significant constraint on the production of housing.

Code enforcement for existing buildings focuses primarily on nuisance abatement and condemnation of unsafe structures. Cities and counties pursue code enforcement in several ways, including:

- Complaint-Response: The City may inspect buildings for deficiencies only upon receipt of complaints by neighbors or tenants.

- Change of Occupancy for Rental Properties: A city may issue occupancy permits that require inspection and code compliance at time of turnover.

- Systematic: Code enforcement on a systematic basis with provision for financial assistance is especially appropriate in areas where strong and supportive neighborhood groups exist, the majority of homes are owner-occupied, housing is relatively sound, and income levels are moderate-income or above.

- Pre-Sale and "Truth in Sale": Pre-sale enforcement would require code inspection and violation abatement prior to sale of a home. A "truth in sale" ordinance would require information concerning code violations, zoning status, and property taxes to be provided to the buyer.

- Concentrated Code Enforcement: Code inspections may be conducted on a systematic basis through certain areas or for specific properties (such as rental or multi-unit residences).

The City's enforcement activities are divided among three responsibility groups: new construction, maintenance, and nuisance abatement. New construction enforcement, as its name implies, applies to new buildings or construction projects for which building permits are required. Maintenance enforcement applies primarily to commercial and industrial projects and is conducted in conjunction with the granting of business licenses. Nuisance abatement is generally conducted on a "complaint-response" basis and typically concerns such problems as unsanitary conditions and unsafe structures.

Primarily because of the lack of adequate replacement housing, the City has not been aggressive in its efforts to enforce housing-related codes as they apply to existing buildings.

Permit Processing Fees

State law requires that permit processing fees charged by local governments not exceed the estimated actual cost of processing the permits. Table II-21 lists fees charged by the City of Winters for the processing of various land use permits. Included in the table for comparison are fees charged in Woodland and Yolo County for similar applications. As shown, in almost every application process, Winters' fees are lower than those of the other jurisdictions.

TABLE II-21

PLANNING FEES
Winters, Woodland, and Yolo County
December 1990

Process	Winters/[1]	Woodland	Yolo County/[4]
Conditional Use Permit	$220	$ 554	$ 301
Zoning Amendment	$350	$1,337	
Variance	$220	$ 424	$ 559
General Plan Amendment	$500	$1,564	$3,278
Planned Development Zoning	$350		$ 130
Initial Study (Environmental Review)	$ 80	$ 598	$ 76
Negative Declaration	$170	$ 335	$ 285
Environmental Impact Report	$500	$1,000[8]	$3,611
Tentative Parcel Map (Subdivision-4 lots or less)	$175[2]	$1,112	$ 427
Tentative Subdivision Map (Subdivision-5 or more lots)	$350[3]	$2,380[7]	$ 746
Lot Line Adjustment	$175[6]	$ 195	$ 97
Site Plan Review	$150[5]	$ 938	$ 62

1 Plus staff time billed at a rate of $50.00 per hour and Consultant costs.
2 Plus $30.00 per lot.
3 Plus $5.00 per lot.
4 These are fees charged to individuals. Business/Corporate fees are higher. Where two fees are indicated for the same process, those requiring Planning Commission action are shown.
5 Plus $5.00 per 1,000 square feet in excess of 6,000 square feet.
6 For 2 lots. $30.00 for each additional lot.
7 Plus $22.00 per lot.
8 Plus $43.00 per hour after 16 hours.

Sources: Community Development Departments of Winters and Woodland, and Yolo County Development Agency

Permit Processing Procedure and Times

The timelines within which the City processes the various permits and applications necessary for residential development can affect the overall cost of housing. The minimum processing time for residential development project applications in Winters is determined by state requirements for environmental review and public notice and by the meeting schedules of the Planning Commission and

the City Council. The maximum time for processing residential development permits is set by state law (*Government Code §65929 et seq.*). The statutory time limit for completion of environmental review and approval or denial of a permit application starts when an application is accepted by the lead agency (i.e., the City) as complete. The lead agency then has one year in which to approve or disapprove a project for which an EIR will be prepared, or six months for projects for which no EIR is prepared.

The first step in the application process following payment of fees is staff review of the application for completeness. Once the application is deemed to be complete, it is reviewed by appropriate City staff, including the Development Review Committee which consists of staff from the following departments: Community Development, Public Works, Fire, Police, City Engineer, and City Attorney. Following staff analysis, the application is scheduled for review before one or more of the city committees or commissions described below.

City Council - Approves all final maps and hears appeals of Planning Commission decisions. Meets twice per month.

Planning Commission - Reviews plans and conditions of approval on all projects, affirms or modifies other commission recommendations, and submits final recommendations to the City Council for final subdivision maps, and as requested by the Council. Meets monthly.

Streets and Trees Commission - Makes recommendations to the Planning Commission concerning street design, landscaping, lighting and fence design along streets of proposed subdivisions. Meets monthly.

Parks and Recreation Commission - Makes recommendations to the Planning Commission concerning park dedication requirements in subdivision applications. Meets monthly.

The City attempts to process residential development applications in the shortest time possible, given the requirements for environmental review, public notice, and the schedules of decision-making bodies.

Table II-22 shows typical permit processing times for the City of Winters.

TABLE II-22

TYPICAL PERMIT PROCESSING TIMES
City of Winters
1992

Type of Application	Estimated Approval Time Period (Following Formal Acceptance)
General Plan Amendment	24 Weeks
Rezoning	24 Weeks
Use Permit	5 Weeks
Variance	5 Weeks
Building Permit	2-3 Weeks
Design Review (staff level)	30 Days
Design Review	5 Weeks
Planned Development	24 Weeks
Minor Subdivision (Tentative Map)	24 Weeks
Major Subdivision (Tentative Map)	52 Weeks
Minor Subdivision (Final Map)	Variable
Major Subdivision (Final Map)	Variable

Source: City of Winters

Development Fees

Table II-21 summarizes the development fees currently (1990) charged in Winters for residential subdivisions. Winters charges a fee of $3,740 per lot created in a subdivision exclusive of refuse, tree, and school fees. That fee is allocated to the various City services as indicated in Table II-23.

TABLE II-23

DEVELOPMENT FEES
City of Winters
December 1990

Fee Type/Allocation	**Cost**
New Lot Fees[1]	
Water (33%)	$1,234
Sewer (25%)	935
Storm Drainage (10%)	374
Streets (10%)	374
Parks (10%)	374
Buildings (10%)	374
Community Center (2%)	75
Total	**$3,740**
Refuse Fee	100
Street Tree Fee	25 [2]
School Impact Fee[3]	$1.58 per square foot of residential dwelling

[1]Fee for single family detached and multi-family applies to first mobile home pad. Additional pads are charged $3,140 per unit
[2]$50 per lot for corner lots
[3]Levied by Winters Joint Unified School District

Source: Winters Community Development Department

In conjunction with the revision of the *General Plan* in 1992, the City of Winters is revising its development impact fee schedule. This revision is based on a comprehensive assessment of infrastructure improvements needed to meet the demands of full buildout of the General Plan.

According to preliminary information, combined City development fees and building permit fees will run about $12,000 for a single family dwelling (medium density). In addition, County development fees and school fees currently being studied may run as high as $12,000 for a single family dwelling. If all contemplated fees are enacted, the total fee package for a single family dwelling would run about $24,000. The total fee package for a multi-family dwelling would likely run about a third less.

These fees may constitute a constraint on the development of affordable housing. To address this possible constraint, the City has committed to developing a fee deferral program to assist in the development of housing for very-low- and low-income households.

On- and Off-Site Improvements

Land improvements include both on-site and off-site improvements. In Winters, on-site improvements for residential construction include 16-foot driveways, parking areas, landscaping for both single- and multi-family housing, and the installation of water meters. Public off-site improvements include public

rights-of-way ranging from 32 feet in width without parking to 50 feet in width with parking on both sides. Other off-site improvement in Winters include street trees every 25 feet, undergrounding of utilities, drainage facilities, and bike lanes for collector and arterial streets.

All of these improvements add to the cost of housing but are deemed necessary to maintain the public health, safety, and welfare standards for a residential community. Street trees are a cost not always required of developers, but the savings in residential energy usage afforded to the homeowner by the trees probably outweighs the upfront cost of installing the trees. Accordingly, on- and off-site improvements do not constitute a constraint on the development of affordable housing in Winters.

NONGOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

The availability of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints. This assessment can serve as the basis for actions which local governments might take to offset the effects of such constraints. The primary market constraints to the development of new housing are the costs of constructing and purchasing new housing. These costs can be broken down into four categories: materials, labor, land, and financing. Winters can be considered as part of a very broad general housing market that includes the lower Sacramento Valley area. For the most part, housing cost components in Winters are comparable to those in other parts of the general market area. The following paragraphs briefly summarize these components vis-a-vis the local market and the statewide market.

Construction Costs

Construction cost is typically expressed as a combination of material and labor costs and do not include the cost of land, site improvements, landscaping, permit costs, or profit. Material and labor costs are discussed below.

Material Costs

A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and plastic pipe. Prices for these goods are affected primarily by the availability and demand for such materials.

Because the lower Sacramento Valley is served by such a well-developed regional transportation network and because many of the materials needed for construction are produced in the region, availability of materials is excellent. The demand for building materials is also very high because there is so much housing development occurring in the area. The result of the combination of excellent supply and high demand is a very competitive market and, therefore, relatively low prices. In addition, the land in Winters which is most likely to be developed in the future for housing is well-suited for the kind of large projects which allow developers to realize economy-of-scale savings on materials.

The costs of building materials in the lower Sacramento Valley in general and in Winters in particular are relatively low and, therefore, do not constitute a constraint to the development of affordable housing.

Cost of Labor

Another major cost component of new housing is labor. Inflated labor costs due to high wage rates significantly increase the overall cost of housing in some markets. Labor costs in Winters are competitive with those in the Sacramento metropolitan area, but generally lower than the San Francisco Bay Area.

Total Construction Costs

Based on telephone conversations with major residential developers in Winters, total construction costs for basic single family construction in Winters runs approximately $50 per square foot in 1992.

Land Costs

Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. These costs can account for as much as half of the final sales prices of new homes in very small developments or in areas where land is scarce. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangement made between the buyer and seller.

Because of the abundant availability of relatively inexpensive farmland in the area, land costs in the lower Sacramento Valley housing market area are generally low.

Land costs vary significantly in accordance with a variety of factors, including proximity of urban services. In June 1991, raw land not readily accessible to public infrastructure was selling for approximately $18,000 to $20,000 per acre. This price applies to land beyond the City's sphere of influence and may also apply to certain land within the Winters' Urban Limit Line. In-fill parcels within the city limits and close to all necessary infrastructure are currently selling for between $40,000 and $50,000 per acre (source: personal communication, Morton Vanden Bergh).

Cost and Availability of Financing

The cost and availability of capital financing affect the overall cost of housing in two ways: first, when the developer uses capital for initial site preparation and construction and, second, when the homebuyer uses capital to purchase housing.

The capital used by the developer is borrowed for the short-term at commercial rates, which are considerably higher than standard mortgage rates. Commercial rates nonetheless drop when the overall market rates decrease, so low interest rates have a positive effect on the housing construction market. According to local developers, construction financing is readily available for single-family construction. Construction financing is difficult to obtain, however, for multi-family construction, due to general market conditions not unique to Winters. This lack of construction financing for multi-family housing poses a significant constraint on the production of affordable housing in Winters.

The homebuyer uses capital financing in the form of long-term mortgage loans. Market rates for standard fixed-rate home loans were about 9.0 percent in April 1992. Mortgages are generally available for the purchase of single-family homes throughout Winters, and no neighborhood in Winters shows visible signs

of financial disinvestment by banks or other lending institutions. Table II-24 shows how the variation in interest rates affects the buyer's monthly mortgage payments on a range of loan amounts.

TABLE II-24

MONTHLY MORTGAGE PAYMENTS

Interest	Original Loan Amount				
Rate (%)	**$70,000**	**$80,000**	**$90,000**	**$100,000**	**$150,000**
9.0	$ 563	$ 644	$ 724	$ 805	$ 1,207
9.5	589	673	757	841	1,261
10.0	614	702	790	878	1,316
10.5	640	732	823	915	1,372
11.0	667	762	857	952	1,428
11.5	693	792	891	990	1,485
12.0	$ 720	$ 823	$ 926	$ 1,029	$ 1,543

Note: Based on a 30-year, fixed-rate mortgage, not including real estate taxes and home insurance. These costs add about 2 percent of the sales price annually.

Source: J. Laurence Mintier & Associates

Table II-25 relates loan rates to home loan affordability at various income levels. The figures in the table are based on principal and interest equaling 25 percent of the gross income and do not include taxes and insurance, which could add approximately 15 percent to the monthly payment. Most lenders, however, are qualifying buyers somewhere between 29 and 36 percent of total income. Table II-25, therefore, provides only a rough estimate of loan affordability.

TABLE II-25

INCOME/LOAN AMOUNT AFFORDABILITY

Interest	Annual Income						
Rate	**$20,000**	**$25,000**	**$30,000**	**$35,000**	**$ 40,000**	**$ 45,000**	**$50,000**
9%	$51,560	$63,550	$77,500	$89,600	$103,200	$116,000	$128,000
10%	47,480	59,349	71,219	83,089	94,959	106,829	118,699
11%	43,753	54,691	65,629	76,567	87,505	98,443	109,382
12%	40,503	50,635	60,761	70,888	81,015	91,142	101,269
13%	37,667	47,083	56,500	65,916	75,333	84,750	94,166
14%	$35,166	$43,957	$52,748	$61,450	$ 70,331	$ 79,122	$87,914

Source: National Association of Home Builders

Table II-26 shows the typical costs associated with buying a home.

TABLE II-26

TYPICAL HOUSING COSTS
($175,000 Home)

Sales Price	$175,000
Closing Costs	5,537
Down Payment @ 20%	35,000
Mortgage Balance	140,000
Annual P&I @ 10.25% (30 years)	15,054
Insurance*	542
Taxes*	2,012
Total Annual Carrying Costs	17,608
Income Needed @ 30% of Gross)	$70,432

Source: J. Laurence Mintier & Associates

Note: *Varies with jurisdiction

PUBLICLY-OWNED SURPLUS LAND

There is currently (1992) no publicly-owned, surplus land in Winters suitable for housing.

RESIDENTIAL ENERGY CONSERVATION

Residential energy conservation measures can take two forms: those applied to the construction of new housing and those added to existing housing to increase energy efficiency (retrofitting).

State law requires local governments to implement energy conservation standards for all new residential development. Under these requirements, every new residential building constructed must meet rigorous building standards for heat gain and heat loss. In mandating these requirements, the state has largely preempted the authority of local governments to regulate building construction with respect to energy conservation.

Pacific Gas & Electric Company (PG&E) sponsors various energy conservation programs, including the Direct Weatherization Program for low-income residents and T-Cap, a program for replacing outdated furnaces for elderly residents. In addition to these programs, PG&E also provides free energy audits for all their customers.

CURRENT AND PAST HOUSING PROGRAMS IN WINTERS

Redevelopment

In 1990, the Winters Community Development Agency proposed a redevelopment project for certain portions of the city, as authorized by *California Community Redevelopment Law* (*Health and Safety Code §33000 et seq.*). The redevelopment plan, entitled City of Winters *Community Development Project Area*

Plan, which is scheduled for completion in mid-1992, will serve as both an enabling document and as guidelines for Agency decisions regarding development and redevelopment of properties within the Project Area. The Plan will help authorize and finance Agency projects related to public infrastructure improvements, community facilities, and other support projects, all with the purpose of eliminating "blighted conditions" and "blighting influences," as defined in by state redevelopment law. The Plan will also direct 20 percent of its budget to develop affordable housing in the community based on a plan to be developed pursuant to new requirements in state law.

Yolo County Housing Authority

The Yolo County Housing Authority (YCHA) owns 413 public housing units and manages over 200 additional units in Yolo county under a variety of housing assistance programs, including the Department of Housing and Urban Development (HUD) Section 8 Certificate (Voucher) program, HUD 236, 211, and 233 programs, YCHA-assisted housing, and conventional housing projects. Housing assistance programs operated by YCHA are available to low-income (80 percent of median income) households. Federal requirements further stipulate that 95 percent of the units must be available to persons of very-low income (50 percent of median income).

Yolo County Housing Authority operates the Lower Income Rental Assistance program. This program aids low- and very low-income families in obtaining decent, safe, and sanitary housing in private accommodations. Monthly housing assistance payments are based on the difference between a payment standard for the area and 30 percent of the family's monthly income. For families selected for assistance, preference will be given to those who are occupying substandard housing, are voluntarily displaced, or are paying more than half of their income for rent. Currently (1991), 16 Section 8 Certificates and Vouchers are being used in the Winters area.

YCHA owns and operates housing complexes in six locations throughout the county. The closest such project to Winters is El Rio Villa, located just east of Interstate 505, on Road 32. El Rio Villa was constructed in 1936 by HUD as farm labor housing for both permanent and migratory workers. Over the years, the original units have been replaced. In early 1992, an 18-unit reconstruction project was completed by YCHA, bringing the total number of units at El Rio Villa to 126 duplex and fourplex rental units. These units house 330 persons. According to YCHA, approximately 90 percent of the units are occupied by families employed in farm-related industries. Rental cost is 30 percent of family income. Yolo County Housing Authority currently operates no housing projects within the Winters city limits.

Farmer's Home Administration (FmHA)

The Farmer's Home Administration, an agency of the U.S. Department of Agriculture, provides grants and low-cost loans to improve housing in rural areas. Potential recipients include rural residents, government entities, and both nonprofit and profit-motivated sponsors.

Unlike HUD programs which generally operate through banks and other approved lending institutions, FmHA itself makes loans directly to qualified applicants.

FmHA grants and loans (except those under the farm labor program) are made only in rural areas--generally defined as areas with populations under 10,000 or up to 20,000 in credit-scarce regions outside a Metropolitan Statistical Area (MSA).

Rental Housing Loans (Section 515)

These insured loans provide funds to build, purchase or repair multi-unit rental or cooperative housing for persons with low and moderate incomes and for those age 62 and older in rural communities of not more than 10,000 population. Such loans may also be available in communities between 10,000 and 20,000 residents if the facility is not within an SMSA. The maximum repayment period is 50 years for senior citizen projects and 40 years for all other projects. Rental assistance provisions or programs are available and administered by FmHA or HUD's Section 8 rent subsidy program.

Low-income persons are required to pay 30 percent of their adjusted income. According to the FmHA, the Section 515 program is regularly renewed in five-year increments. Continued funding, while not guaranteed, appears very likely (source: personal communication, Mary Curll, FmHA).

There are two assisted apartment complexes within Winters, both subsidized by the Farmer's Home Administration (FmHA) Section 515, Rural Rental Assistance Program. These are the Almondwood and Winters Apartments. A third project, a 48-unit senior housing complex in Winters, is in the process of applying for Section 515 funds, and the City is expected to approve the project in Spring or Summer 1992. Very-low-income seniors have first priority for these units.

Community Development Block Grant

Under the Housing and Community Development Acts of 1974 and 1977, federal funds in the form of Community Development Block Grants are made available to local governments like Winters. The primary objective of the program is to upgrade low and moderate income housing. The City of Winters is currently in the process of applying for CDBG funding for the first time for housing rehabilitation.

Home Investment Partnership Act (HOME Program)

The HOME Program is a new federal housing program enacted pursuant to Title II of the National Affordable Housing Act (1990). The program is being operated by Yolo County to receive program funds for cities in Yolo County. The purposes of the HOME Program are to: 1) expand the supply of decent, affordable housing for low- and very low-income families, with emphasis on rental housing; 2) build state and local capacity to carry out affordable housing programs; and 3) provide for coordinated assistance to participants in the development of affordable low-income housing. The program requires a 50 percent match in funds from the locality, but for the first year no match is required. The HOME Program funds can be used for acquisition, rehabilitation, new construction, and first-time homebuyers programs.

The Rental Housing Construction Program

The Rental Housing Construction Program (RHCP), operated by the California Department of Housing and Community Development (HCD), is designed to stimulate the production of rental units affordable to low-income households, by offering 40-year loans with deferred payment of principal at a three percent interest rate. Construction and permanent financing are available, and a minimum of 30 percent of the units must be assisted with at least two-thirds of those units for very low-income households. RHCP provides subsidy to 12 units in the Almondwood apartment complex in Winters. Originally funded in 1983, RHCP operates under a 30-year regulatory agreement with the property owner.

City of Winters - Second Units

The Winters *Zoning Ordinance* allows secondary dwelling units in the R-1 Zoning district, subject to the granting of a conditional use permit by the Planning Commission. Second units are subject to various conditions, including design review, a floor space limitation of 640 square feet, and an occupancy limit of two persons. Second units are, however, allowed on lots as small as 6,000 square feet with no limitations on the type or tenure of the occupant.

Joint Agreement for Homeless Services

As reported in a previous section, the City of Winters participates in a joint agreement with Yolo County and other Yolo County cities to provide services to the homeless. The agreement provides for a homeless coordinator and for cold weather shelter. For an expanded description of this program see the section on special needs above.

PRESERVATION OF ASSISTED HOUSING

Starting in 1992, housing elements are required by state law to include an analysis of assisted multifamily housing units due to convert to market-rate housing. The analysis is to cover the period starting at the statutory date for housing element revision and run for the following 10-year period. The statutory revision date for Winters' Housing Element was July 1, 1991; the end of the required 10-year period for analysis of assisted housing units is, therefore, July 1, 2001. Most low- and moderate-income housing units assisted through either a federal, state, or local housing program qualify as assisted housing. The analysis should include the following information:

- Inventory of units at risk of losing use restrictions,
- Cost analysis of preserving at-risk units versus replacing them,
- Non-profit entities capable of acquiring and managing at-risk projects,
- Potential preservation financing sources,
- Number of at-risk projects/units to be preserved, and
- Efforts to preserve units at risk of losing use restrictions.

There are no assisted housing developments in Winters that are eligible to convert to non-low-income housing during the ten-year period from July 1, 1991 through July 1, 2001. This conclusion was based in part on the California Housing Partnership Corporation report entitled *Inventory of Federally-Subsidized Low-Income Units At Risk of Conversion.* The conclusion was also based on an analysis of the existence of state and locally-subsidized program units in Winters.

There are two FmHA-subsidized multifamily projects that were investigated to determine if they qualified for analysis under the new state law requirements, but upon investigation were determined to fall outside of the 10-year period. The first project, the Almondwood Apartments, located at 801 Dutton Street, is a 39 unit complex which includes 20 units assisted by the FmHA 515 Program and HCD's RHCP Program. The second project, the Winters Apartments, located at 116 East Baker Street, is a 44 unit complex, of which 35 units are subsidized by the FmHA 515 Program. In each case, the subsidized

mortgage is for a 40- to 50-year time period with no option for prepayment. The Almondwood Apartments began its mortgage in 1983 and the Winters Apartment began its mortgage in 1981.

In addition, a 48-unit senior housing project, which will be subsidized under the FmHA 515 rental assistance program, is proposed for construction within the city sometime in the near future. All of the units in this project will likely be occupied by persons of very-low income.

The FmHA Program units will face risk of conversion sometime after the 10-year period cited above. Similarly, because the RHCP program is linked to the FmHA Section 515 program, the dwelling units subsidized under that program are also not at risk of conversion. (Source: Linda Wheaton, California Department of Housing and Community Development).

IMPLEMENTATION OF THE 1984 HOUSING ELEMENT

State law requires cities and counties to provide an analysis of the progress made in implementing their previous housing element programs. This section lists the 1984 Housing Element's housing program. The City's actions in implementing each programs follows the program statement in italic print.

Housing Supply

1. Help identify, facilitate, and solicit Federal and State funding, if available, for the construction of rental apartment units and low and moderate single-family units.

   Not implemented due to lack of staff resources.

2. Provide provisions in the zoning ordinance to allow mobilehome parks and subdivisions in the various residential zoning districts through a use permit procedure. Proposed mobilehome parks and subdivisions will be evaluated on an individual basis and the density range will be established by the underlying zoning and General Plan classification.

   Implemented through Ordinance 86-04, which sets forth regulations for the development of mobilehome parks in Winters allowing mobilehome parks in all residential districts in the city.

3. Include in the subdivision ordinance a requirement that no designated mobilehome park can be converted to condominiums or cooperative projects unless 2/3 of existing tenants agree to such a conversion.

   Implemented through Article 10 of the Winters Municipal Code, which sets forth regulations for the conversion of rental units, including mobilehomes, to condominiums.

   Also implemented through the mobilehome renovation project on Baker Street, wherein 12 units were built for rental to senior citizens through Title 8 subsidies. This program is coordinated with the Yolo County Housing Authority, and was initiated in 1987.

4. Identify, facilitate, and solicit federal and state funding assistance, if available, for mortgage assistance and rent subsidies.

   Not implemented due to lack of staff resources.

5. The City will establish a program to periodically review the General Plan to ensure the document meets the City's current needs. One of the elements for the periodic review will be the continuous monitoring of the availability and usage of the lands in the various residential density classifications.

   Implemented through an ongoing process which has culminated in the current General Plan revision process.

6. Amend the city's condominium conversion ordinance to include:

   - The latest provisions which address the rights of tenants;
   - A minimum multi-family vacancy rate requirement to be met prior to approval for conversion; and
   - Commitment to provide ownership opportunities for low and moderate income residents.

   See Program 3, above.

7. Prior to the next funding cycle, apply for small Community Development Block Grant funding for the purpose of rehabilitating those housing units within the city which are deteriorating.

   Currently being implemented; the City is in the process of applying for CDBG funding for housing rehabilitation in the Major Vista area.

8. Encourage maximum utilization of any additional federal and state funds for low interest loans and grants for the rehabilitation of ownership and rental properties.

   Except for application to the CDBG Program (see Program 7, above), the City has not pursued low interest loans or grants for housing rehabilitation due to a lack of staff resources.

9. Encourage maximum use of available public and private funds to help provide for the special housing needs of the elderly, handicapped, single parent, and large families.

   The Community Center has provided ongoing referrals to senior citizens requesting assistance in locating needed services. Otherwise, this program has not been implemented due to lack of staff resources.

10. Distribute available housing subsidies to available sites in neighborhoods throughout the city to avoid the formation of concentrations of such housing.

    The City has provided assistance to individuals who have requested aid in locating subsidy funding for housing. The city has not actively pursued any programs to locate and distribute such funding due to lack of staff resources.

11. Adopt a policy prohibiting discriminatory and unfair housing practices within the city. A procedure should be developed to provide for a mechanism through which aggrieved parties can notify the City of unfair housing practices and through which the City can in turn contact the appropriate local, state, or federal agencies.

    Implemented through a yearly resolution adopted by the City Council endorsing fair housing, and through an annual "Fair Housing Week," where the City's pro-fair housing policy is advertised and

promoted. The Community Development Department handles claims of unfair housing practices and refers aggrieved parties to the proper authorities.

12. Cooperate to the maximum extent feasible with all public agencies, special districts, non-profit housing organizations, and local lending institutions in mutual efforts to provide affordable housing.

    Not Implemented due to lack of staff resources.

13. Prepare and utilize a format for evaluating immediate and long range public service capacities and costs resulting from new developments in order to assure the city's ability to provide and maintain necessary public improvements in new and existing neighborhoods.

    Currently being implemented through sewer, water, and drainage studies being performed by CH2M Hill and by updating the Ralph Anderson study of development fees completed in 1990.

14. Promote the use of passive and active solar systems in new and existing residential buildings.

    Implemented (ongoing). This condition is included in the conditions of approval for appropriate projects.

15. Include in the next application for Small Community Development Block Grant funding a request for funds to provide for weatherization, insulation installation, and other energy conservation retrofitting to those low-income residents in need of such help.

    Implemented (1986-'89) through a grant which funded a series of workshops put on by People Resources, Inc., dealing with low cost weatherization techniques and funding sources.

16. Continue to ensure that State residential energy conservation building standards are complied with.

    Implemented (ongoing) through Building Division permitting requirements.

Conclusions

Many of the implementation programs contained in the 1984 Housing Element have been successfully implemented by the City of Winters. There are, however, a number of programs which the City has failed to implement. Most of these programs involved applying for state or federal funding for affordable housing construction or rehabilitation, and in most cases the reason for failure to implement the program was lack of adequate staff resources.

Another part of the reason for the City's failure to fully implement its 1984 Housing Element is that the City has been undergoing an intensive general plan revision process since 1989. The City has focused much of its energy on completing this process, in part, because the City has been under a building moratorium since 1989 pending completion of the general plan revision. This process has strained City resources which could have otherwise been directed towards pursuing state and federal housing funds for projects in the city.

GENERAL PLAN CONSISTENCY

The Housing Element was updated as part of a comprehensive revision of the Winters *General Plan*, culminating in May 1992. This comprehensive effort was designed in part to ensure consistency among all updated General Plan elements.

CITIZEN PARTICIPATION

The 1992 General Plan update was the result of nearly three years of effort involving all segments of the community. Following publication of the *Draft General Plan* in October 1991, the City held six public hearings to receive comment on all elements of the draft plan. These hearings and the follow-up meetings were well attended by housing advocates and lower income individuals. A special meeting was held in February 1992 to solicit input directly from housing advocates and lower-income individuals on proposed housing policies and programs. In addition, Legal Services of Northern California followed the General Plan update process closely and provided input at several points.

GLOSSARY

Affordable Housing

Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income for housing including utilities.

Assisted Housing

Generally multi-family rental housing, but sometimes single-family ownership units, whose Construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), federal Sections 213, 236, and 202, federal Section 221(d)(3) (below-market interest rate program), federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in-lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs. By January 1, 1992, all housing elements are required to address the preservation or replacement of assisted housing that is eligible to change to market rate housing by 2002.

Community Development Block Grant (CDBG)

A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Density Bonus

The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20 percent of its units for lower income households, or 10 percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus.

Dwelling Unit

A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Family

(1) Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. (2) An individual or a group of persons living together who constitute a *bona fide* single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind [California].

Homeless

Persons and families who lack a fixed, regular, and adequate nighttime residence. Includes those staying in temporary or emergency shelters or who are accommodated with friends or others with the understanding that shelter is being provided as a last resort. California housing element law requires

all cities and counties to address the housing needs of the homeless. (See "Emergency Shelter" and "Transitional Housing.")

Household
All those persons--related or unrelated--who occupy a single housing unit. (See "Family.")

Low-income Household
A household with an annual income usually no greater than 80 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

Manufactured Housing
Residential structures that are constructed entirely in the factory, and that since June 15, 1976, have been regulated by the federal *Manufactured Home Construction and Safety Standards Act of 1974* under the administration of the U.S. Department of Housing and Urban Development (HUD).

Mobilehome
A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit and that (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park.

Moderate-income Household
A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Low-income Household.")

Multi-Family Housing
A detached building designed and used exclusively as a dwelling by three or more families occupying separate suites.

Rehabilitation
The repair, preservation, and/or improvement of substandard housing.

Residential, Multiple Family
Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-family
A single dwelling unit on a building site.

Second Unit
A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called "Granny Flat."

Section 8 Rental Assistance Program
A federal (HUD) rent-subsidy program that is one of the main sources of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30 percent of the household's adjusted gross monthly income (GMI).

Seniors
Persons age 62 and older.

Shared Living
The occupancy of a dwelling unit by persons of more than one family in order to reduce housing expenses and provide social contact, mutual support, and assistance.

Single-family Dwelling, Attached
A dwelling unit occupied or intended for occupancy by only one household that is structurally connected with at least one other such dwelling unit.

Single-family Dwelling, Detached
A dwelling unit occupied or intended for occupancy by only one household that is structurally independent from any other such dwelling unit or structure intended for residential or other use. (See "Family.")

Substandard Housing
Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

Transitional Housing
Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing.

Uniform Building Code (UBC)
A national, standard building code that sets forth minimum standards for construction.

Uniform Housing Code (UHC)
State housing regulations governing the condition of habitable structures with regard to health and safety standards, and which provide for the conservation and rehabilitation of housing in accordance with the *Uniform Building Code* (UBC).

Very Low-income Household
A household with an annual income usually no greater than 50 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S.

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CHAPTER III

POPULATION

INTRODUCTION

This chapter reviews historical population trends, current demographics, and population projections for the city of Winters. Much of the information contained in this chapter is taken from the 1990 U.S. Census (Summary Tape File 1). Certain data from the 1990 U.S. Census are not yet available (May 1992). In such instances, 1980 data are used.

HISTORICAL POPULATION GROWTH

As of January 1, 1991, the Winters' population was 4,778, according to the California Department of Finance. The 1990 U.S. Census indicates a population of 4,639, which will be used elsewhere in this chapter. As shown in Table III-1 and Figure III-1, Winters' population growth rate fluctuated widely between 1980 and 1991, while increasing by 80.2 percent (an average annual rate of 5.5 percent). For most of the eleven year period the city's growth rate was under the eleven year average. Major increases in growth, however, occurred in 1983 (11.2 percent), 1987 (8.6 percent), 1989 (10.5 percent) and 1990 (8.4 percent).

During this same eleven year period, population within Yolo County and the state increased at a relatively steady, but much lower, rate. The average annual rate of increase was 2.1 percent for the county and 2.2 percent for the state. As shown in Table III-1, in most years, the cities of Woodland and Davis grew at a much lower rate than Winters.

TABLE III-1

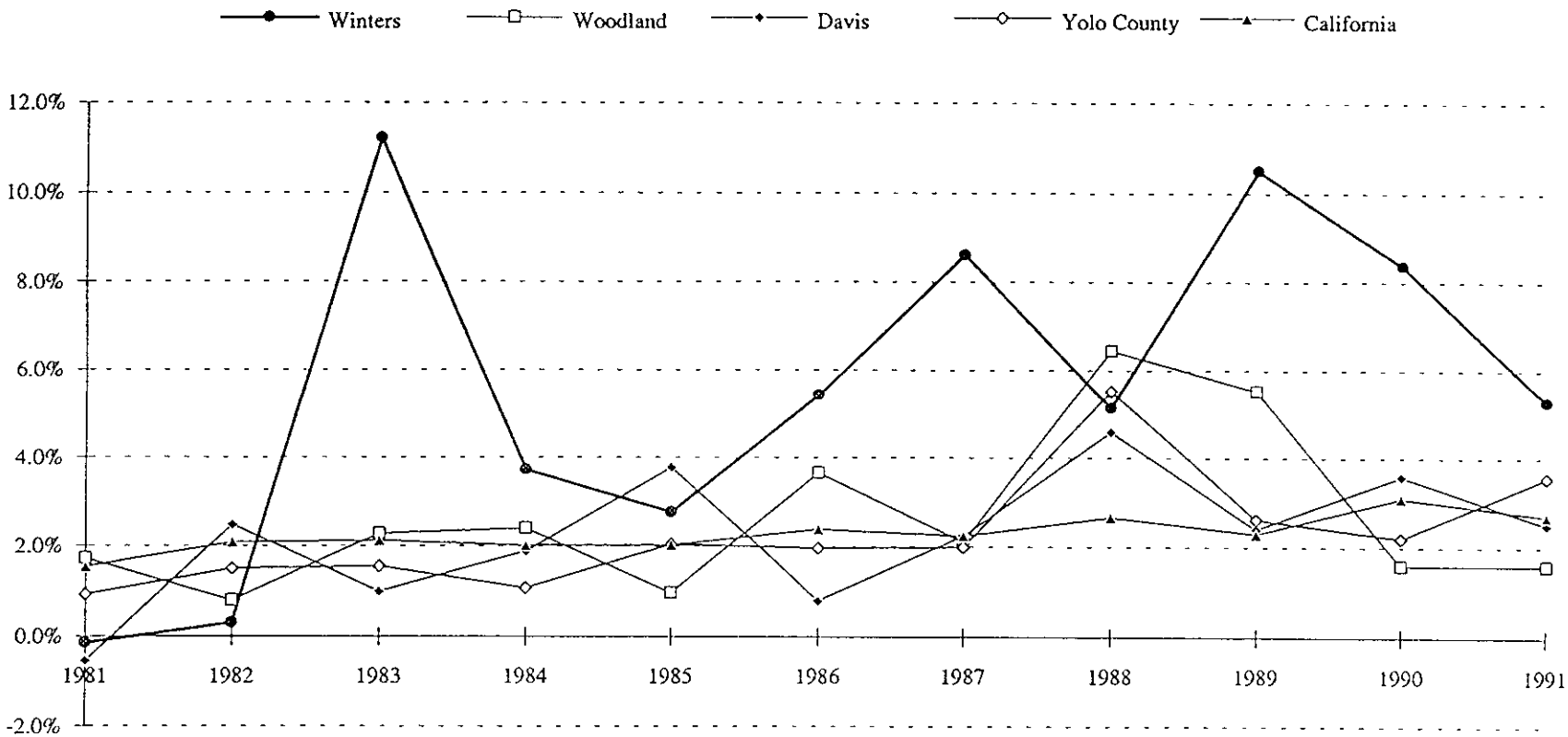
POPULATION GROWTH RATES
Winters, Woodland, Davis, Yolo County, and California
1980 to 1991

	Winters		Woodland		Davis		Yolo County		California	
Year	Population	% Change	Population	% Change	Population	% Change	Population	% Change	Population	% Change
1980	2,652	-	30,235		36,840	-	113,374	-	23,667,902	-
1981	2,648	.2	30,758	1.7	36,637	-.06	114,420	.9	24,032,331	1.5
1982	2,656	.3	31,002	0.8	37,548	2.5	116,139	1.5	24,531,693	2.1
1983	2,954	11.2	31,707	2.3	37,920	1.0	117,935	1.5	25,052,217	2.1
1984	3,064	3.7	32,467	2.4	38,632	1.9	119,196	1.1	25,555,386	2.0
1985	3,149	2.7	32,783	1.0	40,093	3.8	121,630	2.0	26,072,267	2.0
1986	3,320	5.4	33,984	3.7	40,412	0.8	124,024	2.0	26,693,749	2.4
1987	3,606	8.6	34,702	2.1	41,320	2.2	126,498	2.0	27,292,349	2.2
1988	3,791	5.1	36,941	6.5	43,219	4.6	133,476	5.5	28,018,710	2.7
1989	4,189	10.5	38,980	5.5	44,258	2.4	136,985	2.6	28,662,249	2.3
1990	4,540	8.4	39,600	1.6	45,850	3.6	140,000	2.2	29,551,000	3.1
1991	4,780	5.3	40,250	1.6	47,000	2.5	145,000	3.6	30,351,029	2.7
Total Increase 1980 to 1991	2,128	80.2	10,015	33.1	10,160	27.62	31,626	27.9	6,683,098	28.2
Average Compound Annual Increase		5.5		2.7		2.2		2.1		2.2

Sources: U.S. Census Bureau; California Department of Finance

FIGURE III-1

ANNUAL POPULATION GROWTH RATES
1980 to 1991



POPULATION CHARACTERISTICS

Age Distribution

Age structure is a particularly important planning consideration because different age segments of the population require different kinds of services. A younger population will likely demand more opportunities for active recreation, whereas an older population will likely call for more passive recreational facilities. Different age groups also require different considerations when it comes to housing. An older population will generally have less need for the type of large housing units that a population with a large number of residents of child-bearing age will need. Table III-2 shows the age distribution of Winters' population in 1990.

Table III-2 shows that the age structure of Winters, as of the 1990 U.S. Census, is different than that of the county and the state. While Winters has a higher percentage of young children (under age 18) and adults (age 35 and older) than either the county or the state, in the age 18 to 34 category the city is significantly lower than the county and the state. This statistic is most likely attributable to the lack of employment and career opportunities available in Winters to persons just beyond high school age.

According to the U.S. Census, in 1980 the median age (median age in 1990 is not available at this time (May 1992)) of the city (31.3) was somewhat higher than that of Yolo County (27.1).

TABLE III-2

AGE DISTRIBUTION
Winters, Yolo County, and California
1990

	Winters		Yolo County		California	
Age Group	**Total**	**% of Total**	**Total**	**% of Total**	**Total**	**% of Total**
Under 18	1,545	33.3	34,004	24.1	7,750,725	26.0
18 to 34	1,327	28.6	51,396	36.4	9,098,628	31.0
35 to 59	1,217	26.2	37,625	26.7	8,675,797	29.0
60 and over	550	11.9	18,067	12.8	4,234,871	14.0
Total	**4,639**	**100.0**	**141,092**	**100.0**	**29,760,021**	**100.0**

Source: U.S. Census Bureau, 1990

Racial and Ethnic Composition

Table III-3 shows a breakdown of the ethnic subgroups in the populations of Winters, Yolo County, and California, as of the 1990 U.S. Census.

As shown in Table III-3, the ethnic composition of Winters in 1990 was significantly different than both the county and the state in that there were very few Black or Asian persons living in the city. In addition, there was a much higher percentage of persons of Spanish origin. In Winters, persons of Spanish origin accounted for over two-fifths (40.2 percent) of the population, while in the county and the state this ethnic group accounted for 20 percent and 25.8 percent of the population, respectively.

TABLE III-3

ETHNIC COMPOSITION
Winters, Yolo County, and California
1990

	Winters		Yolo County		California	
Ethnic Group	**Total**	**% of Total**	**Total**	**% of Total**	**Total**	**% of Total**
White	2,663	57.4	96,825	68.6	17,029,126	57.3
Black	14	0.3	2,975	2.1	2,092,446	7.0
Asian/[1]	90	1.9	12,818	9.1	2,894,418	9.7
Spanish/[2]	1,868	40.2	28,182	20.0	7,687,938	25.8
Other	4	0.1	292	0.2	56,093	0.2
Total	**4,639**	**100.0**	**141,092**	**100.0**	**29,760,021**	**100.0**

[1] Includes Asian and Pacific islander, American Indian, Eskimo and Aleut
[2] Persons of Spanish origin are deducted for each race category and shown separately as Spanish

Source: U.S. Census Bureau, 1990

Household and Family Composition

Table III-4 provides a comparison of family composition in Winters, Yolo County, and California based on figures contained in the 1990 U.S. Census. As the table shows, Winters has a larger percentage of Married Couples with Children than either the county or the state. The percentage of Married Couples without Children is comparable to the county and the state. In 1990, the city had a significantly lower percentage of Non-Family Households than either the county or the state.

TABLE III-4

HOUSEHOLD COMPOSITION
Winters, Yolo County, and California
1990

	Winters		Yolo County		California	
Family Type	**Total**	**% of Total**	**Total**	**% of Total**	**Total**	**% of Total**
Married w/children	608	40.4	12,608	24.7	2,791,452	26.9
Married w/o children	383	25.4	12,528	24.6	2,678,070	25.8
Single male w/children	51	3.4	1,009	2.0	252,314	2.4
Single male w/o children	14	0.9	855	1.7	225,378	2.2
Single female w/children	111	7.4	3,739	7.3	784,315	7.6
Single female w/o children	31	2.1	1,445	2.8	407,865	3.9
Non-family households	308	20.5	18,788	36.9	3,241,812	31.2
Total	**1,506**	**100.0**	**50,972**	**100.0**	**10,381,206**	**100.0**

Source: U.S. Census Bureau, 1990

Place of Residence

Table III-5 describes mobility patterns for residents of Winters, Yolo County, and California between 1975 and 1980 (1990 U.S. Census data are not available). The 1980 Census indicated that the population of Winters was slightly more stable than California's general population. In 1980, 45.3 percent of Winters' population had lived in the same residence for at least five years, in contrast to Yolo County at 40 percent and the state at 44.6 percent.

Winters had a lower percentage of persons who had lived in a different house in the same county (18.2 percent) than both the county (22.3 percent) and the state (30.2 percent).

TABLE III-5

RESIDENTIAL PATTERNS
Winters, Yolo County, and California
1975 to 1980

	Winters		Yolo County		California	
Place of Residence	**Total**	**% of Total**	**Total**	**% of Total**	**Total**	**% of Total**
Same house	1,097	45.3	42,286	40.0	9,797,761	44.6
Different house/same Co.	440	18.2	23,638	22.3	6,631,480	30.2
Different county in CA	592	24.4	28,041	26.5	2,651,628	12.1
Different state	187	7.7	7,740	7.3	1,877,289	8.5
Different country	106	4.4	4,071	3.8	1,021,703	4.6
Total	**2,422**	**100.0**	**105,776**	**100.0**	**21,979,861**	**100.0**

Source: U.S. Census Bureau, 1980

POPULATION PROJECTIONS

As shown in Table III-1, in most of the years between 1980 and 1991 Winters grew at a relatively slow pace, although the growth rate in the 1980's was higher than that of pervious decades. As in other rural communities, Winters' population changes in the first half of this century were largely the result of a routine cycle of births and deaths within the community and the construction of an occasional new residence. In recent years, the burgeoning growth occurring in the Sacramento metropolitan area and the San Francisco Bay Area has had a dramatic effect upon the city, as indicated by the increasing number of residential developments which have been approved since the early 1980s. Winters' charm and proximity and easy access to both the Bay Area and Sacramento are likely for the foreseeable future to continue to attract residents willing to commute a half hour or more to employment opportunities.

The Sacramento Area Council of Governments (SACOG) has prepared population projections for the 20-year period ending in 2010 (see Table III-6). SACOG projects that Winters will grow at an average annual rate of 5.65 percent, reaching a population of 14,000 by the year 2010. During this same period, the county is expected to grow at an average annual rate of 2.57 percent. In 2010, the population of Yolo County is expected to reach 235,400.

TABLE III-6

PROJECTED POPULATION

Winters and Yolo County
1990 to 2010

	Winters		Yolo County	
Year	**Population**	**% Change**	**Population**	**% Change**
1990	4,540		139,960	
1995	5,800	27.8	154,100	10.1
2000	7,750	33.6	177,600	15.2
2005	10,400	34.2	204,700	15.3
2010	14,000	34.6	235,400	15.0
Total % Increase		**208.4**		**68.2**

Source: *Baseline Projections Yolo County*, Sacramento Area Council of Governments, May 5, 1992

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CHAPTER IV

ECONOMIC CONDITIONS

INTRODUCTION

This chapter examines economic conditions and market factors and trends within the Winters area that will have a bearing on the city's long-term growth and development.

ECONOMIC CONDITIONS IN WINTERS

In general, two trends characterize the current market conditions driving development in Winters and throughout the region: 1) strong demand for housing, and 2) relatively slow or sporadic growth in the industrial and commercial sectors. These trends and the market forces affecting them are discussed below.

Personal and Household Income

In 1990 the estimated average household income was $31,073 for Winters and $33,339 in Yolo County. Between 1980 and 1990, average household income grew by 70.8 percent in Winters and 70.6 percent in the county. The estimated average personal income in 1990 for Winters' residents was $10,777, whereas the county average was $12,682. Between 1980 and 1990, personal income grew by 70.8 percent in Winters and by 74.3 percent in the county.

Housing Demand

Chapter II, Housing, describes Winters' existing housing stock and recent changes. Until the 1980s, Winters had experienced relatively modest new housing development. Winters' recent strong housing demand and development has been the result of persons employed in the greater San Francisco Bay Area and Sacramento metropolitan areas moving to Winters, in large part, for its affordable housing. The potential for continued growth from commuters seeking affordable housing will directly affect Winters' future growth and economic development. The duration of the strong demand for housing depends primarily on the Bay Area's employment/housing imbalance. It seems likely that the Bay Area will continue to generate employment opportunities in excess of its housing supply for the next 20 years.

Chapter III, Population, describes population growth projections prepared by the Sacramento Area Council of Governments (SACOG) for both the county and Winters. In the next twenty years, while the county population is projected to increase by 65.5 percent, the population of Winters is projected to increase by 201.8 percent.

Demand for housing in Winters and nearby communities is expected to increase in response to relatively higher housing prices in the Sacramento and San Francisco Bay area regions, and the close proximity of Winters to the employment markets in those regions.

Commercial and Industrial Development

For most of Winters' existence the principal source of employment for Winters' residents has been agriculture. This is reflected in the 1980 U.S. Census, which showed 14.6 percent of the labor force was employed in agricultural-related industries. The closest competitor in terms of jobs was educational services at 10.3 percent of the labor force.

In 1990 the City of Winters retained Zephyr Associates and Economic Development Services to analyze the condition and economic potential of the Winters' downtown business district. In addition, the City

is in the process of establishing a redevelopment project area which includes the downtown commercial district and most of the older parts of the city. The boundaries of the redevelopment areas are shown in Figure I-7 in Chapter I.

Table IV-1 describes the industries and occupations of the 944 employed Winters' residents, as reported in the 1980 U.S. Census. Current data on occupations of Winters' residents is not available at this time.

TABLE IV-1

EMPLOYMENT IN WINTERS
1980

Industry	**Employees**	**Percent**
Agriculture, forestry, fisheries , and mining	138	14.6
Construction	63	6.7
Nondurable goods manufacturing	65	6.9
Durable goods manufacturing	75	7.9
Transportation	28	3.0
Communications and public utilities	22	2.3
Wholesale trade	59	6.3
Retail trade	157	6.6
Finance, insurance, real estate	29	3.1
Business and repair services	41	4.3
Personal, entertainment, recreation services	27	2.9
Health services	48	5.1
Educational services	97	10.3
Other professional services	20	2.1
Public administration	75	7.9
Total	**944**	**100.0**
Occupation		
Executive, administrative, managerial	83	8.8
Professional specialty	76	8.1
Technicians and related	18	1.9
Administrative support, clerical	108	11.4
Private household	--	--
Protective service	22	2.3
Service	99	10.5
Farming, forestry and fishing	110	11.7
Precision production, craft, repair services	140	14.9
Machine operators, assemblers, inspectors	150	15.9
Transportation and material moving	39	4.1
Handlers, equipment cleaners	55	5.8
Total	**944**	**100.0**

Source: U.S. Census Bureau, 1980

Table IV-2 provides a description of employee occupations by business types in the Winters' downtown area as of August 1990. As the table shows, the principal employment opportunities available in Winters are in retail trade and personal and recreational services. It should be noted, however, that Table IV-2 addresses only retail and service employers in the Winters' business district, thus excluding a number of other employment classifications. Further, this table is not necessarily a reflection of employment characteristics of Winters' residents as a whole.

TABLE IV-2

BUSINESS TYPES IN WINTERS
August 1990

Establishment Type	Number of Businesses	Percent	Number of Employees	Percent
Home improvement related	9	8.6	25	5.5
Department store related	1	1.0	13	2.9
Grocery related	7	6.7	83	18.3
Transportation: Car dealers and maintenance	15	14.3	39	8.6
Transportation: Rentals and recreation	1	1.0	2	0.4
Clothing related	1	1.0	2	0.4
Home furnishings related	4	3.8	12	2.6
Leisure and miscellaneous	8	7.6	19	4.2
Banking and finance	1	1.0	13	2.9
Office: insurance, real estate, legal	10	9.5	18	4.0
Office: medical	6	5.7	10	2.2
Medical facilities	2	1.9	30	6.6
Drug and proprietary stores	1	1.0	7	1.5
Personal services	17	16.2	37	8.1
Repair services	4	3.8	14	3.1
Entertainment related	9	8.6	65	14.3
Tourism related	9	8.6	65	14.3
Total	**105**	**100.3**	**454**	**99.9**

Source: *The Economic Development of The Winters' Downtown Area, Volume 1*, Zephyr Associates

Table IV-3 provides an estimate of commercial growth for two time periods on the basis of establishment type. The column labeled "1990 Potential" estimates the additional retail-commercial activity that Winters could absorb currently, given the existing population and household characteristics. This column estimates a potential of eight additional business establishments or expansions of existing business, with 38 new employees.

The column labelled "Buildout Potential" provides an estimate of the additional retail-commercial activity Winters could absorb at a population of 14,000 or 5,200 households. This column estimates a potential of 54 additional businesses or expansions to existing businesses, and 192 new employees.

TABLE IV-3
POTENTIAL BUSINESS EXPANSION

	1990 Potential		Buildout Potential[1]	
Business Type	**Business**	**Employee**	**Business**	**Employee**
Home improvement	0	0	0	1
Department store related	1	3	1	8
Grocery related	1	4	6	9
Transportation: Car dealers maint	1	10	5	43
Transportation Rentals and recreation	0	1	1	5
Clothing related	1	1	5	5
Home furnishings related	0	0	0	0
Leisure and miscellaneous	1	4	4	15
Banking and finance	0	1	3	3
Office: Insurance, real estate, legal	0	0	1	2
Office: Medical	2	6	6	16
Medical facilities	0	0	0	0
Drug and proprietary stores	0	0	2	7
Personal services	0	0	0	3
Repair services	0	1	2	4
Entertainment related	0	2	13	50
Tourism related	1	5	13	59
Total	**8**	**38**	**62**	**230**

[1] Includes "1990 Potential" estimate.

Source: *The Economic Development of The Winters' Downtown Area, Volume 1*, Zephyr Associates

Table IV-4 shows 1987 and projected 1992 employment levels throughout Yolo County in major industrial classifications. As the table shows, the top employers in the county are government, retail trade, and services. Table IV-4 forecasts that while each of the major industries will grow during the five-year period, the greatest increases in employment opportunities will occur in retail and wholesale trade. Moderate employment increases are also anticipated in manufacturing, particularly food processing, as well as transportation and public utilities.

In conjunction with the 1992 General Plan update, the City's financial consultants, Economic & Planning Systems, estimated that total employment in Winters would increase by 2,467 jobs by 2010. This estimate includes 383 jobs in retail uses, 328 jobs in service uses, 179 jobs in office uses, and 1,577 jobs in industrial uses.

TABLE IV-4

PROJECTED COUNTYWIDE EMPLOYMENT GROWTH
1987-1992

Industry	1987 Employment	% of Total	1992 Employment	% of Total	% Change
Mining	200	.4	300	.5	50.0
Construction	2,400	4.5	2,700	4.4	12.5
Manufacturing	5,100	9.6	5,800	9.4	13.7
Transportation, public facilities	3,600	6.8	4,300	7.0	19.4
Whole trade	3,700	7.0	4,800	7.8	29.7
Retail trade	8,500	16.0	10,300	16.7	21.2
Finance, insurance real estate	1,900	3.6	2,500	4.0	31.6
Services	7,500	14.1	9,000	14.6	20.0
Government	20,200	38.0	22,100	35.8	9.4
Total, Non-agricultural	**53,200**	**100.0**	**61,800**	**100.0**	**16.2**

Source: *Projections of Employment 1987-1992 by Industry and Occupation*, State of California, Labor Market Information Division, Employment Development Department, 1989

GLOSSARY

Community Redevelopment Agency (CRA)
A local agency created under *California Redevelopment Law*, or a local legislative body that has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, re-planning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The redevelopment agency's plans must be compatible with adopted community general plans.

Comparison Goods
Retail goods for which consumers will do comparison shopping before making a purchase. These goods tend to have a style factor and to be "larger ticket" items such as clothes, furniture, appliances and automobiles.

Convenience Goods
Retail items generally necessary or desirable for everyday living, usually purchased at a convenient nearby location. Because these goods cost relatively little compared to income, they are often purchased without comparison shopping.

Destination Retail
Retail businesses that generate a special purpose trip and that do not necessarily benefit from a high-volume pedestrian location.

Industry, Basic
The segment of economic activity that brings dollars to a region from other areas. Traditional examples are manufacturing, mining and agriculture. The products of all of these activities are exported (sold) to other regions. The money thus brought into the local economy is used to purchase locally-provided goods and services as well as items that are not available locally and that must be imported from other regions. Other, less traditional examples of basic industry are tourism, higher education, and retirement activities that also bring new money into a region.

Industry, Non-basic
The segment of economic activity that is supported by the circulation of dollars within a region. Examples are the wholesale, retail, and service functions that supply goods and services to local sources of demand such as businesses, public agencies, and households.

Personal Services
Services of a personal convenience nature, as opposed to products that are sold to individual consumers, as contrasted with companies. Personal services include barber and beauty shops, shoe and luggage repair, fortune tellers, photographers, laundry and cleaning services and pick-up stations, copying, repair and fitting of clothes, and similar services.

Shoppers Goods
Another name for comparison goods.

PERSONS CONSULTED

Astone, Ed, President, Zephyr Associates

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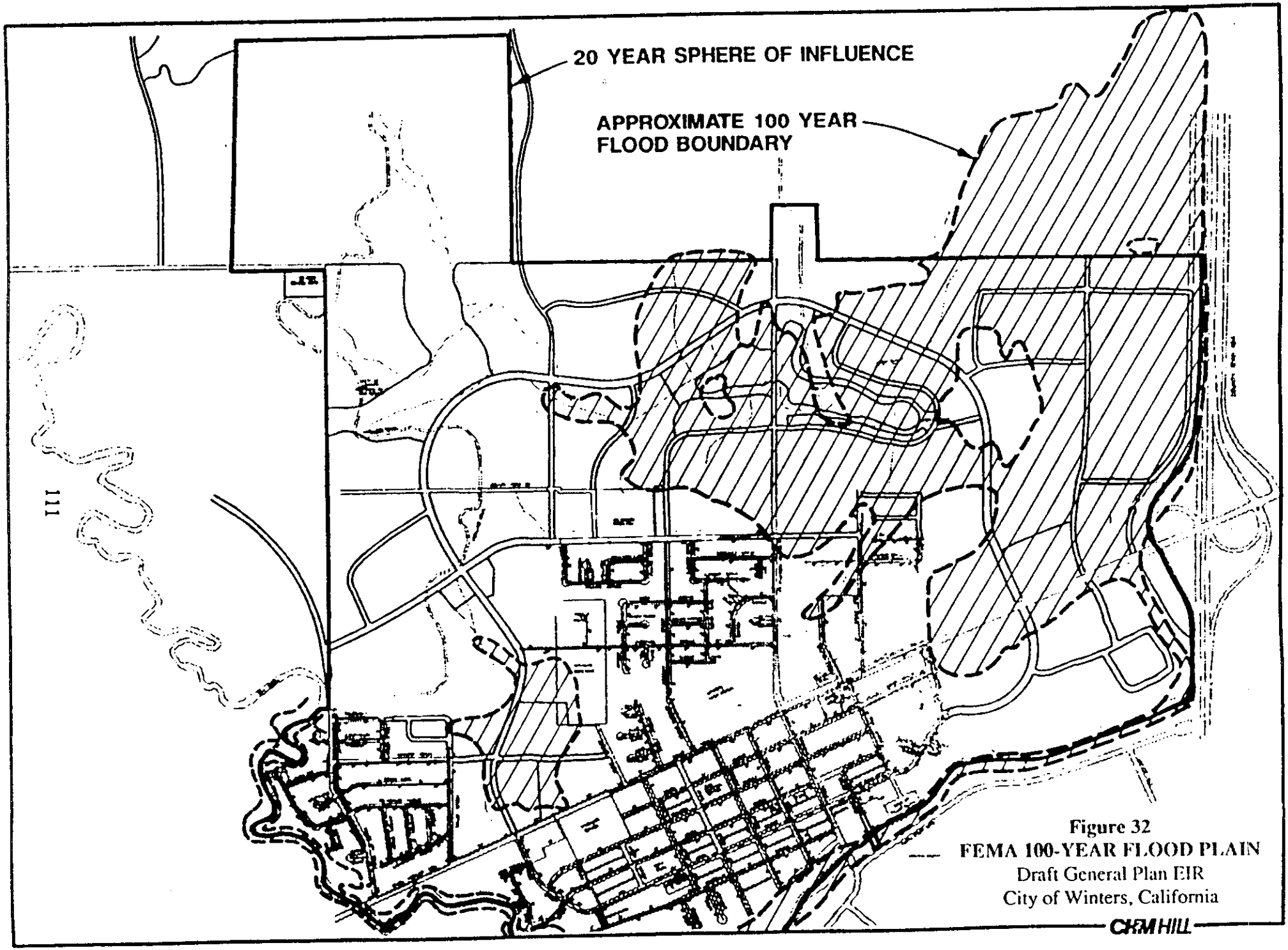

Figure 32
FEMA 100-YEAR FLOOD PLAIN
Draft General Plan EIR
City of Winters, California

Regional Measures

Regional flood control alternatives have been formulated based on discussions with City staff, Yolo County Flood Control and Water Conservation District (YCFC&WCD) staff, local developers, and review of previous studies. The criteria for alternatives were to provide 100-year flood protection, and to avoid or mitigate negative impacts to property owners both upstream and downstream of the City.

Potential impacts to the storm drainage system will be mitigated to a less than significant level by providing regional flood control improvements to remove the 20-year SOI from the 100-year flood plain (see **Figure 33**). Removal of the 20-year SOI from the regulatory 100-year flood plain would allow the City to revise its current FEMA maps. Regional flood control improvements include the Northern Stormwater Diversion Channel, Reservoir, and Outfall, and the Winters Detention Pond and Outfall.

The Northern Stormwater system would intercept flows from north of the 20-year SOI and convey them easterly to I-505, where they would be stored briefly, then discharged both to Moody Slough and to a new outfall to Putah Creek. The Winters Detention Pond would receive storm runoff from the onsite collection system, as well as overland flows during floods greater than the 10-year flood. Runoff would be stored briefly, then discharged through a new outfall to the Northern Stormwater Outfall, which discharges to Putah Creek.

The flood control project defined by the Storm Drainage Master Plan, although it does not reduce or alleviate flooding which occurs on land north of the City's Sphere of Influence, would not add to the problem. The changes would not have a significant effect on these upstream or downstream interests (the specific areas affected would be acquired by the City), or result in increased flows in Moody and Chickahominy Sloughs east of I-505.

The Draft General Plan (including both Alternatives I and II) would avoid potential storm drainage impacts and would not have significant regional drainage impacts.

3. Mitigation Measures

No mitigation measures are necessary.

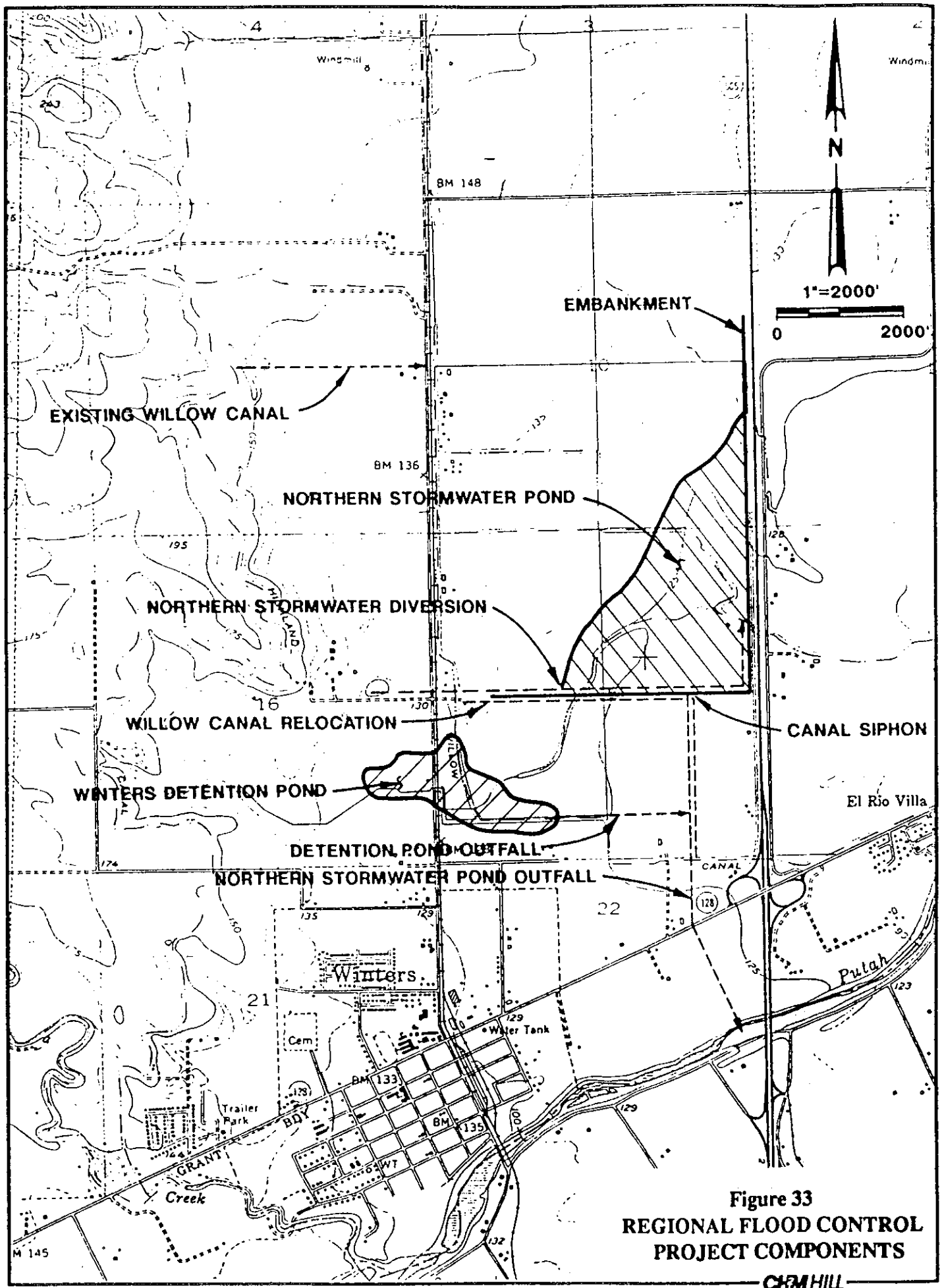

Figure 33
REGIONAL FLOOD CONTROL PROJECT COMPONENTS

CH2M HILL

D. SOLID WASTE

1. Setting

The City of Winters conducts its own refuse collection and disposal service. Presently, the City uses one truck with an 11-cubic-yard capacity. It hauls up to 10 tons of municipal garbage daily (except weekends) to the Yolo County Central Landfill (YCCL) near Woodland, adjacent to the intersection of County Roads 28H and 104. The 720-acre site is operated as a Class III sanitary landfill and incorporates separation and resource recovery features. According to the Yolo County Solid Waste Management Plan, the landfill site has a capacity of 18 million tons. Opened in 1975, the site is estimated to reach capacity by the year 2030, assuming that 30 percent of the waste will be received from Sacramento county, and that the ultimate 50 percent recycling goal mandated by the State (AB 939, the "Integrated Solid Waste Program") is achieved by the year 2000. YCCL receives waste from Sacramento, Woodland, West Sacramento, Capay Valley, Davis, and parts of Solano county, as well as from Winters. Winters presently accounts for only 1 percent of refuse received at the landfill (Ref. 58, p. 60).

The California Integrated Solid Waste Act of 1989 requires each city in the state to prepare a "Source Reduction and Recycling Element" (SRRE), which is compatible with, and can be adopted into a county Integrated Waste Management Plan (IWMP). The objective of the legislation is the reduction of landfill disposal tonnage by 25 percent by 1995, and by 50 percent by 2000. The City has prepared a Draft SRRE which will meet this requirement, and which is under review by Yolo County.

The city's overall waste generation has been steadily increasing. From July, 1986 to July of 1987, the City reported 2,179 tons of refuse collected, while during the following fiscal year, 2,649 tons were collected. Between July 1988 and March 1989, a total of 1,943 tons were hauled to YCCL. The hauling volume for the fiscal year 1989-1990 was estimated to be in excess of 2,900 tons.

With a 1990 population of 4,639 persons (U.S. Census), 3,000 tons of waste, for example, would be equivalent to about 0.63 tons of waste per person per year, which is substantially less than the common standard used for projecting solid waste generation of 1.65 tons per person per year. This may be attributable to individuals who haul their own waste to a facility such as the YCCL, recycle materials or reduce their household waste by other means. Another factor in Winters which would substantially limit waste generation, is the relatively small amount of commercial development in the city.

2. Impacts

The development of new residential, commercial and industrial uses in the city of Winters will result in a potentially significant increase in the amount of solid waste generated by the city, and would require the acquisition of additional garbage trucks by the city. A failure to effectively manage the generation of solid waste, and to meet the state standard of a 25 percent waste reduction by 1995, and 50 percent reduction by 2000, or to provide sufficient vehicles or other equipment for waste hauling, would be a significant, adverse impact.

A common waste-generation factor of 1.65 tons per person per year is used in projecting future needs for waste hauling. In comparison with the current experience in Winters, this appears to be very conservative and appropriate for use in evaluating the Project. It may also be more representative of newer residents, or compensate for anticipated increases in commercial and industrial waste generation in Winters. The projected population increase (to a total population of 12,500) of about 7,900 persons which the proposed Draft General Plan would accommodate, would yield an increment of 13,035 tons of refuse per year at buildout over and above current levels. The total amount of solid waste expected to be generated by new development would increase the amount of municipal waste generated in the 1989-1990 fiscal year by a factor of about 4.5 assuming no increase in resource recovery or recycling beyond current levels.

Refuse pickup service for the Planning Area at full buildout would require the purchase of at least four or five new trucks and the addition of four to eight new personnel. No developer fees at the present time would be assessed to cover the potential capital costs of these services, which would exceed $1.2 million, or the increased labor and administrative costs of $200,000 per year or more. Service costs would be recovered from new and increased user charges. Alternatively, services could be contracted out to a private disposal company.

The Modified Draft General Plan would accommodate a moderately higher population of about 14,000 persons by the year 2010, representing an increase of about 9,400 persons. On the basis of the conservative factor of 1.65 tons of waste per person per year, up to 15,510 tons could be generated in the city by the new residents, over five times the quantity which was estimated to have been hauled in the 1989-1990 fiscal year.

The Public Facilities and Services Element of the Draft General Plan (also applicable to the Modified Draft General Plan, Alternative II) directs the City to institute recycling and waste reduction programs in order to meet the state legal requirements for waste reduction (IV.E.1). In addition, the City will adopt a Source Reduction and Recycling Element to be submitted to Yolo County (Implementation Program IV.10).

The Draft General Plan and the Modified DGP would prevent a significant impact on solid waste generation.

3. Mitigation Measures

No mitigation measures are necessary.

VI. EMERGENCY FACILITIES AND SERVICES

A. FIRE PROTECTION

1. Setting

Winters does not have a City fire department, but instead contracts with the Winters Fire Protection District. The Fire District is headquartered in Winters and serves the city and the surrounding unincorporated area, with an overall service area of about 90 square miles. The District receives 44 percent of the City's ad valorem tax to pay for services to the City area and the balance of its budget comes from Yolo County. The District responded to 500 service calls in the most recent one-year period.

Existing fire fighting equipment reflects the need of the District to fight both structural fires within the city and wildland fires in the surrounding territory. The Fire District also normally provides first response on emergencies. Available equipment is listed below, including pumps (with capacity in gallons per minute - GPM) and tank capacity:

- 5 ton Ford, 500 GPM pump, 1,000 gallon tank
- 1965 White Super Mustang, 500 GPM pump, 1,000 gallon tank
- 1971 5 ton International Vanpelt, 1000 GPM pump, 500 gallon tank
- 1954 5 ton MGC, 1,000 GPM pump, 500 gallon tank
- 1967 5 ton Chevrolet Grass Engine, 150 and 350 pumps, 500 gallon tank
- 1966 5 ton Chevrolet Grass Engine, 150 and 350 pumps, 500 gallon tank
- 1968 1-1/4 ton Jeep Brush unit, 65 GPM pump, 200 gallon tank
- 1968 1-1/4 ton Jeep Brush unit, 65 GPM pump, 200 gallon tank
- 1954 Fomite Lafrance 85 foot aerial truck
- 1990 3/4 ton Ford 4x4, 65 GPM pump, 90 gallon tank
- 1958 2-1/2 ton Reo, 90 GPM pump, 1,200 gallon tank
- 1971 International tractor and 1955 4,000 gallon tank trailer, 500 GPM pump
- 1970 1 ton Chevrolet rescue unit and rescue equipment
- 1974 1 ton Ford Type 2 BLS ambulance

Staffing consists of five paid staff (Chief, Deputy Chief, two Captains and a secretary), and 26 trained volunteers. Performance of fire districts is rated by the ISO (Insurance Services Office) according to a scale ranging from 1 to 10, with a rating of 1 representing the best level of protection, and 10 indicating an absence of any protection. Major criteria used for the ISO rating include: fire alarm communication (i.e., dispatch capabilities; fire department equipment; on-duty personnel and training competency, and water supply). The District's ISO rating is 8 for the District, and 6 for the city area. The District responds to calls for structural, grass, and vegetation fires, and to calls for medical aid, but cannot provide fire protection for buildings over 45 feet in height or for heavy industrial and hazardous material fires.

Standards for new development are imposed by the District, so that the City's insurance rating can be maintained or improved. Consequently, all new residential development must be able to provide water flow of at least 1,000 gallons per minute and all industrial uses must provide 1,500 gallons per minute. Other requirements for new development include the following:

- Fire hydrant spacing shall be 300 feet.
- Pavement width shall be 20 feet for fire roads, and 20 feet for multi-use roads.
- Vertical clearance shall be 13 feet, 6 inches.
- Turning radius shall be 50 feet.
- All buildings shall have noncombustible roofing.
- All buildings 6,000 square feet or larger shall have sprinklers.
- All surface roads shall be in place prior to any construction taking place.
- All fire protection systems, including roadways, hydrants, and sufficient emergency equipment shall be in place and tested prior to construction.
- Fifty percent of all wells shall have a motor-generated backup.

The Fire District has projected its population within its service area for the year 2000 at 15,000 to 18,000 persons. Fire protection will become increasingly difficult in the future because of restrictions due to staffing and the age of the equipment.

2. Impacts

Urban development within the Planning Area for the Project which is not consistent with the standards of the Winters Fire Protection District, or which does not contribute a proportionate share of the cost of providing expanded fire protection services, would represent a significant, adverse impact. Provision for new or expanded Fire District facilities is also necessary to avoid a significant decrease in the level of fire protection service.

The proposed Draft General Plan (Alternative I) will result in a steady increase in the population of Winters and its developed area, including residential, commercial, industrial and other uses, requiring a comparable expansion of the facilities, equipment and staffing of the Winters Fire Protection District. In order to serve the Planning Area adequately, the District has indicated that a new fire station, adequate pumpers, a new ambulance, additional technical equipment, and additional staffing would be needed. This would include two new pumper trucks, one squad car, one completely equipped ambulance, and manpower to operate on a shift schedule. Anticipated staffing for the new station would consist of 12 new fire fighters, and two other (non-fire suppression) staff persons.

The existing fire station is inadequate to provide effective protection service, particularly to the northern area of the city, and a new station in the northern area would be needed. The DGP Land Use Diagram was configured in anticipation of this need, and a four acre site is designated for public or quasi-public uses at the southwest corner of the intersection of Railroad Avenue and the proposed new loop arterial roadway. This location offers direct access to the circulation system feeding all parts of the city and is generally centered within the northern area, so that newly developing areas to the east and west of this location can be served equally.

A combination of development fees and increased tax revenue from improved property values is planned to provide a substantial proportion of the financing necessary for the District for acquisition and development of the new station house, which will be shared with the City Police Department. The fiscal impacts of the Fire District's need for additional funding are presented in Chapter VIII.

Maximum emergency response time from the proposed new facility site to new development areas would range between two to four minutes after equipment leaves the station, which would be generally considered satisfactory, in comparison to a national average of five minutes. Non-emergency response time would be five to ten minutes, and would also be adequate.

Adherence to the District's standards for hydrants, fire flow (addressed in Chapter V), roadway standards, building materials, and for fire suppression equipment in commercial and industrial buildings, will improve the District's ISO rating and ability to respond effectively to emergencies.

Alternative II, the Modified Draft General Plan, would result in urban development within the same area as the Draft General Plan, with about 26 percent more dwelling units, and a moderately increased rate of commercial development. This increase in the magnitude of development anticipated in comparison to the DGP, would not require an additional fire station, but would require the addition of between one and three additional fire fighters, and a somewhat faster pace of equipment acquisition. The same policies for setting goals for the District's level of service and ISO rating would apply to Alternative II.

The DGP includes a policy (IV.G.1) supporting the efforts of the Fire District to achieve and maintain an ISO rating of five or better, with an average Priority 1 emergency response time of five minutes as a goal. The Implementation Program of the Public Facilities and Services Element requires the City to maintain Level of Service Plans for all public services, including the provision of fire protection services.

The DGP requires that public services to serve new development, including fire protection, be developed and become operational as they are needed (IV.A.1), and that by the use of develop-

ment fees, assessment districts, and other funding mechanisms, the costs of increased public services will be fairly shared by the development benefitting from those services (IV.A.4). Capital facility planning and budgeting, and the development review process, are to be used to ensure that levels of service adopted by the City are maintained (IV.A.3).

The Draft General Plan provides the means for improvement and expansion of the Winters Fire District to serve the needs of new and existing development adequately, and therefore, neither the Project nor the Modified DGP have a significant impact on the provision of fire protection services.

3. Mitigation Measures

No Mitigation Measures appear to be necessary. Adherence to the District's standards, and the construction, staffing and equipping of a new fire station will be sufficient to provide effective fire protection services.

B. POLICE SERVICES

1. Setting

The City of Winters Police Department is located in a separate building adjacent to the City Hall on First Street at Abbey. The Police Department provides 24-hour service throughout the city and has a reciprocal Office of Emergency Services (OES) area understanding to assist the County Sheriff in providing service to the surrounding unincorporated area. The city constitutes a single patrol district, although records are kept by city sectors. The total service area for the Department is one and one-half square miles.

Current staffing consists of the Police Chief, one Sergeant, six Patrol officers, one Investigator, one full-time and one part-time Clerk. There are six reserve officers. Dispatch is handled through a central office in Woodland. There is a minimum of one and a maximum of three persons on each eight-hour shift. Emergency response time to the areas proposed for new development in the planning area is two minutes. Non-emergency response time is five to ten minutes. The primary type of crime reported in the area is theft. The statewide average number of police officers per 1,000 population is 1.7. The Department has an existing ratio of 1.66 officers per 1,000 population, and has a goal of increasing this ratio to 1.8 sworn officers per 1,000 residents.

Police headquarters facilities measure about 2,000 square feet, including space for records, equipment, evidence storage, holding cell, training room (squad room), the Sergeant's office, and the Chief's office. An unsecured outside lot is used to park three marked squad cars, one unmarked car, and a motorcycle for off-road patrol.

2. Impacts

New development as anticipated by the Draft General Plan which is developed too rapidly, or which otherwise is a burden on the ability of the Winters Police Department, including development which does not contribute a proportionate share of the cost of providing expanded police protection services, would represent a significant, adverse impact. Provision for new or expanded Police Department facilities is also necessary to avoid a significant decrease in the Department's level of service.

As the city grows, the Police Department anticipates that there will be a need for expanded service. The Police Department has planned in anticipation of sharing facilities with the Fire District in a new branch station north of Grant Street. This would allow joint use of a conference or training room, storage lockers for on-duty patrol officers, a secured area for vehicle parking, and some office space. Approximately 10,000 square feet of building space would be sufficient for the Police Department's needs.

In order to serve the additional population of about 7,900 persons projected for the planning area, the Department would need 14 sworn officers (one lieutenant, four sergeants, and nine officers), six non-sworn personnel (one secretary, two technicians, and three community service officers), and nine additional vehicles, and a new public safety facility, as described above. The fiscal impacts of the Police Department's need for additional funding are evaluated in Chapter VIII.

The proposed Draft General Plan Land Use Diagram includes a site for a joint Police/Fire facility located on the Main Street loop road near the west end of the lake. This location offers direct access to the circulation system feeding all parts of the city, and particularly to the northern area, which will experience the majority of the growth anticipated by the Draft General Plan. Police personnel, as well as Fire Department staff, would be available to monitor activities in the adjacent community park, and to effect rescues in the lake, if needed.

Alternative II, the Modified Draft General Plan, would result in urban development in the same area as the Draft General Plan, with about 26 percent more dwelling units, and a moderately increased rate of commercial development. This increase over the magnitude of development anticipated to occur with implementation of the DGP, would not require an additional police station, but would require the addition of between one and three additional sworn officers, and probably a faster pace of equipment acquisition. The same policies for setting goals for the Department's level of service would apply to Alternative II.

The DGP includes a policy (IV.F.1) for the City to minimize the response time of the Police Department, and to work towards achieving the goal of an average Priority 1 emergency response

time of three minutes. In addition, response times are to be monitored, and reported on annually (Policy IV.F.2). The Implementation Program of the Public Facilities and Services Element requires the City to maintain Level of Service Plans for all public services, including the provision of police department services.

The DGP requires that public services such as the Police Department, to serve new development, be developed as expansion is needed (IV.A.1), and that by the use of development fees and other funding mechanisms, the costs of increased public services will be fairly shared by the development benefitting from those services (IV.A.4). Capital facility planning and budgeting, and the development review process, are to be used to ensure that levels of service adopted by the City are maintained (IV.A.3).

Both the Draft General Plan and the Modified DGP provide the means for improving and expanding the Winters Police Department to serve the needs of new and existing development adequately, and therefore neither Alternative I nor II has a significant impact on the provision of police department services.

3. Mitigation Measures

No mitigation measures appear to be necessary. Funding for the Department's general staffing and equipment to serve new development, and the construction, staffing and equipping of a new fire station, obtained from development fees and new property taxes, are expected to be sufficient to provide effective police department services.

VII. OTHER FACILITIES AND SERVICES

A. PARKS AND RECREATION

1. Setting

Existing public and private open spaces and recreational facilities within the City of Winters include the 3.4-acre City Park at Fourth and Main Streets, the 2.5-acre Dry Creek Park (undeveloped), facilities associated with each of the schools, the Community Center and Rotary Park Complex, and the Winters Scout Cabin (Ref. 48, page VII-1). For general park acreage, the ratio of parkland to population is about 1.3 acres per 1,000 residents. Nearby regional recreational facilities include Lake Berryessa, Solano Lake Regional Park, and the Putah Creek Fishing Access zone along Highway 128 and Putah Creek, beginning about seven miles west of the city.

The City's Zoning and Land Development Ordinance incorporates the requirements for park and recreational land dedications for residential subdivisions (Ref. 59, Ch. 2, Sect. 8-3.301). As allowed by state law (Quimby Act), the city requires the dedication of, or payment in-lieu of, 3 acres of parkland per 1,000 residents projected to reside within the proposed development. Provisions within this ordinance require sites for parks, recreational facilities and other public uses to be reserved where such uses are shown by an adopted General Plan or Specific Plan. Development fees levied by the City on residential, commercial and industrial development provide funds for development and acquisition of parks and recreational facilities.

2. Impacts

A decrease in the ratio of park acreage to city residents, or a failure to acquire and develop new parks as the city population grows would would represent a significant, adverse impact. Land use development which occurs as defined by the DGP (or Alternative II, the Modified DGP) which does not distribute facilities fairly throughout the city could be a significant impact, as well as any major relaxation of land dedication or development fee requirements. Lastly, a significant impact would be created if the Project's policies or the urban development it anticipates would cause a deterioration in existing park facilities or recreational resources.

Residential development consistent with the Draft General Plan Land Use Diagram would increase demands on park and recreational facilities in the city of Winters, by enabling an estimated 7,900 people to be added to the population of Winters by 2010. Population growth of this magnitude would require the development of substantial additional parks and recreational facilities within the city to meet the increased local demand. With the population increases enabled by the Draft General Plan, greatly increased pressure on existing facilities would result, and on recreational programs and nearby regional recreation resources.

The Implementation Programs of the Recreational and Cultural Resources section of the Draft General Plan directs the City to prepare and adopt a Parks Master Plan with standards for park sizes as follows: Mini-Parks, between one-half and three acres; Neighborhood Parks, between three and five acres; and Community Parks, from 10 to 20 acres. The Parks Master Plan would also establish goals, policies and standards for location, size and features of all existing and proposed parks, based on the General Plan Goals and Policies.

The Plan, as described in the Recreational and Cultural Resources Policies, proposes to add several new park facilities and upgrade some elements in the existing system, including:

- Four new neighborhood parks of 5 to 10 acres each in four defined residential areas, to serve as a focal point for new neighborhood areas.

- Two special purpose community parks, including a 30-acre park containing a lighted baseball field and soccer field, with concession and restroom facilities, and a 20-acre park for joint school and community uses, including a swimming pool, gymnasium, basketball and tennis courts, other playfields, playgrounds and picnic areas.

- Development of new special-needs centers near the existing Community Center, including a cultural center, teen center and senior center, and along Putah Creek near the Center, a swimming area, picnic area and interpretative center.

- Development of a city-wide network of paths and trails for pedestrians, bicyclists, and equestrians. Bike and walkways are to interconnect all the parks, schools, neighborhoods, and civic, commercial and employment districts, and bikeways should also be integrated into the Yolo County bikeway system.

- Construction of a championship-rated golf course, partly incorporating the City-owned wastewater treatment plant spray fields, as a condition of approval of development in the northern portions of the city.

- Designation of the four and-a-half acre area between Highway 128 and Putah Creek south of Valley Oak Drive as a visitor center, with a park, tourist information center and/or interpretative center.

In total, the Draft General Plan proposes a total of about 84.5 acres of new major parks, and in addition to the above facilities, five Mini-Parks are planned totalling about 7.5 acres. The total acreage proposed represents a very substantial increase from the approximately six acres of existing parkland.

The physical distribution of the proposed new parks appears sufficient to ensure that each neighborhood will have its own neighborhood park. Although neither the existing General Plan or the 1991 General Plan establish standards for the maximum distance from a residence to a park, the proposed Project Policies place a high degree of emphasis on pedestrian accessibility throughout the city. Typical distances between parks as shown on the Project Land Use Diagram would be about 2,000 feet, resulting in an average distance of about 1,000 feet from any residential unit and the nearest park. The greatest distance between a residence and an existing or proposed park would be about 1,700 feet, or about a third of a mile, from the north-westernmost corner of the northern growth area to the park south and east of the Main Street Loop Road.

A distance of about 1,600 feet from a residential area to a park would occur in the area where the Loop Road connects to Grant Street on the west side of the city, although the visitors' center would be somewhat closer. This area is within a larger area of about a third of a square mile, bounded by Railroad Avenue, County Road 33, the western link of the Loop Road, and Grant Street, and in which the only new park would be a one and-a-half acre Mini-Park between Apricot Avenue and the city cemetery. In relation to the large acreage of parkland in the outer areas of the city, this area appears to be deficient in park accessibility, although it does not appear to constitute a significant impact. Although the proposed re-use of the existing city High School site is not clear, it could be considered as a potential park site for this neighborhood.

A variety of other Policies and the Implementation Programs of the Draft General Plan Recreational and Cultural Resources section define standards and criteria for park sizes according to their different purposes, the general characteristics of parks, and the means of park acquisition and development. The primary standard, or objective, is to provide five acres of developed parkland per 1,000 residents, and land, improvements, or development fees to serve this purpose are to be provided as a condition of new development. On the basis of the proposed standard, the anticipated population would require 62.5 acres of parkland, which is very much more than is currently available, but also substantially less than the 92 acres which are identified in the Land Use Diagram.

The Modified Draft General Plan, Alternative II, would enable a population increase of about 9,400 persons by 2010, and would therefore require the provision of more parkland or recreational facilities than development defined by the DGP Land Use Diagram. Developer dedications would be increased by 4.5 acres over the projected requirements of the Project to 28.2 acres, therefore slightly reducing the need for other sources of land acquisition or improvement financing. With a total population of 14,000, the standard (five acres per 1,000 residents) for park land and recreational facilities set by the City would require 70 acres of land, a figure which is still well within the 92 acres of parkland defined by the Land Use Diagram of both the Project and Alternative II.

The pace of parkland and facility development would be somewhat accelerated, but in all other respects, because the Modified DGP differs from the Project only in its residential population by a limited amount, and incorporates the same policies for development of parks and other facilities, the impact of the Modified DGP on the development process and distribution of recreational facilities of the Modified DGP would not be significant.

The Quimby Act allows cities in California to require development to provide parkland dedications or payment in-lieu of dedications, for the achievement of a ratio of three or five acres of parkland per 1,000 residents, depending on the city's existing ratio. For new development under Alternative I, the total of which will add about 7,900 persons to the city, about 23.7 acres of new parkland and improvements could be required by the city. The resulting 29.6 acres of parkland, including the existing 5.9 acres of parks, would result in a ratio of about 2.4 acres per resident, less than half the objective of the DGP. The additional 62 acres of proposed parkland would likely require the use of county, state and federal funding for acquisition and/or development as directed by the DGP (Policy V.A.3). Although it would be difficult for the City to meet the ideal ratio, new development would raise the present ratio of parkland per resident, and would be beneficial.

Both the DGP and the Modified DGP incorporate a Policy requiring new development proposals to include the dedication of land or improvements, the payment of in-lieu fees, or a combination of these as defined by the city, to contribute to the City's goal of providing five acres of parkland per 1,000 residents (V.A.1). Such requirements will be made to the maximum extent permitted by law, and dedications of land for the golf course, or as required for creek setbacks will not be accepted as substitutes. This Policy maintains the park land dedication requirements of the City, and by tying those requirements directly to proposed urban development and resulting population increases, the acquisition and development of parks should keep pace with the population increases. It should be noted, however, that this Policy is limited as a policy foundation for acquiring or developing the approximately 92 acres proposed in the DGP.

There are no policies in the Recreation and Cultural Resources Element which directly specify that park improvements must be completed at the same pace as land dedications are made, or how park proposals will be prioritized. However, the Parks Master Plan would provide a strategy or administrative procedures which would determine the City's needs for land or improvements. In addition, the City's Capital Improvement Program (CIP), as required by the Implementation Programs of the Public Facilities and Services Element, and that element's policies on the provision, timing and completion of public facilities will serve as the basis for preventing development from outpacing the City's ability to provide parks and recreational facilities. The CIP will also utilize a portion of General Funds for the development of park facilities.

The Draft General Plan includes policies which will promote the development of new parks and recreation facilities throughout the city, increase the ratio of parkland to residents, and accommodate the needs of both new and existing residents. The impact on existing parks and recreation services, or on the ability of the city to provide improvements is not significant.

3. Mitigation Measures

No mitigation measures are necessary.

B. SCHOOLS

1. Setting

The Winters Joint Unified School District provides school services to the City of Winters, and also accepts students from the surrounding unincorporated area, including portions of Solano and Napa counties. An estimated ten percent of the District's total students reside outside of the Winters city limits. The District operates the facilities listed in **Figure 34**.

Of a total of 66 classrooms used by the District, 20 are "relocatable" units not considered as solutions to providing educational services. The District provides busing services for students who live outside the Winters City limits. Total 1990-91 enrollment was 1,611 students, and 1,682 students are projected to attend in the 1991/1992 academic year.

The District's school facilities are currently operating near or above desirable capacity, and total District facility space remains for less than 100 additional students in all categories. Waggoner Elementary School currently relies on relocatable classrooms for about 50 percent of its students, and with an estimated enrollment of 730 students in the 1991-1992 academic year, would be effectively over capacity by 155 students. The District considers it possible that with the stopgap remedies now in place the school can accommodate 65 more students, and could serve more students by shifting first-graders to relocatable classrooms placed at the Clayton School. Winters Middle School is the closest to actual capacity, and can ideally accommodate only 5 additional students, though the use of one relocatable classroom and a planned addition to the building would increase the school's capacity to about 405 students. Winters High School has an optimum capacity for only 30 more students. The total student capacity of all facilities would enable a maximum of 90 new dwelling units to be added to the city housing stock, which would be expected to generate 43 K-5 students, 22 junior high students, and 29 high school students, causing nearly all the schools to be operating at a state of excess capacity.

Figure 34

EXISTING FACILITIES OF THE WINTERS JOINT UNIFIED SCHOOL DISTRICT
Draft General Plan EIR
City of Winters, California

Name of Facility	Total Acres	Student Capacity	90/91[a] Enrollment	Relocatable Units
John Clayton Kindergarten	2.5	162	144	-
Waggoner Elementary (1-5)	10	725[b]	682	15
Winters Middle School (6-8)	10	375	370	7
Winters High School (9-12)	20	450	423	1
Wolfskill Cont. H.S. (9-12)	1.7	30	29	-
Total	**59.5**	**1,812**	**1,648**	**23**

Other Facilities:
Agricultural School, 10 acres on Niemann Street, for H.S. students
District Offices on Main Street
Corporation Yard, about 2 acres on Grant Street

[a] Includes Special Education students
[b] Actual capacity considered to be 675

The District does not possess any sites for additional school construction, but it intends that any new school will be a middle school (6-8), and that the existing Winters middle school will be converted to an elementary school. The District has indicated that it intends to retain the use of the agricultural school in its present location, (Ref. 34, page 10).

Under contract with local day care providers, the District provides limited day care services for kindergarten-age children who live in the Lake Berryessa area and attend school in Winters. This service allows these children to spend a full day in Winters, eliminating the need for more than one bus run to Lake Berryessa (communication with Michael Roberts, Superintendent, Winters Joint Unified School District).

The student generation rates per household used by the District are as follows: kindergarten (K) and grades 1-5, 0.45; 6-8, 0.23; and 9-12, 0.30. The ideal standards for school size are 26 students per kindergarten classroom, 500 to 550 per elementary school, 800 to 900 per middle school, and 1,200 to 1,400 for a high school. Under certain circumstances, these school limits may be increased to 650 for elementary schools, 1,000 for middle schools, and 1,600 for a high school. For all categories the optimum ratio is one classroom per 27 students, and 15 percent of all classrooms available for special programs.

Although Winters is a relatively compact small town which would normally be suitable for walking, sidewalks exist only in limited areas for school children to walk safely to the schools, which increases the need for school bus services.

State legislation, AB 2926 (1986), allows school districts to levy school impact fees on new development. The legislation limits the fees to a current maximum of $1.58 per square foot of residential floor space and $0.26 per square foot of non-residential floor space. The fees may be used for land acquisition and actual construction of schools. The Winters Joint Unified School District currently levies the maximum impact fees allowed by State law. However, these fees are not sufficient to finance the acquisition of new school sites and their construction (communication with Michael Roberts, Superintendent, Winters Joint Unified School District). The cost of school facilities and the ability of the District to obtain sufficient financing for site acquisition, construction and operation relies also on state and local financing alternatives. The state provides for interim relocatakble classrooms at low rents, funding for rehabilitation of buildings over 30 years old, and under the Greene Lease-Purchase program, site acquisition, design and construction for new buildings. This state assistance, which also relies on voter approval of school bond initiatives, is limited, however, and there are long waiting lists of applicants for funding.

Local funding options include special parcel taxes (to be approved by two-thirds of voters), the adoption of a Mello-Roos Community Facilities District, tax increment funds from a redevelopment agency, and dedications of land, or payment in-lieu of a dedication for improvements. The proponents of development in the northern area of the city have proposed the establishment of a Mello-Roos District to supplement the permitted development fees. Pursuant to Government Code Section 53311, a community facilities district may be formed to finance purchase, construction, expansion, or rehabilitation of elementary and secondary school sites and structures. Such financing would be provided through a special tax levied in the district. The boundaries of the district could extend beyond the General Plan area, e.g., to include areas outside the study area boundaries, and to encompass currently undeveloped lands designated for urban uses. Establishment of the district would require property owner approval.

2. Impacts

New residential development in the General Plan study area is estimated to result in 3,023 new dwelling units, which could generate, on the basis of the student/household ratios used by the school district, 1,360 kindergarten through elementary school students, 695 middle school students, and 907 high school students (2,962 total students). The existing school facilities are not capable of providing for more than about 95 additional dwelling units (see above), and any additional units beyond these would result in significant, adverse impacts on the effectiveness of the Winters educational system.

For the purpose of evaluating school needs, it is assumed that the District will continue to be responsible for a consistent proportion of students from outside the city limits, previously defined as ten percent of the total student body. This EIR assumes that the city's growth will induce other growth in these unincorporated areas at a rate equal to the city's. The proposed Draft General Plan anticipates an estimated total of 4,639 dwelling units will exist in the city by the year 2010. Using this figure, and adding an additional ten percent to allow for students from unincorporated areas, it is projected that the District will be responsible for housing up to 2,320 Kindergarten through fifth grade students, 1,185 middle school students, and 1,546 high school students, or a total of 5,051 students at the end of the twenty year planning horizon, including an estimated 505 students from unincorporated areas. In addition, as many as an additional two percent over the total K-12 student population is enrolled in a continuation high school program and thus the District should plan for expansion of the Wolfskill facility to accommodate about 30 additional students.

On the basis of these projections, and using the standards (the upper limits) for school size, by the end of the 20-year planning period, the District will need a total of four elementary schools (two new), two middle schools (both new), and one high school (new). The first middle school is required almost immediately, while the second middle school would not be required until a total of about 2,300 new residential units are built (including those in unincorporated areas). After completion of the new middle school, and a conversion and enlargement of the existing middle school to an elementary school with a capacity of 500, Waggoner elementary school will be re-established as having a capacity of 500 students, and the two schools will have a combined capacity for 270 new K-5 students (1,000 less present enrollment estimate of 730). This capacity would accommodate students generated by the development of approximately 600 dwelling units, although both schools would be able to expand their capacity by 50 students each, for a total of 1,100 K-5 students, sufficient for an additional 220 new dwelling units. At full capacity, these facilities could serve about 27 percent of projected additional residential development (3,023 total units), though without allowance for new residential development in unincorporated areas. A new elementary school would be required to serve residential development beyond that point, and another school would be needed when development reaches about 65 percent of buildout.

The new high school will also be needed soon, or before new potential development reaches 4 percent of anticipated buildout. Because of the ultimate plan to close the existing high school, it would not be practical to expand or substantially remodel that facility as a substitute for a new high school. Although the new high school would be planned for an ultimate student population of 1,600, a facility housing approximately 600 students, in a first phase, would enable about 24 percent of new residential development defined by the Project to proceed. The District could then operate both the new and existing high school facilities, with a combined capacity of about 1,000 students, or for about 90 percent of the anticipated residential buildout potential. By that time, or at any prior point in time during buildout of the Project, the new high school could be expanded to serve its total capacity of 1,600 students, enabling the existing facility to be closed. Once the new facility is completed, no additional high school would be required within the timeline of the Project. The re-use of the existing high school would presumably require environmental review pursuant to CEQA.

The proposed Draft General Plan, as part of the Public Facilities and Services section, directs the City to support the aims of the Winters Joint Unified School District's Facilities Plan (Ref. 34) for obtaining new sites and adapting existing facilities to other school needs (Policy IV.H.1). The Land Use Diagram designates specific sites for new facilities, including:

- A 19-acre site for a new middle school for a maximum of 900 students (grades 6-8), in order to convert the existing middle school to an elementary school.
- A 10-acre site for a new elementary school, with a capacity of between 500 and 550 students, in the northeastern area of the city.
- A 30-acre site for a new high school with a total capacity for 1,600 students.

In addition to the above new facilities, the proposed Draft General Plan endorses the District's program to implement the following measures:

- Add facilities to existing school sites on an interim basis until the new facilities are available.
- Convert the existing high school to a use which provides revenue to the District, specifically for construction of the new high school.
- Retain the agricultural school in its present location, with modifications to reduce conflict with adjoining residential uses.

The Draft General Plan proposes that a complete bike and pedestrian pathway network will be developed (Transportation and Circulation Element, Policy III.G.1), together with sidewalks as required by the site planning process, which would be linked to the new school area. For bus transportation, the District has a general standard of providing one bus per 500 students, which would require a total fleet of about ten buses by the end of the planning period. However, the District anticipates that with a larger student population in the overall system, additional buses are needed to serve more complex needs, such as potential magnet schools, growth in rural areas, or a need to transport elementary school students out of their neighborhood. In addition, reserve buses are needed to accommodate repair and maintenance requirements.

As noted, above, the projected population increase will require the District to add two elementary schools, two middle schools, and one high school to its facilities. However, the Land Use Diagram designates only one site for a new elementary school, and only one site for a new middle school, which could potentially require the District to continue to use of relocatable classrooms. Because of the difficulty in financing school construction, however, the use of relocatable classrooms is assumed to continue for some proportion of total classrooms.

The Modified DGP, Alternative II, would result in an overall total of approximately 5,434 dwelling units (existing and future) in the incorporated area of Winters, and combined with potential growth outside of the city limits, could generate up to 2,717 K-5 students, 1,389 middle school students, and 1,811 high school students. These students would require, in addition to the facilities indicated as necessary for the Draft General Plan, one additional elementary school, and continued use of the existing high school facility. A completely new, additional high school would be an inefficient solution. The Modified DGP Alternative would essentially require a slightly faster pace of new school construction than the Project, particularly the elementary schools and the second middle school. Because the Land Use Diagram for the Modified DGP with regard to the provision of public facilities is identical to the Project, the Modified DGP is also deficient in providing school sites, and its Land Use Diagram does not identify two elementary school sites that would be needed, as compared to the one added site not identified by the Project Land Use Diagram. Neither Diagram identifies a second middle school facility.

On the basis of these Diagrams, additional school sites would need to be designated to accommodate the development of the projected numbers of dwelling units for either Alternative I or II. A substitute solution would be the continued use of relocatable classrooms, which, because of their extensive, established use, this impact would not be significant. In addition, the cost of constructing new facilities, and the difficulty of obtaining adequate development impact fees for school construction, may make the construction of additional facilities unfeasible, even with adequate sites.

The Draft General Plan, and including both Alternatives I and II, incorporates Policies to assist the District in facility planning, promoting state school finance legislation, and obtaining funds for school facilities through development fees and other strategies (Policies IV.H.2,3,4). To the extent possible, school facilities are to be completed and operating prior to occupancy of new residential developments which are responsible for the need for the new school (IV.H.5). Consultation with the School District to ensure that individual residential developments mitigate their school-related impacts, to the extent allowed by law (IV.H.6). These policies would serve to prevent development under conditions of inadequate school sites or facilities.

The Draft General Plan and the Modified DGP both provide a process to ensure that school facilities would be available to meet future demands resulting from new residential development, and therefore would not have a significant impact on the School District's ability to serve the educational needs of students in the city.

3. Mitigation Measures

No mitigation measues are necessary.

C. PUBLIC UTILITIES (Gas, Electricity and Telephone)

1. Setting

Pacific Gas & Electric Company (PG&E) provides gas and electricity service to Winters. Gas lines are located underground along street rights-of-way or in separate easements. Electric lines are typically carried overhead on power poles throughout the older parts of the city. Power lines follow street rights-of-way or separate easements.

The main electrical supply for Winters is a 60 kilovolt (Kv) overhead transmission line located east of the city. Power is brought to the Winters substation southeast of the I-505 and Highway 128 interchange, and to the Putah Creek substation near Oak Creek. Putah Creek Substation is supplied by a 115 Kv feeder.

Telephone service in Winters is provided by Pacific Bell. Overhead lines are carried on power poles throughout most of the older parts of the city. Service is constructed underground in all new development.

2. Impacts

PG&E has indicated that gas and electric service could be provided to the Project area (communication with Cecil Padilla, Pacific Gas and Electric Company). All power lines for new develop-

ment would be constructed underground in accordance with current Zoning Ordinance requirements. PG&E could not and would not take the lead in coordinating trenching for electric, gas, phone, and Cable TV. When specific plans are submitted to PG&E, they will design a system for the individual project proposals.

Pacific Bell would provide telephone service to the development in accordance with the requirements of and at the rates and charges specified in its scheduled tariffs.

3. Mitigation Measures

No mitigation measures are required.

VIII. FISCAL/PUBLIC FINANCING CONSIDERATIONS

This chapter of the EIR incorporates a Fiscal Impact Analysis which serves to estimate the potential impacts of the proposed Draft General Plan on the City's annual operating budget through the year 2010. Evaluation of the fiscal impacts of the Modified Draft General Plan (Alternative II) is also provided.

Adoption of the proposed Project (or any of the Alternatives considered in this EIR) would generate demand for additional City services, including police and fire protection, and would also generate operating revenue for the City. The fiscal analysis compares the revenues projected to be generated annually by development defined respectively by the Draft General Plan and by the Modified Draft General Plan, to the projected yearly cost of providing required services. Where the Project results in a significant negative fiscal impact (i.e. where expenditures exceed revenues), measures to mitigate the impact are identified.

The fiscal analysis was conducted by preparing a Fiscal Impact Model reflecting the City's budget. Specific revenues and expenditures that are affected by new development were identified, and forecasting methodologies were developed. These methodologies used a marginal cost and revenue approach augmented by average cost and revenue estimates. A representative printout of the Fiscal Impact Model used for this analysis is provided in Appendix B.

The methodologies were used to forecast revenue and expenditures under the proposed Project and Alternative II. Existing levels of service were assumed for this analysis when adequate; where existing levels of service are inadequate a higher standard has been assumed as appropriate. These levels of service are discussed by individual service or department, below, under the Setting heading.

The levels of service for police and fire services assumed in this analysis are higher than existing levels of service currently provided in the City. In particular, fire services have been assumed to change from relying on volunteers to using paid staff. This assumption and shift is necessary to meet the General Plan objective of providing a fire services response time of five minutes and improving the City's ISO rating. For police services, only a slight increase in service is assumed, i.e. from 1.7 officers per 1,000 population to 1.8 officers per 1,000 population. The remaining expenditures are based on existing expenditures and averages, and thus, do not assume any increase in levels of service.

Land Use Assumptions

The proposed Draft General Plan includes a set of proposed land use designations as described in Chapter II. The Draft General Plan Land Use Diagram designates specific locations and acreages

for each land use designation, and an estimate of the acreage in each designation has been provided in **Figures 5** and **6**. In addition, estimates of the building floor area that could be accommodated under each land use designation have been provided in **Figure 7** for the purposes of analyzing the "worst-case" environmental impacts of the proposed Project. For example, the Land Use Diagram identifies an area of about 25 acres designated for Neighborhood Commercial land uses, which could accommodate about 268,000 square feet of retail, service, office and other uses. Given that retail, office, industrial and service space have unique and different revenue generating capabilities, this analysis requires that an estimate of each type of space be identified rather than land use designations. For the purpose of the Fiscal Impact Analysis it was necessary to estimate the extent of development that would be likely to occur by 2010 under market conditions. In addition, although the General Plan may allow for 1.6 million square feet of retail, office, service and industrial space, it is assumed that the market will support only a certain amount of each of these types of space, in proportion to the population potential of the proposed Project and the employment forecasts for the City of Winters. Therefore, in order to estimate the "worst-case" fiscal scenario of the proposed Project, a realistic forecast of development has been made using the following assumptions.

Retail space has been forecast according to the degree of market support that would be generated by the net new population projected to result from implementation of the Draft General Plan. The dollar value of retail expenditures that would be made by this new population was first estimated by applying a per capita income of $16,852 to the new population for Alternatives I and II, and using consumer spending information provided by the Bureau of Labor Statistics (i.e., 88 percent of total income is expenditures and 35.7 percent is retail expenditures) (Ref. 45). These retail expenditures are then distributed by type of product, i.e., groceries, clothing and other comparable goods. The total expenditures by product type are then divided by average sales per square foot, which vary by product type, resulting in an estimate of the square footage of retail space that could be supported by the new population.

In order to estimate the floor area in office, service and industrial buildings likely to be constructed by 2010, the employment forecast by Sacramento Area Council of Governments (SACOG) for Winters was used. Winters is forecast to have a total of 3,000 employees by 2010, of which 695 would be in the retail industry, with the balance of 2,305 employed in "other" industries. These SACOG forecasts assumed a population of 14,000 in Winters by 2010. An average figure of 400 square feet per employee was applied to the projected 2,305 employees, which equal about 1.03 million square feet of space. Given that the City of Winters is unlikely to attract major office development given the more competitive office centers located elsewhere in the region, it was assumed for the purposes of this analysis that the majority of this new space would be industrial space. Specifically, it is assumed that 15 percent of new "other" space would be developed for service uses, 5 percent would be office, and 80 percent would be industrial.

Figure 35 provides a summary of the development assumptions used in this analysis. The Figure includes assumptions for the characteristics of each of the Alternatives evaluated in this Draft EIR, including those discussed in Chapter XV, Alternatives to the Project. It should be noted that these figures are somewhat lower than the development assumptions used in other parts of this document, as discussed above. In addition, residential uses have been collapsed into three general categories: Single Family/Low Density, which includes Rural Residential and Low Density Residential designations; Single Family/Medium Density, which includes Medium Density Residential and Medium High Density Residential designations; and Multi-Family/High Density, which is equivalent to the Draft General Plan designation of High Density Residential.

Redevelopment Area Assumptions

Some of the development envisioned in the General Plan and analyzed in the fiscal model would occur within the boundaries of the City's Proposed Redevelopment Area. According to the Proposed Redevelopment Plan, all net new property tax revenue from the Redevelopment Area would go to the Redevelopment Agency and not to the City's General Fund. Thus, these revenues would not be available to the City to fund the public service requirements generated by new development in the Redevelopment Area. According to the Proposed Redevelopment Plan, there would be 275 new dwelling units, 60 new apartments, 350,00 square feet of new commercial space, and 550,000 square feet of new industrial space in the Redevelopment Area during the life of the Plan. This new development would have an estimated assessed value of about $1.04 million. Property tax revenue on this amount would be about $260,000 (25% of 1%). This amount of assessed value has been removed from the property tax calculations for all alternatives (see Table 4 of the model printout).

Park Acreage Requirement Assumptions

Under the Quimby Act, the City can require developers of residential projects to dedicate (in deed or provide payment in lieu of a dedication) three acres of developed parkland per 1,000 persons which are projected to be generated by the proposed development. This requirement may be increased to five acres per 1,000 residents if the City has an established ratio of existing residents to parkland that is at least five acres per 1,000 residents. Although the Draft General Plan Land Use Diagram identifies a total of 92 acres of park land for development, this amount of park acreage is above and beyond what the City can require under the Quimby Act unless a standard of 5 acres per 1,000 residents for the existing population can be established and maintained. Presently, the City has about 1.2 acres of developed park per 1,000 residents. This fiscal analysis assumes the City will acquire and develop no more than three acres per 1,000 population. The proposed Draft General Plan will add approximately 7,750 persons to the city's existing population, and using the established, allowable ratio of parks to population, the proposed Project would result in the dedication of 23.2 acres of parkland. However,a sensitivity analysis of the annual maintenance cost for 92 acres of developed parkland was also undertaken and is discussed in the Impacts section of this Chapter.

Figure 35
SUMMARY OF DEVELOPMENT ASSUMPTIONS
Draft General Plan EIR
City of Winters, California

Land Uses	Unit of Measure	Alternative I Draft General Plan	Alternative II Modified DGP	Alternative III North Area Specific Plan	Alternative IV Existing General Plan	Alternative V Reduced Urbanization	Alternative VI Compact Plan
RESIDENTIAL							
SF-Low Density	du	294	24	1,898	1,495	1,149	400
SF-Med. Density	du	2,300	3,133	1,224	1,595	979	2,100
MF-High Density	du	429	668	555	600	169	400
Total Dwelling Units	du	3,023	3,825	3,677	3,690	2,297	161,200
NON-RESIDENTIAL							
Retail	sqft	161,200	192,400	213,200	213,200	129,900	161,200
Service	sqft	155,588	155,588	155,588	155,588	155,588	155,588
Office	sqft	51,863	51,863	51,863	51,863	51,863	51,863
Industrial	sqft	829,800	829,800	829,800	829,800	829,800	829,800
Total Building Space	sqft	1,198,450	1,229,650	1,250,450	1,250,450	1,167,150	50
Hotel	room	50	50	50	50	50	50
OTHER USES							
Parks	acre	23.2	27.7	30.7	30.7	18.7	23.2
Open Space	acre	181.2	181.0	181.0	181.0	181.0	181.2
Streets	mile	25.4	25.4	25.4	25.4	25.4	10.0
DEMOGRAPHICS							
Total Population (1)		12,500	14,000	15,000	15,000	11,000	12,500
Net Increase in Population		7,722	9,222	10,222	10,222	6,222	7,722
Total Employment		3,568	3,642	3,692	3,692	3,494	3,568
Net Increase in Employment		2,467	2,541	2,591	2,591	2,393	2,467

(1) Based on projected total population for the General Plan Alternative; net increase in population assumes an existing population of 4,778.

Sources: City of Winters; Economic and Planning Systems, Inc.

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A. SETTING

The City currently has an annual operating budget of approximately $1.3 million. The City budget is divided into four types of funds: general purpose (General Fund), enterprise, other government, and internal service funds. This analysis focuses on the General Fund portion of the budget, which includes the majority of annual operating expenditures. Costs incurred by the enterprise and other governmental funds (such as most public works capital improvement expenditures) are primarily offset by service charges and fees and dedicated taxes (i.e. gas tax revenue).

The following discussion addresses the assumptions underlying the revenue and cost projections estimated for the Project and the Modified Draft General Plan (Alternatives I and II). All revenues and expenses are shown in constant dollars (1991).

1. Revenues

The key General Fund revenue sources are property tax, sales and use tax, municipal service tax, and intergovernmental revenues. These revenues would be directly affected by implementation of the proposed Project. In addition, revenue from the business license fees, building permits, and fines and forfeitures would be affected. Revenue from fees, and charges for services and certain intergovernmental grants were assumed to offset departmental costs, and were not forecast. These revenues are net out of each appropriate expenditure item; therefore, these revenues are assumed to continue to offset costs at the current level.

a. Property Tax

Property tax revenue is levied by the County at a rate of one percent of assessed value. Assessed value automatically appreciates two percent annually until title is transferred. When property ownership changes, the property is re-assessed at full market value. Commercial property has a very low turnover rate (approximately once every 20 years), which decreases the number of times commercial property is reassessed at market value. The low turnover rate limits the influence of inflation on the assessed value of commercial property. Residential property turns over more frequently. For this analysis, about 10 percent of residential property is expected to turnover in 2010.

The following assumptions were used to estimate the assessed value of the proposed land uses: low density single family homes at $250,000 per unit; medium density single family homes at $180,000 per unit; high density multi-family units at $60,000 per unit; office space at $100 per square foot, retail space at $75 per square foot; service space at $65 per square foot; and, industrial space at $45 per square foot. Each hotel room is assumed to have a value of $45,500 per room and an average room rate of $25 per room.

New assessed value is calculated by applying the above average values to the development schedules. One percent of the total new assessed value equals total property tax revenues. The City of Winters receives 25 percent of each dollar of property tax revenue generated from the development of new property in the local tax rate area.

b. Sales and Use Tax

Retail sales tax revenue is assumed to equal 1.05 percent of all taxable sales. This rate accounts for the one percent tax rate and revenue from unallocated retail sales.

Sales and use tax receipts would be generated by new retail space, as well as by new employees and new residents purchasing goods and services from new and existing retail establishments. Sales tax revenue generated is estimated based on the extent of new retail space developed. Given that the retail space forecast is directly proportional to the projected expenditures by new population, sales tax revenue that can be expected from the new population is assumed to be captured by the retail space in the City. In general, new population would shop in both new and existing retail establishments; new employees would also shop in new and existing retail establishments. In order to avoid double counting sales tax revenues only one method is used. However, for comparison purposes, sales tax revenues that would be generated by new population and employment is also estimated (see Note 2 of Model Printout in Appendix B).

Sales per square foot of retail space are assumed to be $160. The retail floor area forecast for the proposed Project (161,200 square feet) is multiplied by this sales assumption; 1.05 percent of the estimated total taxable sales would be the sales tax revenue the City would receive under each Alternative.

In general, the analysis assumes an optimistic capture rate for retail expenditures, and thus, sales tax revenue. The City can expect to have one neighborhood retail center, anchored with a grocery store/supermarket and perhaps a drug store and some small shops. These types of centers range in size from about 120,000 square feet to 160,000 square feet.

c. Property Transfer Tax

The City receives $1.10 per $1,000 of assessed value when property changes hands. As discussed above, commercial property has a very low turnover rate as well as multi-family units. For this analysis, ten percent of single family units are assumed to turnover in 2010. The property transfer tax rate is applied to ten percent of the projected assessed value of all single family units for the proposed Project or Alternative II.

d. Franchise Tax and Municipal Services Tax

The City receives revenue from a franchise tax which is levied against use of cable T.V. and telephone, and gas and electricity usage. The current amount received per daytime population of $4.53 is forecast to continue and is applied to new daytime population. Daytime population equals total population and one-half of employment.

The City levies a flat tax of $5 per month to each business and residential unit in the City. For this analysis, the amount of municipal service tax revenue per daytime population of $19.77 is applied to the daytime population projected to occur with implementation of the Draft General Plan or of Alternative II.

e. Business License Fees

Business license fees are levied annually on businesses in the City, except those that pay a franchise fee. The amount paid varies by type of business. For this analysis the amount currently collected per daytime population of $2.41 is forecast to continue in the future.

f. Building Permits and Fines, Forfeitures, and Penalties

Revenue from building permits is assumed to cover the cost of providing services associated with building inspections and plan reviews/approvals. These revenues are not forecast and they have been subtracted from expenditures for the Planning Department in order to calculate the net cost of providing these services to the public.

Revenue from fines and forfeitures is estimated based on estimated Fiscal Year 1990-91 revenue per capita of $0.26. This amount is applied to the projected population under the Draft General Plan and the Modified DGP.

g. Intergovernmental Revenues

Intergovernmental revenues were divided into four categories: revenue from the two largest sources, the motor vehicle in-lieu tax, P.O.S.T. training reimbursements/OCJP, and other State subventions. The motor vehicle in-lieu tax generates approximately $37 per capita; other intergovernmental revenue generates an additional $26 per capita. Revenue from these sources was projected on a per capita basis.

2. Expenditures

All City departments in the General Fund would be affected by the implementation of the proposed Project. Departmental expenditures were projected based on total expenditures net of fees, service charges and certain intergovernmental grants to specific departments. The assumptions made concerning the additional costs of providing services are summarized below.

a. General Government and Non-Departmental

General government and non-departmental expenditures are estimated based on the current per daytime population cost of $57.58 (1990-91 budget). Currently general government and non-departmental expenditures represent approximately 23.8 percent of the 1990-91 General Fund expenditures. This percentage assumption is not used to forecast general government expenditures in the future because it is assumed that the City would experience some economies of scale in providing these services in relation to increases in other departmental expenditures.

b. Planning Department

Services provided by the Planning Department represented a net cost to the City of about $117,000 in 1990-91 Fiscal Year (net of building permit revenues). This department's expenditures are forecast on a per capita basis, and these currently total $24.51 per resident.

c. Police Protection Service

The current cost of providing police services is about one-half million dollars per year. The police department currently has a staff of eight sworn officers at a cost of about $68,200 per sworn officer, including benefits and overhead costs. The City's goal for average response time for priority calls for service is three minutes. To meet this goal, the police department has adopted a standard of providing police services at the equivalent of 1.8 sworn officers per 1,000 population. (The current level of service is 1.7 sworn officers per 1,000 population.) This standard is applied to the net new population that is projected to be added to the City with the implementation of the Draft General Plan or Alternative II. The current average cost per sworn officer, which includes overhead and support staff costs is also applied. In addition, the department has an average of about one patrol vehicle per two sworn officers, with an average annual maintenance cost per vehicle of about $7,500. This cost and ratio is also forecast to continue in the future. Note 5 of the Model Printout in **Appendix B** indicates the methods used to estimate police services costs.

d. Fire Protection Service

The Winters Fire Protection District provides fire protection services to the City and an area that extends beyond the City boundaries within a 90 square mile area. The City has a property tax revenue sharing agreement with the Fire District to give the District 44 percent of the property tax revenues it receives from the incorporated areas of Winters to fund the cost of providing fire services to the City. The Fire District receives an additional 16 percent of County property tax revenues for providing services to the unincorporated areas within the District. The City's share of fire service expenditures in 1990-91 Fiscal Year was about $186,000. The District estimates it will spend an additional $69,000 to provide services to the unincorporated areas surrounding the City.

Presently the Fire District has three paid fire protection staff and one half-time secretary. Additional fire fighting assistance is provided by volunteers. The District has one station located in downtown Winters on Abbey Street.

According to the Fire Chief, the extent of development defined in the Draft General Plan Land Use Diagram would require a new station (possibly a joint police/fire station) to be built in the northern expansion area. In order to provide adequate response to the downtown, part of the existing station would be retained with one truck company and a squad. The main headquarters would be moved to the new station.

Ideally, the new fire station should be operated on a 24-hour basis with a three-person engine company, in accordance with the current state standard. This would allow for a response time of five minutes. The alternative to providing 24-hour service would have full-time staffing during the day with staff being on-call during the evening and night hours.

For this analysis the cost of providing 24-hour service is assumed, as this is the more common and preferred service level. In addition, for this analysis, the total cost of providing fire services is shown under the General Fund. Regardless of whether the City or the Fire District provides the service, the cost of this service will be the City's responsibility. The City is currently studying the possibility of providing fire services directly.

e. Parks and Recreation

This department provides both maintenance of City parks and public buildings, and recreation services and programs. Since the primary users of these facilities are community residents, recreation programs, swimming pool operations and maintenance, and public building maintenance and operations costs are projected based on the current costs per resident. In 1990-

91, swimming and recreation programs cost $4.61 per resident; maintenance and operations of the community center and other public buildings cost $13.17 per resident.

The City currently has 3.5 acres of developed parks, which require maintenance. The City has an additional 3.25 acres of undeveloped park acreage. The City presently spends about $10,500 per acre for park maintenance. This amount is slightly higher than some other cities spend per acre, but it is within reason given the small acreage in existing parks. This cost factor is applied to an estimate of new park acreage that would be required under the proposed Project. This analysis assumes a standard of three acres of parkland per 1,000 population. This standard is higher than the current level of service of 1.2 acres per 1,000 population. This new standard is applied to the net new population and not the existing population.

f. Public Works

The Public Works Department provides a variety of services to the community including engineering and capital improvement planning and maintenance, street cleaning and maintenance and operation of the City's corporation yard. The City is currently considering adopting a new maintenance plan similar to that used in the City of Davis.

The cost of providing engineering and department administration services and operations of the corporation yard have been forecast on a per capita basis, with per capita factors of $22.22 and $6.78, respectively. These factors assume that current levels of service are sufficient.

The City presently has about 18 miles of streets with an annual street maintenance cost of $2,223 per mile. The City proposes to increase the level of service for street maintenance to $9,500 per mile, which is comparable to what other cities spend on street maintenance. In addition, the City would spend an additional $3,000 per land mile per year on signage and striping maintenance. About 35% of street maintenance costs would be covered by Gas Tax Fund revenues; the remaining costs would have to be paid for out of the General Fund.

An average total cost of $12,500 per land mile for street maintenance represents a substantial increase in City expenditures for this public service or an increase in the level of service substantially above the existing level. However, the Public Works Department has indicated that the current level of service is inadequate to maintain streets at a satisfactory level and this increase is necessary. An estimated additional 25 miles of new streets would be added to the City under the proposed Draft General Plan or Alternative II. This figure is only a rough approximation of the new streets that may be constructed. Actual street mileage will vary depending on the individual design configurations of new projects.

B. IMPACTS

The amount of revenue that would be generated and the amount of public service expenditures that would be required for implementation of the Draft General Plan, and for the Modified Draft General Plan, are described in **Figures 36** and **37** respectively, and are forecast according to the assumptions and information provided by the City of Winters. For detail of revenue and expenditure estimating procedures, refer to the representative Fiscal Impact Model printout in Appendix B.

The projected public service requirements and costs, and the fiscal impact of the proposed Project and the Modified Draft General Plan on the City's annual budget at 2010 are highlighted below. In those instances where the Draft General Plan and the Modified Draft General Plan have different fiscal impacts, separate summary statements are provided, while other impacts which apply to both are not distinguished as such, but are described as a general impact associated with either Alternative.

Overall, the fiscal analysis indicates that the proposed project and the Modified Draft General Plan would not produce positive fiscal results, if all Plan and policy elements are implemented. For example, as the City nears "buildout" under the Plan, an overall deficit of $970,000 is indicated. In actuality, no such deficit would occur. The City would lower costs, in one manner or another, or increase revenues to meet predicted budget shortfalls.

1. Police Services

At 2010, the proposed Project would require an additional 14 sworn police officers with appropriate support staff at an estimated annual cost of about $947,500. Vehicle maintenance costs would be an additional $52,000 per year. The total cost of police services would be about $999,600 for the proposed Project. These costs do not include the cost of purchasing required patrol vehicles. Fourteen new officers will require about seven new patrol vehicles. The Modified Draft General Plan Alternative, which has 1,500 more net new residents, would require 17.2 new sworn officers at a total cost of about $1.2 million per year.

2. Fire Services

Staffing for a new fire station in the Northern Area would require 12 new fire fighters and two new non-suppression staff. This staffing level would allow for 24-hour service with a response time of five minutes. The annual cost of providing fire protection services for the city under either the Draft General Plan or the Modified Draft General Plan, would be about $790,000 per year, which includes a 20 percent overhead allowance for support staff and small equipment replacements. These costs are in line with expenditures for a three-person engine company in other surrounding communities such as Davis and Vacaville. This level of service is above that which is currently provided to Winters. Currently, the Fire District operates with three paid fire suppression staff and depends on volunteers for the bulk of its manpower.

Figure 36
BUDGET SUMMARY: NET NEW REVENUES/EXPENDITURES - ALTERNATIVE I
Draft General Plan EIR
City of Winters, California

Budget Item	Fiscal Balance at 2010	Percent Distribution
GENERAL FUND		
REVENUES		
Property Tax	$1,190,364	54.6%
Sales & Use Tax	$257,275	11.8%
Transient Occupany Tax	$27,375	1.3%
Property Transfer Tax	$53,625	2.5%
Franchise Tax	$40,556	1.9%
Municipal Services Tax	$177,059	8.1%
Business License Fees	$21,609	1.0%
Fines, Forfeitures, and Penalties	$2,044	0.1%
Motor Vehicle In-Lieu	284,465	13.0%
Other (State Subventions)	$125,706	5.8%
TOTAL, REVENUES	$2,180,076	100%
EXPENDITURES		
General Government	$412,539	13.1%
Planning Department	$148,274	4.7%
Police Services	$999,637	31.7%
Fire Services	$790,350	25.1%
Parks and Ground Maintenance	$244,936	7.8%
Swimming and Rec. Programs	$35,591	1.1%
Com. Cen./Other Public Bldgs.	$101,680	3.2%
Administration and Engineering	$162,909	5.2%
Street Maintenance Department	$207,468	6.6%
Corporate Yard	$46,700	1.5%
TOTAL, EXPENDITURES	$3,150,084	100%
GENERAL FUND SURPLUS (DEFICIT)	($970,008)	na

Source: Economic and Plannings Systems, Inc.

Figure 37
BUDGET SUMMARY: NET NEW REVENUES/EXPENDITURES - ALTERNATIVE II
Draft General Plan EIR
City of Winters, California

Budget Item	Fiscal Balance at 2010	Percent Distribution
GENERAL FUND		
REVENUES		
Property Tax	$1,438,164	55.1%
Sales & Use Tax	$307,070	11.8%
Transient Occupany Tax	$27,375	1.0%
Property Transfer Tax	$62,693	2.4%
Franchise Tax	$47,516	1.8%
Municipal Services Tax	$207,448	8.0%
Business License Fees	$25,317	1.0%
Fines, Forfeitures, and Penalties	$2,441	0.1%
Motor Vehicle In-Lieu	339,722	13.0%
Other (State Subventions)	$150,124	5.8%
TOTAL, REVENUES	$2,607,870	100%
EXPENDITURES		
General Government	$483,344	13.7%
Planning Department	$173,521	4.9%
Police Services	$1,193,817	33.8%
Fire Services	$790,350	22.4%
Parks and Ground Maintenance	$292,515	8.3%
Swimming and Rec. Programs	$42,505	1.2%
Com. Cen./Other Public Bldgs.	$121,432	3.4%
Administration and Engineering	$194,554	5.5%
Street Maintenance Department	$186,121	5.3%
Corporate Yard	$55,771	1.6%
TOTAL, EXPENDITURES	$3,533,928	100%
GENERAL FUND SURPLUS (DEFICIT)	($926,057)	na

Source: Economic and Plannings Systems, Inc.

3. Parks

Assuming the minimum Quimby Act standard of three acres of parkland per 1,000 population, under the proposed Project, the equivalent of an additional 23.2 acres of parkland would be required to be dedicated by developers in the Planning Area. This amount of new parkland would have an annual maintenance cost of about $245,000 assuming current levels of maintenance service at $10,573 per acre. To increase the existing ratio of parkland to residents, up to the proposed park standard of five acres per 1,000 residents, would require the development of another 8.6 acres of parkland, with maintenance costs of about $90,000 per year.

A sensitivity analysis was conducted to test the impact of developing 92 acres of parkland as designated in the proposed Project and the Modified Draft General Plan Alternative. The cost of maintaining an additional 69 acres of park would cost about $728,000, assuming the current level of service. The inclusion of 92 acres of park in the proposed Project would increase the negative fiscal balance from $635,500 to $1,363,000. If the City were able to reduce the annual maintenance cost per acre from the present cost of $10,500 to $7,000 per acre, the fiscal balance for the proposed Project would still be negative.

4. Public Works

Annual street maintenance under the proposed Project would cost about $56,500 per year, assuming current levels of service.

5. General Fund Balance

With development occurring as defined by the proposed Draft General Plan, as shown in **Figure 36**, the General Fund would have a negative balance by about $970,000. This means that expenditures would exceed revenues by almost one million dollars at 2010. This projected net fiscal balance is for the incremental, additional development that would occur as defined by the Land Use Diagram for the Draft General Plan, and does not include costs and revenues associated with the existing population. With development according to the Land Use Diagram defined for the Modified Draft General Plan, the deficit would be about $926,000, as shown in **Figure 37**. If the City was not to go forward with the Proposed Redevelopment Plan, which covers most of the Downtown, the net fiscal balance would be negative by about $710,000.

The increased cost of providing public services, especially police and fire protection, account for much of the negative fiscal deficit. Police and fire services make up about 55 percent of total expenditures associated with the proposed Project and the Modified Draft General Plan. Revenue from commercial development would not be sufficient to cover the increase in public service costs.

The main reasons for the net negative fiscal balance can be attributed to several factors:

- Public service levels in the City of Winters are currently below what is considered acceptable or preferred, i.e., fire service, amount of developed parkland, and public works maintenance. This analysis assumes increases in some levels of services where appropriate and realistic for new development.

- Residential development in most California communities does not pay for itself because of the restraints of Proposition 13, which limits the amount of property taxes that can be raised. Proposition 13 limits the amount that property can be reassessed to two percent unless that property changes ownership. Therefore, in the early years of a residential project there may be a balance between revenues and expenditures but over time, inflation erodes the amount of services that can be purchased with a set amount of potential revenues from residential property.

- Most communities use commercial development to counter the negative effects of Proposition 13. However, given its size and location, the city of Winters has limited ability to attract commercial development such as retail uses to subsidize the residential component of the Draft General Plan. This analysis assumes the maximum amount of non-residential development that is likely to develop for each Alternative during the 20-year planning horizon.

A sensitivity analysis was prepared to test the amount of additional commercial development that would be required to reach a fiscal balance for the Draft General Plan. The Draft General Plan designates about 444,000 square feet more non-residential space than is analyzed in the Fiscal Impact Model. This additional space, assuming it is either office, service or industrial space, would not create a fiscally sound project. For the Draft General Plan to pay for itself would require an additional 200,000 square feet of retail and 1.7 million square feet of industrial, office and service space. However, as noted above, sufficient market support for that much retail space in Winters would not exist under the Draft General Plan, nor would the expected forecast for employment growth in Winters warrant an additional million square feet of non-residential development.

The sensitivity analysis suggests that some other form of mitigation measure, aside from a redistribution of land uses will be required to create a General Plan that is fiscally sound.

The proposed Project, Alternative I, would result in a negative fiscal balance of the City's General Fund by about $970,000 (see **Figure 36**). This annual deficit represents about 60 percent of the current annual General Fund budget.

Alternative II, the Modified Draft General Plan, is projected to result in a population of 14,000 in the year 2010. This Alternative would have a negative fiscal balance of about $926,000 (see **Figure 37**).

The Draft General Plan (incorporating both Alternatives I and II) directs the City to ensure that, through a combination of assessment districts, utility user taxes, and other funding mechanisms, adequate funding is available for the construction, operation and maintenance of public facilities and services (Policy IV.A.5). Through the use of capital facility planning and budgeting, and review of development, adopted service levels are to be maintained (IV.A.3). The use of development fees and other mechanisms will be applied to ensure that new development bears the cost of developing facilities and extending services (IV.A.4)

8.1A The effect of both the Draft General Plan and the Modified DGP on the fiscal balance of the City's General Fund is considered to be major, in spite of the expressed policies of the DGP. Fiscal impacts for the purpose of CEQA are not considered as significant impacts on the environment.(CEQA Guidelines, 15131 (a)).

Figure 38 presents a comparison of the revenues and expenditures projected to occur under each of the Alternatives, including those Alternatives discussed in Chapter XV, Alternatives to the Project.

C. MITIGATION MEASURES

There are a variety of fiscal mitigation measures that the City Council may consider to alleviate the negative fiscal balance associated with both the Draft General Plan and the Modified Draft General Plan. The Council may choose one mitigation measure to resolve the impact or a combination of measures. The following list of mitigation measures are presented to provide decision makers with an understanding of the range of mitigation measures available and currently in use by other communities.

The fiscal impact analysis of the Draft General Plan and of the Modified Draft General Plan shows that the result of the development designated would be negative on the General Fund Balance, and that at 2010, there would not be sufficient revenue to cover required public service expenditures. It should be noted that where the City chooses to raise a level of service (for example, fire or police services), measures need to be taken to bring the existing residential population up to the new level of service. This analysis has not estimated the cost of providing existing residents with new higher levels of services. Whatever mitigation measures or combination of measures are adopted by the Council, similar measures will need to be applied to existing residents. New development should not and cannot bear the burden of paying for increases in public services for existing residents.

Figure 38

SUMMARY OF REVENUE AND EXPENDITURES BY BUDGET ITEM - ALL ALTERNATIVES

Draft General Plan EIR

City of Winters, California

Budget Item	Alternative I Draft General Plan	Alternative II Modified DGP	Alternative III North Area Specific Plan	Alternative IV Existing General Plan	Alternative V Reduced Urbanization	Alternative VI Compact Plan
REVENUES						
Property Tax	$1,190,364	$1,438,164	$1,737,314	$1,659,139	$1,085,420	$687,514
Sales & Use Tax	$257,275	$307,070	$340,267	$340,267	$207,320	$257,275
Transient Occupany Tax	$27,375	$27,375	$27,375	$27,375	$27,375	$27,375
Property Transfer Tax	$53,625	$62,693	$76,430	$72,694	$50,982	$52,580
Franchise Tax	$40,556	$47,516	$52,157	$52,157	$33,594	$40,556
Municipal Services Tax	$177,059	$207,448	$227,707	$227,707	$146,668	$177,059
Business License Fees	$21,609	$25,317	$27,790	$27,790	$17,900	$21,609
Fines, Forfeitures, and Penalties	$2,044	$2,441	$2,705	$2,705	$1,647	$2,044
Motor Vehicle In-Lieu	$284,465	$339,722	$376,561	$376,561	$229,208	$284,465
Other (State Subventions)	$125,706	$150,124	$166,403	$166,403	$101,287	$125,706
TOTAL, REVENUES	$2,180,076	$2,607,870	$3,034,708	$2,952,796	$1,901,400	$1,676,181
EXPENDITURES						
General Government	$412,539	$483,344	$530,547	$530,547	$341,729	$412,539
Planning Department	$148,274	$173,521	$190,352	$190,352	$123,031	$148,274
Police Services	$999,637	$1,193,817	$1,323,270	$1,323,270	$805,457	$999,637
Fire Services	$790,350	$790,350	$790,350	$790,350	$790,350	$790,350
Parks and Ground Maintenance	$244,936	$292,515	$324,234	$324,234	$197,357	$244,936
Swimming and Rec. Programs	$35,591	$42,505	$47,114	$47,114	$28,678	$35,591
Com. Cen./Other Public Bldgs.	$101,680	$121,432	$134,599	$134,599	$81,929	$101,680
Public Works Adm. and Eng.	$162,909	$194,554	$215,650	$215,650	$131,264	$162,909
Street Maintenance Department	$207,468	$186,121	$171,889	$171,889	$228,816	$15,101
Corporate Yard	$46,700	$55,771	$61,819	$61,819	$37,628	$46,700
TOTAL, EXPENDITURES	$3,150,084	$3,533,928	$3,789,823	$3,789,823	$2,766,238	$2,957,717
GENERAL FUND SURPLUS (DEFICIT)	**($970,008)**	**($926,057)**	**($755,115)**	**($837,027)**	**($864,838)**	**($1,281,536)**

Source: Economic and Planning Systems, Inc.

Economic and Planning Systems, Inc. 10/18/91

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The magnitude of the projected negative fiscal balance overtime will vary depending on the actual timing of development, actual demographics, and the timing of raised levels of service in key departments. If desired service standards are implemented as described above, it will be essential to manage new development in such a way as to mitigate potential negative fiscal effects and to adopt a formal set of fiscal mitigations measures.

8.1A The City should consider adopting an annual special tax, such as a Mello-Roos District or a parcel tax, for providing essential services such as fire protection services. Adoption of such an annual special tax and implementation should be placed before the voters of Winters.

The special tax should apply to both new and existing residents in order to increase the levels of service to acceptable standards. A special tax to cover the cost of providing the additional fire services beyond current levels could be created which would distribute the cost to dwelling units and non-residential development based on their ability to bear the burden.

Each dwelling unit would have an annual tax depending of the value of the unit and its revenue and expenditure generating capabilities. If these costs were spread over each new dwelling unit equally, the annual special tax for fire service would be about $261 per unit for the proposed Project (Alternative I). For the Modified Draft General Plan (Alternative II), the annual tax burden per unit for fire service would be about $206 per unit, given that this Alternative has more dwelling units over which to spread the burden. This mitigation measure, if adopted, would eliminate the projected fiscal shortfall associated with the proposed Draft General Plan and Alternative II.

If a Mello-Roos District or other special tax is chosen as the preferred mitigation measure an additional study would be prepared to determine an appropriate tax rate for each land use and dwelling unit type. A special tax for the new development could be adopted with a vote of the present property owners; a special tax that applied to the entire city would require the voter approval of all Winters residents.

8.1B The City should consider creating a Landscaping and Lighting District to cover the costs of providing required maintenance of new parks and other landscape maintenance.

The City desires to increase its provision of parkland from the existing standard of 1.2 acres per 1,000 population to at least 3.0 acres per 1,000 population. The cost of maintaining this additional acreage constitutes a substantial increase in public expenditures for this type of service. A Landscape and Lighting District would allow the City to meet this increased standard without over-burdening the General Fund. However, even with a Landscape and Lighting District, the proposed Project would have a negative fiscal balance of about $400,000.

8.1C The City should consider creating a Special Assessment District, such as a landscape and lighting district, to cover the additional maintenance costs associated with the proposed Project.

8.1D The City should consider not raising public service standards for the proposed Project until such time as sufficient revenues to cover the associated expenditures are available.

The City may, for example, choose to construct the new fire station, but continue to operate at a level of service lower than that analyzed in this document. The Fire District has indicated that if necessary it could operate the new station with a full-time staff during the day with staff on-call for evening and night hours. This policy would require that all fire fighting personnel live in Winters.

The City Council may choose not to develop additional park acreage beyond the current standards until sources of revenue to fund the associated maintenance costs are identified.

The City Council may choose to slowly increase the level of service for street maintenance as revenues become available. However, it should be noted that inadequate annual street maintenance can result in high reconstruction and street repair costs at a later date.

8.1E Should the implementation of the above-mentioned mitigation measures be infeasible or not approved by voters, the City Council should adopt a General Plan with a lesser or greater net new population.

Provision of public services at levels proposed in this analysis indicate that there would not be sufficient revenues to cover the associated costs. It is not clear or certain if the annual negative balance of $970,000 could be fully mitigated with special taxes. One factor that should be considered is the additional annual burden that would be placed on new and existing residential units under the proposed project. Given that the levels of service proposed in this section are not above current levels of services in other surrounding communities, home buyers may be unwilling to purchase homes with additional annual special taxes in order to obtain levels of services that are considered basic in other larger communities. A detailed financial and market analysis of mitigating the negative fiscal balance would need to be undertaken, if the City Council approves the General Plan as proposed.

As an alternative to special taxes, if the City goes forward with increasing levels of service such as providing full-time fire protection services and better street maintenance, the City Council should consider adopting a General Plan which more closely matches the revenue generating capabilities with the associated expenditures. This could be accomplished by a lower population than proposed or a higher population.

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IX. BIOTIC CONSIDERATIONS

A. SETTING

1. Vegetation

Historically, the natural vegetation pattern in the Winters area consisted of native valley grasslands with scattered oaks and brush along the drainage ways and foothills to the west. Extensive riparian woodland and scrub existed along Putah and Dry Creeks. The current patterns of vegetation in and surrounding the city of Winters are predominantly man-made, due to clearing, cultivation and settlement.

The undeveloped portions of the Winters Planning Area currently are characterized by scattered homesites, cultivated cropland, orchards, pasture, vacant land and limited urban uses. Hay, grain and row crops (e.g., alfalfa, wheat, tomatoes) dominate the area. Orchards, planted primarily with walnut trees, are more dominant to the south and west of Winters. Common plant species found along the borders of fields and fallow land include: alfalfa, rye grass, barley, wild oats, wheat, Johnson grass, blackberry, burr clover, sweet clover, turkey mullein, watergrass, filaree, lana vetch, lupine, yellow mustard, buttercup, California poppy, valley live oak and eucalyptus.

Less human influence has been exerted on the strips of land immediately adjacent to Putah Creek, Dry Creek and a few steeper slopes northwest of Winters. Riparian woodland and wetland habitat is found along Putah Creek, a perennial watercourse which forms the southern boundary of the existing city and the General Plan area. Willow thickets and short lived herbs occur along the creek and low-lying gravel and silt bars. Cattails, tules and sedges are found in freshwater marshes created by beaver dams or other obstructions. Dense, diverse riparian forest occupies the terrace above the streambed, and is dominated by cottonwood and willow, along with black walnut, ash, box elder, alder, sycamore, and buckeye. In open canopy areas an herbaceous understory of wild grape, wild rose, elderberry, poison oak, and coyote brush are present. Higher undisturbed terraces are vegetated with valley oak woodland, with an elderberry understory and ground cover of non-native annual grasses. Disturbed areas along Putah Creek are vegetated with native shrubs, rows of eucalyptus, or non-native species common to riparian areas such as black locust, tamarisk, giant reed, tree of heaven, and tree tobacco.

Riparian habitat along the lower reaches of Dry Creek is less extensive, due to its intermittent flow and the encroachment of adjacent agricultural and residential development. The east bank within the General Plan area is nearly completely developed with old neighborhoods and new subdivisions. A band of valley oak, cottonwood, black walnut, and willow occurs along the west bank, beyond which lie walnut orchards and cultivated fields. The Dry Creek channel is deeply incised and the stream banks are free of vegetation due to erosion during storm flood flows. Efforts have been made to stabilize the banks along this reach, including encroachment and rip rap installation during construction of two new residential subdivisions.

2. Wetlands

Although definitions vary to some degree, wetlands are generally considered to be areas that are periodically or permanently inundated by surface or ground water, and support vegetation adapted for life in saturated soil. Wetlands are recognized as important features on a regional and national level due to their high inherent value to fish and wildlife, use as storage areas for storm and flood waters, and water recharge, filtration and purification functions. In addition to the Putah and Dry creek corridors, other potential wetlands in the General Plan areas include Moody Slough, irrigation ditches, and a large depression northwest of the cemetery which is subject to short periods of ponding after heavy rains and seasonal flooding in wetter winters. It is possible that more detailed analysis would indicate additional wetland features, depending on the classification system used for delineation.

The CDFG and Corps have jurisdiction over modifications to river banks, channels and other wetland features. Jurisdiction of the Corps is established through the provisions of Section 404 of the Clean Water Act, which prohibits the discharge of dredged or fill material into "waters" of the United States without a permit (individual or nationwide permit). The Corps uses three mandatory technical criteria to determine whether an area is a jurisdictional wetland, emphasizing the delineation of the upper boundary of identified wetlands. All three of the identified technical criteria (hydrophytic vegetation, hydric soils, and wetland hydrology), must be met for an area to be identified as a wetland under Corps jurisdiction.

The USFWS classification system is used by the CDFG to determine wetlands in the state. This classification system is generally more encompassing than that used by the Corps, requiring that only one of three criteria (hydrophilic vegetation, hydric soils, and wetland hydrology) be met for an area to be considered wetlands, raather than all three as required by the Corps. Jurisdictional authority of the CDFG over wetland areas is established under Fish and Game Code Sections 1601-1606, which pertains to activities that would disrupt the natural flow or alter the channel, bed, or bank of any lake, river, or stream. The Fish and Game Code stipulates that it is "unlawful to substantially divert or obstruct the natural flow or substantially change the bed, channel or bank of any river, stream or lake" without notifying the Department, incorporating necessary mitigation, and obtaining a Streambed Alteration agreement with the Department. The Wetlands Resources Policy of the CDFG states that the Fish and Game Commission will "strongly discourage development in or conversion of wetlands...unless, at a minimum, project mitigation assures there will be no net loss of either wetland habitat values or acreage".

3. Wildlife

Wildlife in the Winters area is typical of a small community surrounded by agricultural lands. Common wildlife species found in the area include: harvest mouse, gopher, ground squirrel,

jackrabbit, coyote, turkey vulture, hawk, quail, pheasant, dove, barn owl, crow, scrub jay, robin, meadowlark, blackbird, and sparrow. Ponding on soils with higher clay content after rains may attract ducks and geese during winter months. Reptiles common to the agricultural areas include: gopher snake, king snake, racer, and fence lizard. Irrigation ditches and drainage sloughs provide a source of water and some limited wetland habitat.

The riparian woodland and wetlands along Putah Creek provide the most important wildlife habitat in the Winters area due to the density and diversity of the flora, fairly undisturbed conditions, and perennial surface water flows. This riparian corridor provides forage, cover, and breeding habitat, and migratory corridor for a wide variety of mammals, fish, water birds, raptors, and passerine birds. Beaver actively use Putah Creek in the Winters area, as evidenced by dams, and girdled trees (refer to Appendix C for a list of wildlife species potentially occurring along Putah Creek near Winters).

4. Special-Status Taxa

A number of plant and animal taxa with special status have geographic ranges which encompass the Winters area or have been observed in the Project vicinity according to occurrence records maintained by the Natural Diversity Data Base of the California Department of Fish and Game (CDFG). Special-status taxa include: officially designated (rare, threatened, or endangered) and candidate species for listing by the California Department of Fish and Game; officially designated (threatened or endangered) and candidate species for listing by the U.S. Fish and Wildlife Service (USFWS); taxa considered to be rare or endangered under the conditions of Section 15380 of the California Environmental Quality Act (CEQA) Guidelines (Ref. B), such as those identified on lists 1A, 1B, and 2 in the Inventory of Rare and Endangered Vascular Plants of California (Ref. 13), and other taxa which are considered sensitive or of special concern due to limited distribution or lack of adequate information to permit listing or rejection for state or federal status, such as those included on list 3 and 4 in the California Native Plant Society Inventory or identified as "Species of Special Concern" by the California Department of Fish and Game. Information on taxa reported or suspected to occur in the Winters area is summarized below.

<u>Swainson hawk</u> (*Buteo swainsoni*).

Swainson hawk is listed as a state threatened species. The Natural Diversity Data Base indicates a possible nest site about seven miles northeast of the General Plan area. However, an active Swainson hawk nest has been observed during intensive surveys about three miles east of Winters along Putah Creek (communication with Jim Estep, Jones and Stokes Associates, 1990). Swainson hawk have also been observed foraging for small mammals and birds in the agricultural fields north and east of Winters, including agricultural lands within the General Plan area. Hay and grain crops, such as alfalfa and wheat, certain row crops, such as tomatoes and beets, and low growth pastures and fallow fields not dominated by thistle provide important foraging habitat for the Swainson hawk, particularly after harvest, discing or flooding.

Swainson hawk is a summer breeding resident of the Central Valley, generally occurring in areas where riparian woodland and surrounding agricultural lands provide roosting, nesting and foraging habitat. The loss of nesting and foraging habitat has greatly reduced the breeding range and abundance of Swainson hawk in California, with an estimated decline of 90 percent in the breeding population between 1900 and 1979 (Ref. C). Originally adapted to open grasslands, the hawk has become increasingly dependent on agricultural lands as native plant communities have been converted to agricultural uses. In recognition of this dramatic decline in population, and loss of critical foraging and nesting habitat, the hawk was designated as a threatened bird species by the Fish and Game Commission in 1983.

Agricultural crop patterns currently influence the distribution and abundance of Swainson hawk in the Central Valley, and foraging behavior reflects changes in prey density and availability. Suitable foraging habitat includes open grassland or lightly-grazed dryland pasture, alfalfa and other hay crops, fallow fields, and combinations of hay, grain, and row crops such as tomato and sugar beets. Unsuitable foraging habitat includes any crop-type in which prey are inaccessible, or which do not support adequate prey populations, such as vineyards, orchards, rice, and cotton. Expansion of these crop types will continue to eliminate Swainson hawk foraging habitat, contributing to the continued reduction of the breeding population in the Central Valley.

Large, open expanses of foraging habitat adjacent to or within an estimated 10 mile radius are required for nesting, with distance from nest site and availability of suitable crop types considered to be limiting factors to successful reproductive performance. Except where existing urban development or unsuitable crops are cultivated, much of the Winters area meets these two basic criteria used by the CDFG in determining whether a particular area provides suitable foraging habitat for Swainson hawk. Although foraging habitat is commonly proximate to nest sites, Swainson hawk have been documented foraging up to 18 miles from a nest (Ref. D). The hawk is very sensitive to habitat fragmentation, and is known to avoid otherwise suitable foraging habitat where prey populations may exist but large lot "ranchette" development has occurred.

Western yellow billed cuckoo (*Coccyzus americanus occidentalis*).

This subspecies is listed as a State threatened taxa. Western yellow billed cuckoo is a summer breeder in California, and generally occurs along corridors of dense riparian woodland and nearby orchards in the Central Valley and along the Colorado River. This subspecies is dependent on its primary food source, caterpillars, which generally occur within well-developed riparian forests. There are no records of western yellow billed cuckoo nesting along Putah Creek (Ref. 25), and the narrow band of riparian vegetation provides only poor to marginally suitable breeding habitat, making their occurrence in the Winters area unlikely.

Tricolored blackbird (*Agelaius tricolor*).

The tricolored blackbird is a candidate species (category 2) for Federal listing. Although it has declined substantially in recent years, the tricolored blackbird is widespread in marshes and agricultural fields of the Central Valley. Colonies often are found along irrigation ditches and other waterways where dense cattail or bulrush provide nesting substrate and protective cover. The decline of this species is likely the result of several factors, including: disturbance during the breeding season; competition with other blackbird species such as red-winged blackbird; destruction of suitable breeding habitat; and poisoning by farmers to control blackbird populations which feed on agricultural crops. Several channels provide moderate nesting habitat for tricolored blackbird in the Winters area, although no sightings of this species have been recorded from the area.

Mountain plover (*Charadrius montanus*).

Mountain plover is a candidate species (category 2) for Federal listing. This small plover winters in the Central Valley of California, feeding in grassland and agricultural fields. The plover has been occasionally observed in agricultural fields in Yolo County, and individuals may occasionally frequent the Winters area as part of their winter range.

Burrowing owl (*Athene cunicularia*).

Burrowing owl has no State or Federal listing, but is a recognized as a Species of Special Concern by the CDFG. The owl is a ground nesting species known to occupy rodent burrows throughout open uplands in the Central Valley. Destruction of California ground squirrel colonies, conversion of patureland to agricultural and urban development, poisoning, and human disturbance have been the major reasons for the decline of this species. Nesting birds have been observed to the west of the Yolo County Airport. Suitable habitat occurs in the Winters area where intensively managed agricultural crops and human disturbance have not curtailed nesting.

Pacific western big-eared bat (*Plecotus townsendii townsendii*).

This western subspecies of big-eared bat is a candidate taxa (category 2) for Federal listing and a CDFG Species of Special Concern. Big-eared bat is a colonial species. with individuals showing great fidelity to both their group and chosen roost sites. Although big-eared bat is generally a cave dwelling species, the two western subspecies are more frequently found in mine tunnels and buildings. Unlike many bat species which take refuge in crevices, big-eared bat will only roost in the open, hanging from walls and ceilings where it is particularly vulnerable to disturbance. Winters is within the known geographic range of pacific western big-eared bat, and although no reported sightings of the bat have been made, there is a slight possibility that existing structures, such as abandoned buildings or upper levels of barns, provide roosts for a bat colony.

California tiger salamander (*Ambystoma tigrinum californiense*).

The California tiger salamander is a candidate taxa (category 2) for Federal listing and a CDFG Species of Special Concern. The distribution of this subspecies has declined due to the conversion of valley and foothill grassland habitat to agricultural and urban uses. Adults are believed to occupy burrows of California ground squirrel and other rodents for much of the year, migrating to nearby water sources to breed following the first hard rains in fall or winter. The salamander breeds in temporary pools and permanent water, usually associated with grassland and open woodlands, where the water source lasts at least through late spring to permit development of larval young. The extent of modification to upland retreat habitat along Putah and Dry creeks limits the likelihood of occurrence within the Winters area, although no detailed studies have been conducted to confirm the presence or absence of this subspecies. Protection of vernal pools, ponds, and other suitable breeding and upland habitat is critical for the survival of this subspecies.

Valley elderberry longhorn beetle (*Desmocerus californicus dimorphus*).

Valley elderberry longhorn beetle (VELB) is a Federal threatened taxa, and has been reported at several locations along Putah Creek. During a survey of Putah Creek in the Winters area by the Putah Creek Advisory Committee conducted in February 1989, adult beetle holes were observed in branches and stems of elderberry bushes (Sambucus mexicana) at two locations. This natural resource survey was not intended as a complete survey for the VELB; other elderberry bushes with exit holes are likely, and adult beetles may be present at the proper time of year.

The VELB is restricted to riparian areas in the Central Valley of California, where its host plant, the blue elderberry, occurs. The VELB depends on the valley elderberry for the completion of its life cycle, consuming the foliage and depositing eggs in the pith of branches and stems. The larvae consume pith and cut holes in the stem as they emerge. These exit holes are readily identifiable and their presence is an indication of the occurrence of the beetle. The adults emerge from the elderberry stems, fly, mate, and deposit eggs during the flowering period of the elderberry. Loss of habitat in California has led to the listing of this subspecies as threatened (Refs. 25 and 44). Protection of elderberry shrubs is critical for protection of the subspecies. The USFWS considers any stand of elderberry to be potentially suitable habitat for the beetle, and generally requires that existing plants be protected, transplanted, or replaced at ratios of from 3:1 to 5:1.

Adobe lily (*Fritillaria pluriflora*).

Adobe lily is a candidate plant taxa (category 2) for Federal listing. Populations have typically been reported from chaparral, open woodland and valley grassland plant communities, often on

adobe soils. No populations have been recorded from the Winters area, and most have been reported to the southwest along the slopes of the interior foothills of the Coast Range. A questionable occurrence record for this species was made approximately ten miles southwest of Winters in 1925.

B. IMPACTS

1. Vegetation

The primary biotic impact of implementation of the General Plan would be the permanent loss of agricultural habitat to urban development. Full development under the General Plan would result in the conversion of approximately 1,231 acres of cultivated fields, orchards, pastures and vacant lands to residential, commercial, industrial and public uses. The impacts directly related to the conversion of agricultural land to urban uses is addressed in Chapter XIII. Future development may also affect mature trees, both as a result of direct removal and as a result of secondary effects such as changes in drainage patterns, landscape irrigation, and creation of impervious surfaces within the dripline of individual trees. In addition to their aesthetic resource values, mature trees provide important nesting and roosting habitat which would be lost with tree removal. The City's existing Historical Tree Ordinance provides some protection for specifically-identified important trees.

Riparian woodland and wetland habitat could potentially be lost or disturbed as a result of future development along Putah and Dry creeks, or from secondary effects such as increased recreational use along these corridors. Anticipated future development would increase flood flows and velocities, with an estimated 4 percent increase to the 10-year flood flow of Putah Creek and 3.4 percent increase to the 10-year flood flow of Dry Creek. Although these increases may contribute to localized erosion problems, such as increased scour and bank migration, the bank and channel bottom configuration of the stream corridors are constantly changing and this contribution would not be considered significant. Where future development impinges on the stream corridors, however, bank modifications and resulting changes in stream flows may contribute to severe erosion, as evidenced along Dry Creek where two recent residential subdivisions have reduced the channel width and replaced a natural bank with concrete rip rap, resulting in channel scouring and vegetation loss on the opposite bank.

The Draft General Plan, together with the Modified DGP, includes policies in the Natural Resources section which would reduce the effects of urban development on vegetation. The Natural Resources section directs the City to require site-specific surveys to identify important vegetation resources in riparian or wetland areas (VI.C.1), 50- to 100-foot setbacks along Putah and Dry Creeks, and to develop recreational trails and facilities along those Creeks with

sensitivity to wildlife habitat and riparian vegetation habitat, using detailed habitat management principles. Those principles include re-placing non-native trees and shrubs with native species, and prohibiting new irrigation and planting within the dripline of native oaks (Goal VI.D, Policies VI.D.1-4). Guidelines are to be developed in cooperation with CDFG, the Army Corps of Engineers, Yolo and Solano Counties, and the Putah Creek Council for erosion control measures, or slope stabilization (VI.D.5). The DGP also directs the City to discourage premature conversion of agricultural land to urban uses, to encourage agricultural uses until such time development is imminent, and to adopt a right-to-farm ordinance (Goal VI.B, Policies VI.B.1,2,4). These policies of the Natural Resources section could reduce the severity of vegetation impacts, particularly along Putah and Dry Creeks, but could not avoid the ultimate, significant loss of such resources in agricultural areas.

9.1 The impacts of the Draft General Plan and the Modified DGP on vegetation in agricultural areas would be significant.

2. Wetlands

In addition to the Putah and Dry Creek corridors, jurisdictional wetlands may exist along Moody Slough and other drainage channels, irrigation ditches, seasonally ponded depressions, and other features. Modifications to waterways and other wetland features would be subject to jurisdictional review and approval by the Corps and possibly the CDFG. Further review by representatives of these two agencies would focus on minimizing disturbance to the existing riparian corridors, with landscape planting provided as necessary to replace any native vegetation removed as a result of improvements. As discussed previously, the objective of the CDFG is to ensure no net loss of either habitat acreage or value. Depending on the extent of proposed disturbance and quality of affected habitat, required mitigation ratios may vary from simple inkind replacement to as high as 3:1 wetland replacement.

Policies contained in the Natural Resources section of the General Plan serve to ensure that development does not result in a net loss of riparian or wetland habitat, including provisions for appropriate setbacks along Putah and Dry creeks, planting with native species, guidelines for erosion control methods and habitat enhancement objectives (VI.C.1-9).

Impacts on wetlands of Alternatives I and II would not be significant, but could require additional, more specific mitigation measures to be defined.

3. Wildlife

The loss of agricultural lands would result in the permanent loss of smaller, less mobile wildlife species, and the loss or displacement of more mobile species to surrounding agricultural lands

that are not already at carrying capacity for those species. Adjacent agricultural lands of similar habitat value are extensive in the Winters area and throughout much of the Central Valley. Therefore, although some individual habitats would be lost, most species would not be significantly affected.

Effects of the loss of agricultural lands on wildlife (exclusive of special status species) would not generally constitute a significant impact.

4. Special-Status Taxa

Anticipated future development in the Winters area would further reduce the available habitat for a number of special-status taxa, and may affect critical features such as nesting and roosting sites or important foraging habitat. In particular, future development would contribute to a reduction in foraging habitat for Swainson hawk, and in the absence of adequate mitigation, may constitute "taking" under Section 2081 of the California Endangered Species Act and the Migratory Bird Treaty Act of 1918. Habitat loss is the most significant threat to the remaining subpopulations of Swainson hawk, as agricultural practices change or agricultural lands are converted to urban uses, and as nest trees are destroyed. The loss of nesting and foraging habitat has greatly reduced the breeding range and abundance of Swainson hawk in California, and the CDFG has developed detailed mitigation guidelines in an effort to protect critical habitat for this species.

The Mitigation Guidelines for Swainson's Hawk in the Central Valley of California (Ref. 11) were prepared by the CDFG to provide information on recommended management, natural history and population status, nesting and foraging requirements, and mitigation criteria for Swainson hawk, with a general goal of no net loss of breeding or foraging habitat. The guidelines are intended to provide lead agencies and project sponsors with an interim framework for developing adequate measures to mitigate the loss of habitat until a comprehensive Swainson Hawk Habitat Resource Plan is completed by the Department. The mitigation criteria specified in the guidelines include: consultation with representatives of the Department; restrictions on disturbance within on half mile of a known nest site from March 1 through August 15; prevention of loss of nest trees; maintenance of sufficient foraging habitat to support breeding pairs and successful fledging of young; and restoration and enhancement of nesting and foraging habitat. A copy of the mitigation guidelines is contained in Appendix D for review.

Recreational development, flood control modifications, or future development in the vicinity of Putah and Dry creeks could result in the disturbance or loss of valley elderberry longhorn beetle habitat. Elderberry shrubs may occur at other locations throughout the General Plan area as well, particularly along other drainage or irrigation features. Although the Natural Resources section of the General Plan includes policies to protect sensitive resources along Putah Creek and habitat for special status taxa in general, no specific provisions have been developed to protect habitat for the beetle. A copy of general compensation guidelines for the valley elderberry longhorn beetle is contained in Appendix E for review.

Although the extent of past disturbance limits the likelihood of occurrence or importance of the Winters area for many special-status plant and animal taxa, additional studies would be necessary to conclusively determine whether a number of taxa of concern occur in the area and may be affected by future development. These include: taxa associated with riparian corridors and other wetland features (such as tricolored blackbird, valley elderberry longhorn beetle, and California tiger salamander); taxa associated with largely undisturbed areas (such as burrowing owl); and nest or roost sites for raptors and other taxa of concern (such as pacific western big-eared bat). If special-status taxa occur along wetland features or largely undisturbed areas, future development may adversely affect established populations unless protective measures are identified and implemented.

The Draft General Plan directs the City to participate in local and regional activities which protect, restore and maintain viable habitat for endangered and threatened species, with the aim of developing a region-wide Habitat Resources Plan (VI.C.4).

9.2 The impacts of development under Alternatives I and II would have a significant impact on special-status taxa, and would require the implementation of regional habitat mitigations.

C. MITIGATION MEASURES

1. Vegetation

9.1 Consistent with policies contained in the General Plan, future landscaping along public right-of-ways, parks, schools, and private developments within the Winters area shall emphasize the use of native plant species to the extent possible. Suitable native species for use in landscape improvements include: valley oak (Quercus lobata), live oak (Quercus agrifolia), sycamore (Plantus racemosa), Fremont cottonwood (Populus Fremontii), California buckeye (Aesculus californica), black walnut (Juglans hindsii), toyon (Heteromeles arbutifolia), oso berry (Osmaronia cerasiformis), California rose (Rosa californica), California blackberry (Rubus vitifolius), elderberry (Sambucus mexicana), box elder (Acer negundo ssp. californicum), dwarf coyote brush (Baccharis pilularus), California buckwheat (Eriogonum fasciculatum), and purple needle grass (Stipa pulchra).

This measure would reduce the impact of Alternatives I and II to a less-than-significant level.

2. Wetlands

9.2A Preparation of any plans to modify channels and other wetland features (such as bridge crossings, flood control improvements, or culverting) shall be designed to minimize disturbance to areas of dense riparian and marshland cover consistent with policies contained in the Natural Resources section of the General Plan. Any proposed channel modifications shall be coordinated with representatives of the CDFG and Corps to ensure that the concerns and possible requirements of both agencies can be easily incorporated into specific development plans during the initial phase of project design. Where wetland features are present, jurisdictional determinations and appropriate mitigation will be required subject to the provisions of Section 404 of the Clean Water Act and Sections 1601-1606 of the CDFG Code. Preliminary determinations and coordination with jurisdictional agencies shall be completed prior to approving specific development plans on parcels with wetland features.

9.2B Any necessary flood control or drainage improvements to existing channels and other waterways shall be designed to minimize disturbance to the wetland vegetation, including both emergent and woody plant cover. Strategies available to minimize disturbance (presented in decreasing order of preference) include: use of detention basins; creating bypass channels; and selectively protecting individual mature trees and reestablishing young trees, shrubs and groundcover vegetation following channel modifications. If channel widening or other modifications are determined to be unavoidable, improvements shall be designed to permit reestablishment of emergent and dense woody vegetation without impinging on the required flood control capacity of the channel.

The above measures would reduce the impact of Alternatives I and II to a less-than-significant level.

3. Special Status Taxa

9.3A Prior to approving specific development plans, parcels encompassing or adjacent to riparian and other undisturbed habitat shall be surveyed for special-status plant and animal taxa to confirm that populations of taxa of concern would not be affected by the proposed development. The field surveys shall be conducted by a qualified biologist, and as necessary, shall be conducted during the appropriate time of the year to detect the presence of taxa of concern. If taxa of concern are encountered during the detailed field surveys, appropriate measures shall be developed to minimize disturbance and protect identified populations.

9.3B A qualified consultant shall be retained by the City and other interested agencies to coordinate preparation of a Swainson Hawk Habitat Resource Plan (HRP) to provide a comprehensive approach to habitat protection, mitigation, and enhancement in the Winters area. The City shall consider developing a coordinated HRP in consultation with the CDFG, Yolo County and other local jurisdictions in the surrounding area, which meets with the approval of all agencies involved in the Plan. Preparation of a comprehensive HRP would seek to preserve and enhance lands and resources that provide foraging and nesting habitat for Swainson hawk, and possibly other special-status taxa as well. **The impact of Alternatives I and II on the habitat of the Swainson's Hawk will remain cumulatively significant and unavoidable.**

Until the Habitat Resource Plan and local fee ordinance are completed, each applicant for specific development plans in the Winters area shall be required to prepare a project-specific Swainson Hawk Mitigation Plan consistent with the CDFG Mitigation Guidelines, or alternatively, shall enter into a Memorandum of Understanding with the City to ensure that the proposed project will be subject to the provisions of the recommended ordinance, with a required fee contribution made by the applicant once adopted.

9.3C Elderberry plants within the Winters area shall be assumed to support the valley elderberry longhorn beetle, and adequate measures shall be taken to protect these plants consistent with the USFWS Compensation Guidelines, which shall be incorporated into proposed open space areas where possible. Any modifications or possible removal of plants shall be coordinated with representatives of USFWS, and mitigation provided as specified on a case by case basis.

Putah Creek shall be surveyed for evidence of Valley elderberry longhorn beetle throughout the General Plan area prior to any recreational development. Parks and trails shall avoid the relatively undisturbed mixed riparian forest community and all known locations of the VELB, and shall avoid elderberry clumps and clusters wherever possible. Elderberry plantings shall be included in the restoration and conservation plan for Putah Creek. The Putah Creek Council and Putah Creek Advisory Committee are working on goals, policies and programs for Putah and Dry Creek, which if implemented by the City of Winters, will provide for the protection and enhancement of biological values along these riparian corridors while providing for compatible recreational use. This impact can be reduced to an insignificant level or avoided with effective implementation of the mitigation measures.

9.3D Prior to approving specific development plans on parcels with large trees, adjacent to riparian and marshland habitat, or with habitat suitable for ground-nesting sites, surveys for raptor nests shall be conducted by a qualified biologist. If nests are encountered, an

appropriate buffer zone shall be established based on topography, vegetative screening, and adjacent habitat, and construction activities shall be prohibited within this zone during the nesting season (nesting season is typically from May through June). Representatives of the CDFG and USFWS shall be consulted to determine whether the nest tree or burrow shall be protected and a permanent buffer established to ensure future use or whether the nest site may be destroyed once the young have fledged in late June or early July.

The above measures could reduce the local impact of Alternatives I and II to a less-than-significant level, but the cumulative impact would remain significant. The impact of Alternatives I and II on the habitat of the Swainson's Hawk will remain significant and unavoidable.

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X. GEOLOGY, SOILS, SEISMICITY AND HYDROLOGY

A. SETTING

1. Regional Geology

Winters is located on the western side of the Sacramento Valley (see **Figure 1** in Chapter II), which is a large northwest-trending structural trough extending about 150 miles north from the Sacramento-San Joaquin Delta and occupying an area of about 6,000 square miles. It is bounded on the east by the Sierra Nevada and Cascade Ranges and by the Coast Range on the west.

The city is located in the western portion of the Putah Plain, a physiographic area within the Sacramento Valley formed from two low-sloping and coalescing fans of Putah and Cache Creeks. Here the alluvial plain is partially dissected by eastward flowing streams that drain the Vaca Mountains to the west. Between the Vaca Mountains and the Putah Plain lie the dissected alluvial uplands of the English Hills. To the east the Putah Plain flattens, becoming topographically featureless (Ref. 27).

Paleozoic and Mesozoic (geologic time periods covering 70 to 600 million years ago) intrusive, metamorphic and marine sedimentary rocks comprise the basement underlying the Sacramento Valley Basin and the adjacent mountains. The basement rocks are found at considerable depths at the margins. At the bottom of the basin the older rocks are overlain by Eocene (36-54 million years ago) marine and continental (non-marine origin) sedimentary rocks (Ref. 32).

Overlying the older sequence of rocks is a thick series of mid-Tertiary to Cenozoic (36 million years ago to present) continental deposits laid in place by streams flowing from the surrounding mountains into the basin, which was subsiding during this time. The principal water-bearing formation on the west side of the Sacramento Valley is the Tehama Formation, which is a clean sand that can range up to 2250 feet in thickness (Ref. 32). Alluvial fans, stream channel deposits, flood plain and flood basin deposits are the most recently deposited materials. Alluvial fans occur mostly on the west side adjacent to the Coast Range. They are relatively thin, but contain highly permeable materials. This assemblage of predominantly sedimentary rocks also includes volcanic mudflows, lava flows, and volcanic ash deposits, all associated with the volcanic action which occurred in the middle to late Tertiary period (Ref. 32).

Alluvial fan deposits of the Putah Plain directly overlie the Tehama Formation. The Putah Plain alluvial fan deposits can be divided into younger and older alluvium (Ref. 32). The younger alluvium covers all of the Putah Plain except near the Coast Ranges where older alluvium is exposed along with the Tehama Formation. The younger alluvium, approximately 30 feet thick, and the older alluvium, up to 140 feet thick, comprise the total thickness of approximately 170 feet. The younger alluvium consists mostly of silt and fine sand, but includes some coarse sand

and gravel. The older alluvium is more heterogeneous, containing clays, silts and gravels. The older alluvium can be distinguished from the younger alluvium by its abundance of clay and channelized gravel deposits (Ref. 32).

2. Planning Area Geology

The subsurface geology in the Planning Area, as indicated by three geologic borings at the Winters Landfill site drilled to depths up to 95 feet, consists predominantly of alternating layers of silty clays and gravels. These alluvium deposits are believed to be the older alluvium of the Putah Plain fan deposits. These deposits formed as the result of meandering streams which drained the Vaca Mountains to the west. Gravels were deposited on the bottom of stream channels as bedload. Floodwaters that overtopped the natural levees of the stream channels carried silt and clay which were then deposited along the sides of the channels.

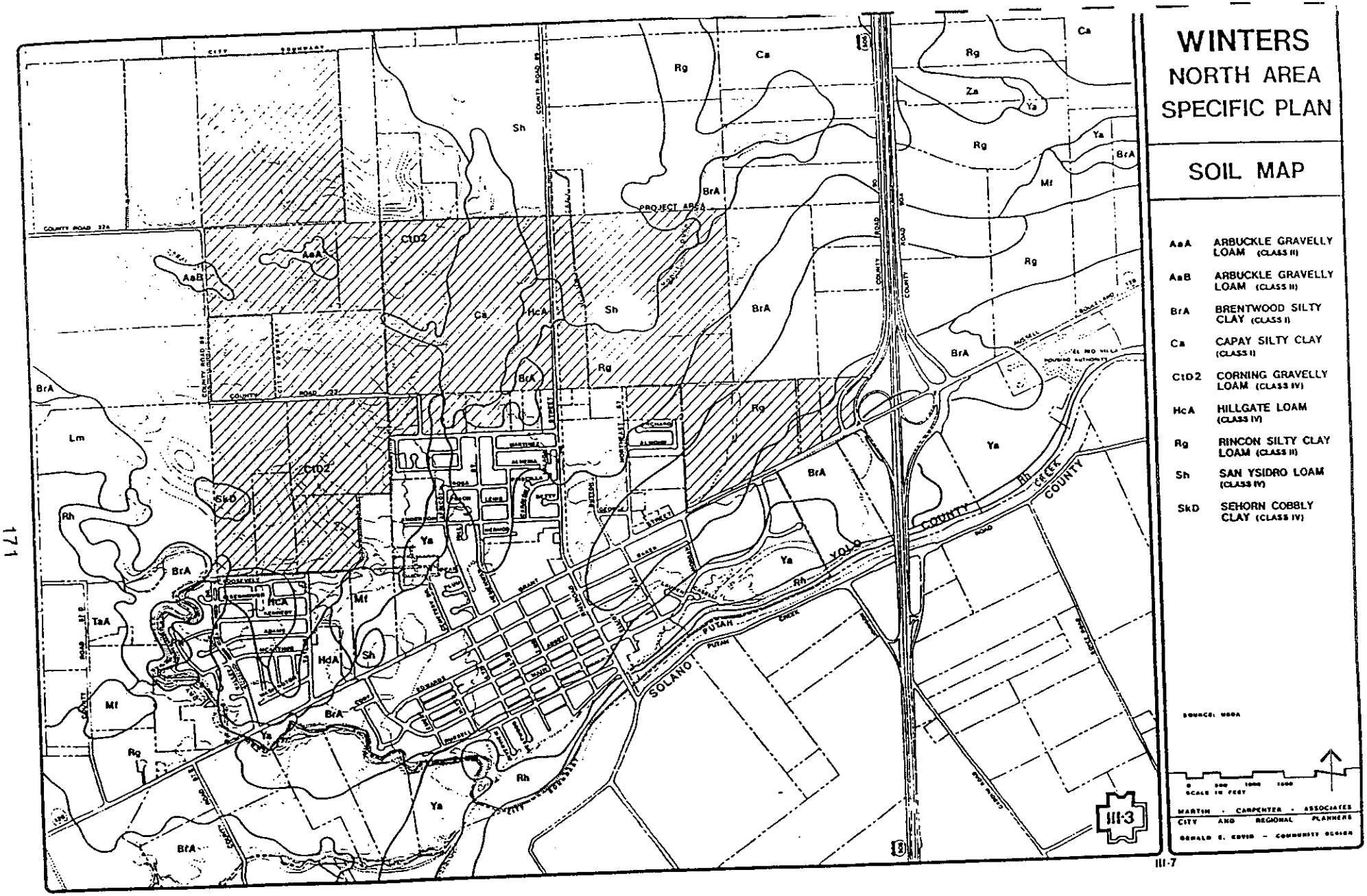
3. Soils in the Planning Area

Soil types found within the Winters area are categorized into nine soil associations (Ref. 2). **Figure 39** shows the geographic extent of each soil association. In general, the soils are loams with differing percentages of gravels, silts and clays.

In the western part of the Planning Area, the Corning Gravelly Loam is the dominant soil type. This is a well-drained gravelly loam generally occurring on dissected terraces. Slopes range from 2 to 15 percent. It has high shrink-swell potential, slight compressibility, high to medium strength, and fair to poor stability. In the eastern part of the Project area, the Rincon Silty Clay Loam is the most dominant soil type. The Rincon Series, which overlies the local alluvial fans, consists of well-drained silty clay loams. Slopes range from zero to two percent. It has a high shrink-swell potential, medium compressibility, medium strength, and fair to poor stability. Other soils in the area consist of the Capay Silty Clay, Brentwood Silty Clay, San Ysidro Loam, Arbuckle Gravelly Loam, and Hillgate Loam. These soils have high shrink-swell potentials, medium to high compressibilities, medium to low strength, and fair to good stability. Limitations for septic tank fields for all of these soils are severe (Ref. 2).

4. Seismicity

The western edge of the Sacramento Valley is in a seismically active region of California. Winters is in Severity Zone III, according to the California Division of Mines and Geology, which has the potential for an earthquake that can cause major damage (Ref. 50).


WINTERS
NORTH AREA
SPECIFIC PLAN
SOIL MAP
AaA ARBUCKLE GRAVELLY LOAM (CLASS III)
AaB ARBUCKLE GRAVELLY LOAM (CLASS II)
BrA BRENTWOOD SILTY CLAY (CLASS I)
Ca CAPAY SILTY CLAY (CLASS I)
CtD2 CORNING GRAVELLY LOAM (CLASS IV)
HcA HILLGATE LOAM (CLASS IV)
Rg RINCON SILTY CLAY LOAM (CLASS III)
Sh SAN YSIDRO LOAM (CLASS IV)
SkD SEHORN COBBLY CLAY (CLASS IV)
SOURCE: USDA
SCALE IN FEET
MARTIN - CARPENTER - ASSOCIATES
CITY AND REGIONAL PLANNERS
DONALD E. COVIO - COMMUNITY DESIGN
PROJECT AREA
COUNTY ROAD 32A
COUNTY ROAD 32
COUNTY ROAD 29
COUNTY ROAD 30A
COUNTY ROAD 31
COUNTY ROAD 28
COUNTY ROAD 27
COUNTY ROAD 26
COUNTY ROAD 25
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COUNTY ROAD 1A
COUNTY ROAD 2A
COUNTY ROAD 3A
COUNTY ROAD 4A
COUNTY ROAD 5A
COUNTY ROAD 6A
COUNTY ROAD 7A
COUNTY ROAD 8A
COUNTY ROAD 9A
COUNTY ROAD 10A
COUNTY ROAD 11A
COUNTY ROAD 12A
COUNTY ROAD 13A
COUNTY ROAD

During the 1892 earthquake, nearly all the brick structures in Vacaville and Winters were destroyed and many frame buildings were damaged. Chimneys were twisted and thrown down. Fissures were found in the bed of Putah Creek and the adjoining roadway and fields one half-mile west of Winters. The shock was felt from Healdsburg to Fresno and east to Nevada (Ref. 50).

In the past, the 1892 earthquake has been attributed to the Midland Fault because traces of the fault have been mapped through the east and west sides of Winters. However, the Midland Fault is not considered to be active by the California Division of Mines and Geology because it is buried along much of its length and there is no evidence that recent geologic units have been cut by the fault. It is possible that the 1892 earthquake could have had a deep source, with no corresponding surface expression. The estimated maximum probable earthquake magnitude for the Midland Fault is 7.0 on the Richter Scale (Ref. 3).

The downtown area of Winters contains several unreinforced masonry buildings, which are among the types of buildings which are most susceptible to structural failure in the event of an earthquake. However, the majority of buildings have wood frame construction, which is more resistant to groundshaking. The redevelopment of the central business district will initiate programs to rehabilitate the unreinforced masonry buildings, in order to improve the safety of persons in the area.

5. Regional Hydrology

The Tehama is the principal water-bearing formation on the west side of the Sacramento Valley. Due to its widespread distribution and thickness, the overlying alluvial deposits of the Putah Plain are generally more permeable than the Tehama Formation. However, the limited thickness of alluvium makes it a relatively unimportant source of water in the Western Sacramento Valley (Ref. 32).

Depth to groundwater ranges from several feet in the central portion of the Sacramento Valley to over 100 feet near the western margin. Groundwater levels have been steadily declining in many areas of the Sacramento Valley since the 1940s (Ref. 32). Groundwater generally flows east and southeast from the western margin of the Sacramento Valley.

6. Local Hydrological Conditions

There are no perennial surface streams within the Project area. The drainage pattern of the intermittent streams, which catch and drain the runoff during the wet season, is generally to the southeast. Dry Creek forms the southwestern boundary of the Project area, and Putah Creek, the main

creek in the area, forms the southern boundary of the Project area. Putah Creek originates from Lake Berryessa and flows to the east from Monticello Dam.

The Planning Area of the DGP includes the old City of Winters landfill site which operated from approximately 1929 to 1975, when about 10 of the 30 acres were used as a refuse pit, and eventually as a mound. Although information on the wastes disposed in the pit and on the mound is anecdotal, materials are purportedly mostly household wastes (including refrigerators and water heaters), with minor amounts of agricultural and industrial wastes. Auto bodies, engine blocks, metal wire, asphalt and concrete are also identified as among the materials disposed of at the site (Ref. 24, pages 5- 1-3).

From past experience, it is recognized that landfills are a potential source of contamination to groundwater bodies. For this reason, the Calderon Bill was enacted in California, which requires municipalities to perform Solid Waste Assessment Tests (SWATs) on their landfills to assess whether leachate has been generated that could contaminate groundwater.

The proponents of development in the northern part of the city have proposed that the pit area be graded and developed as part of a golf course, and that most of the remaining area be sold for residential development, contingent upon the resolution of all environmental considerations associated with the landfill site (Ref. 33, page XI-18). The primary environmental concern is the control of potential groundwater contaminants, since the city relies principally upon groundwater for its drinking water.

A portion of the Solid Waste Assessment Test (SWAT) study (Ref. 24) of the landfill was completed in January of 1990 which addressed the quality of groundwater which could potentially be contaminated by refuse in the landfill pit. **Figure 40** shows the outline of the pit area, the estimated elevation of groundwater in the area, and specifically at the three monitoring wells as measured during December 1989. Elevation of groundwater is determined by measuring the depth to groundwater, which is between 60 and 70 feet below ground surface in the landfill area, and subtracting that number from the surveyed elevation of the well top.

Most of the groundwater is stored and transmitted in the more permeable gravel layers.The regional groundwater flow direction is to the southeast. However, beneath the landfill site, the flow direction was determined to be to the northeast with a hydraulic gradient of 0.025 ft/ft (Ref. 24, page 5-3).

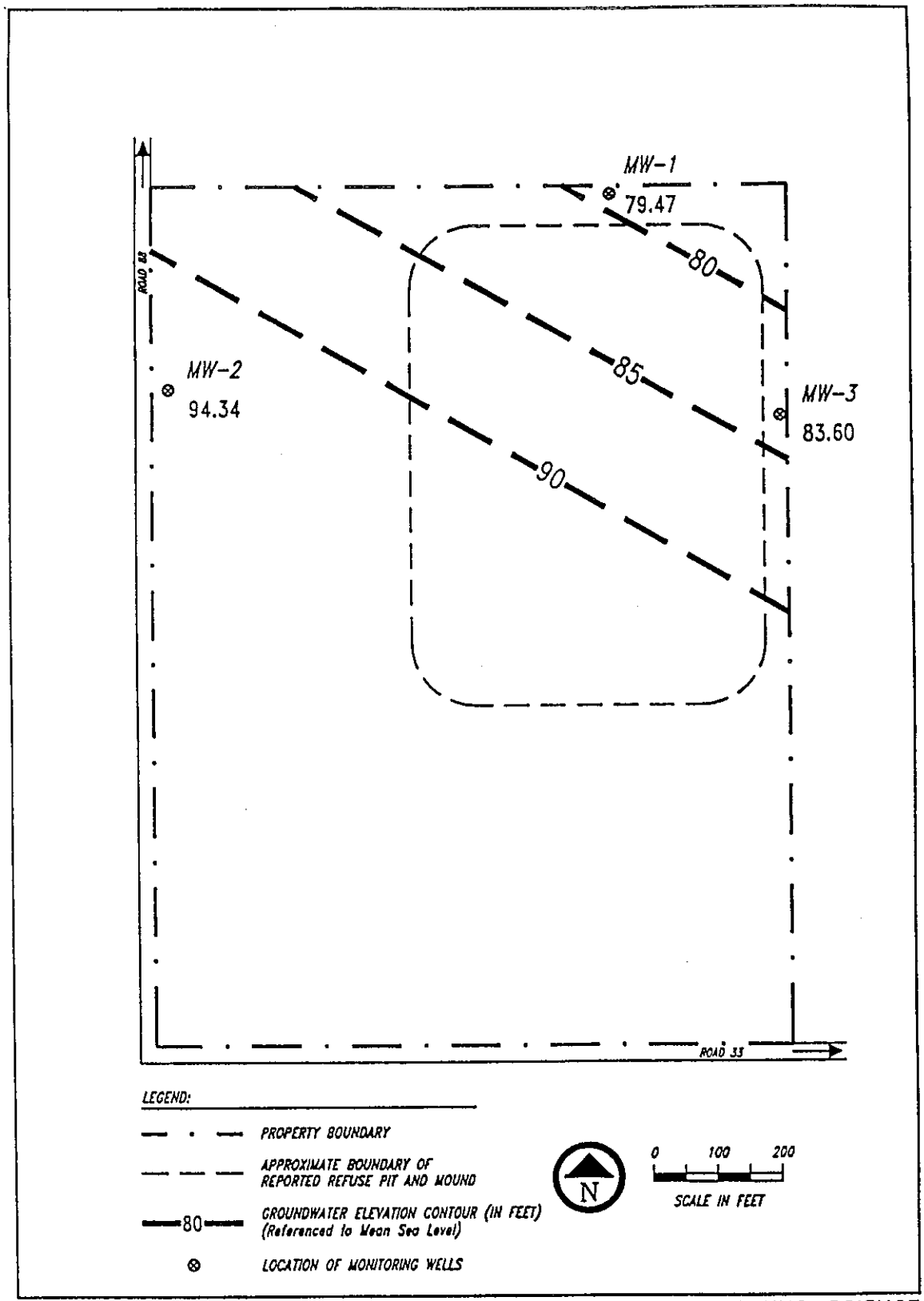

Figure 40
OLD LANDFILL SITE: GROUNDWATER ELEVATIONS
Draft General Plan EIR
City of Winters, California

Based on the chemical analyses of groundwater samples from three monitoring wells installed on the landfill property, no conclusive indication of contamination was detected in the groundwater beneath the landfill site (Ref. 24, pages v-vi). The thick sequences of clays and silts beneath the site are well suited to preventing contaminant migration, as they are relatively impermeable. However, the gravel sequences underlying the site could provide a conduit for leachate to migrate off site, potentially contaminating downgradient groundwater bodies. Lead was detected at levels exceeding state and federal drinking water standards, but additional monitoring, exploratory borings and analysis is recommended before conclusive results are known (Ref. 24, page 6-1).

A determination of the actual potential for significant impacts would require detailed characterization of the landfill site to determine the nature and extent of hazardous materials within the landfill site. It may be necessary to define restrictions to development on the landfill site, which might result in the exclusion of ponds or lakes, trees with deep root systems, and buildings or structures on the site.

The proposed development of the old Winters landfill into a golf course would result in irrigation of the site, which could potentially increase the leaching of toxins and contaminants from the existing waste material into the groundwater. Any such increase could have significant, adverse impacts on the quality of drinking water in the area, with potential related health effects. At the present time, however, the proposal to construct a portion of the golf course on this site is not specified as part of either the proposed Draft General Plan, or Alternative II, or in other components of the Project, but is included in the definition of one of the Project Alternatives (the North Area Specific Plan/Existing General Plan, Alternative III), and its potential impact on water quality is evaluated in Chapter XV, Alternatives to the Project.

B. IMPACTS

Development in the DGP area which results in an increased risk of exposure of people and property to destructive seismic events would be an unavoidable effect of a substantially increased population in the Winters area. The potential for personal injury and property damage in the planning area due to groundshaking, soil instability, or liquefaction cannot be eliminated absolutely, but a variety of available building techniques and related measures can provide a substantial degree of protection. However, a failure to provide the highest degree of assurances that available means of protection against personal and property damage have been applied to new construction, would represent a significant adverse impact.

Due to the deep alluvial soils that are characteristic of the Winters area, the consequences of an earthquake could be significant ground shaking, ground rupture, liquefaction (transformation of a

geologic material into a fluid-like state), and differential settling of unconsolidated soil and fill areas. Although the ground-shaking intensity may vary due to a number of factors (i.e., magnitude, distance from epicenter, and properties of the underlying geologic materials), it is estimated that the Project area could experience a maximum Modified Mercalli Scale Intensity of VIII to X (major damage to structures).

Landslides are not considered a significant threat in the area because the surface slope is slight and the surface materials are generally well compacted. However, landslides could conceivably occur where there are steep slopes, such as along creek embankments, combined with saturated soils due to heavy precipitation and groundshaking due to a major seismic event.

The potential for surface rupture in the area is considered low, although surface fissures occurred as the result of the 1892 earthquake. Differential settling, a form of ground failure, could occur in the landfill area where there is unconsolidated, uncompacted fill. This could present a hazard if this were a public-use area at some time in the future. Also, rupture of the final landfill cover would be a hazard by allowing surface water to infiltrate into the landfill, thereby increasing the potential for leachate to migrate from the landfill and potentially contaminate the local groundwater.

Because the area is seismically active, urban development of the city could expose its residents to moderate to intense groundshaking. While intense groundshaking could cause extensive structural damage, structural damage caused by groundshaking is not related so much to absolute distance from a fault as to the seismic response characteristics of the geologic units under the structures. Bedrock, offers the most favorable building foundation while unconsolidated sediments and fill are less secure. A substantial portion of the eastern area of the Planning Area consists of Rincon Silty Clay Loam, which is noted for its fair to poor stability, medium strength, and high shrink/swell characteristics. Construction on such soils would require appropriate structural design features to compensate for these conditions.

Potential for erosion by wind and rain would be increased during construction of new development. Extensive grading and removal of vegetation required for development would expose large amounts of soil to wind and water. The natural soil, having slow permeability and moderate to rapid runoff, would have a high erosion potential when exposed.

Increased sediment load in runoff water during the rainy season due to increased erosion could result in degradation of down-stream surface water quality.

The Modified DGP would result in a moderately higher population, and a slightly faster rate of growth, but it incorporates the same policies as the Project requiring geotechnical reports and appropriate mitigation measures.

The Draft General Plan (and the Modified DGP) incorporate a Policy (VII.A.1) in the Health and Safety Element which require the preparation of geotechnical reports, and identification of appropriate mitigation measures, to ensure that, within technical and economic feasibility, new structures can withstand seismic events, soil instability or liquefaction which could potentially occur in Winters. Similar requirements are imposed on underground utilities, with particular emphasis on water and natural gas mains (VII.A.2). In addition, the City will institute a program requiring abatement of structural hazards in unreinforced masonry buildings, while offering loans and/or grants for abatement of selected buildings (Policy VII.A.3).

The exposure of a larger population to the potential hazards of earthquakes in the region, resulting from new development and an expanded population, is a significant impact which is reduced to a less than significant level by the policies of the DGP (and of the Modified DGP) which are intended to ensure that both new development and unsafe existing buildings will meet as high a standard of structural safety as is reasonable or possible.

C. MITIGATION MEASURES

Because of the policies in the Draft General Plan, no mitigation measures are necessary to reduce the risk of geological hazards of existing or proposed new development. However, the following specific measures are examples of how the Policies of the DGP may be implemented on an individual, project-by-project basis.

- Proposed development consistent with the Project should be constructed in accordance with the Uniform Building Code, taking into account the engineering properties of the soils and subsurface materials, and the maximum anticipated seismic event of a 7.0 Richter Scale earthquake on the Midland Fault.

- To minimize the effects of groundshaking on future structures, foundations should be placed on bedrock or strong native or reworked soil. Appropriate engineering procedures should be undertaken during site and foundation preparation and construction to reduce potential damage and injury caused by an earthquake.

- Grading should be carried out during the dry months, when possible. Areas not being graded should be disturbed as little as possible. Construction and grading areas, as well as soil stockpiles, should be covered or temporarily revegetated when left for long periods. Revegetation of slopes should be carried out immediately upon completion of grading.

- Measures defined immediately above should be followed to reduce erosion. Also, temporary drainage structures and sedimentation basins should be installed to prevent sediment from entering and thereby degrading the quality of downstream surface waters, particularly Putah Creek.

- Before any development of the landfill site occurs, the City, in coordination with the developers in the area, must comply with closure requirements of the California Administrative Code, Title 26, Division 22, Chapter 3, Subchapter 15, which is the water quality section of the State Code dealing with landfills. The landfill Closure Plan will have to be approved by the Regional Water Quality Control Board (RWQCB), which has full regulatory authority.

  As part of the closure process, the RWQCB may require the landfill to be covered and contoured with a layer of clay soil cover material. The purpose of the cover would be to reduce infiltration of precipitation into the landfill, thereby reducing seepage from the landfill of potentially hazardous leachate which could then contaminate the groundwater. Periodic testing of monitoring wells for groundwater quality will likely be required (Ref. 24).

- As part of the Closure Plan for the old Winters Landfill, specific measures should be outlined that will reduce the potential negative effects of a major seismic event on the landfill, especially if the landfill site is proposed to be developed into a public-use area. These measures should include compacting the fill to increase strength, contouring the cover to decrease the slope and improve drainage, and revegetating the cover with shallow root grasses to reduce erosion.

- Additional investigations should be conducted to determine the vertical and lateral extent of hazardous materials in the landfill and characterize the hydrogeologic environment immediately beneath the landfill. These investigations should identify all potential migratory pathways from the landfill, and determined the vertical and lateral extent of contamination in the subsurface materials. These investigations should also provide information to supplement the Closure Plan. Along with the preliminary SWAT (Ref. 24), these investigations should meet the requirements of the Calderon Bill. As implemented by the City of Winters and approved by the RWQCB, this impact would be reduced to a less than significant level.

XI. NOISE CONSIDERATIONS

A. SETTING

The major noise sources in the City of Winters are vehicular traffic, occasional aircraft overflights, the Mariani Nut Company Plant, and agricultural machinery. Vehicular traffic is, by far, the most significant noise source in the City of Winters.

Government Code Section 65302(f) requires that a General Plan shall include a Noise Element which shall identify and apprise noise problems in the community. The code requires that the noise element shall recognize the guidelines adopted by the Office of Noise Control and the State Department of Health Services and shall analyze and quantify to the extent practicable as determined by the legislative body current and projected noise levels for all of the following sources:

- Highways and freeways;
- Primary arterials and major local streets;
- Passenger and freight on-line railroad operations and ground rapid transit systems;
- Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands and all other ground facilities and maintenance functions related to airport operations;
- Local industrial plants, including but not limited to, railroad classification yards; and
- Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

The code also states that noise contours shall be shown for all of these sources and stated in terms of the Community Noise Equivalent Level (CNEL)[1] or day/night average noise level (L_{dn})[2]. The noise contour shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources defined in the above-referenced Government Code section. The noise contours shall be used as a guide for establishing a pattern of land uses in the Land Use Element to minimize exposure of community residents to excessive noise.

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1 CNEL (Community Noise Equivalent Level) -- The average A-weighted noise level during a 24-hour day, obtained after addition of 5 decibels to levels in the evening from 7:00 PM to 10:00 PM and after addition of 10 decibels to sound levels in the night between 10:00 PM and 7:00 AM.

2 L_{dn} (Day/Night Sound Level) -- A descriptor established by the U.S. Environmental Protection Agency (EPA) for the 24-hour average A-weighted noise level. Sound levels during the hours from 10:00 pm to 7:00 am are penalized 10 dB to account for the increased sensitivity of people during the nighttime hours.

The Noise Element shall also include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted Noise Element shall serve as a guideline for compliance with the State's Noise Insulation Standards.

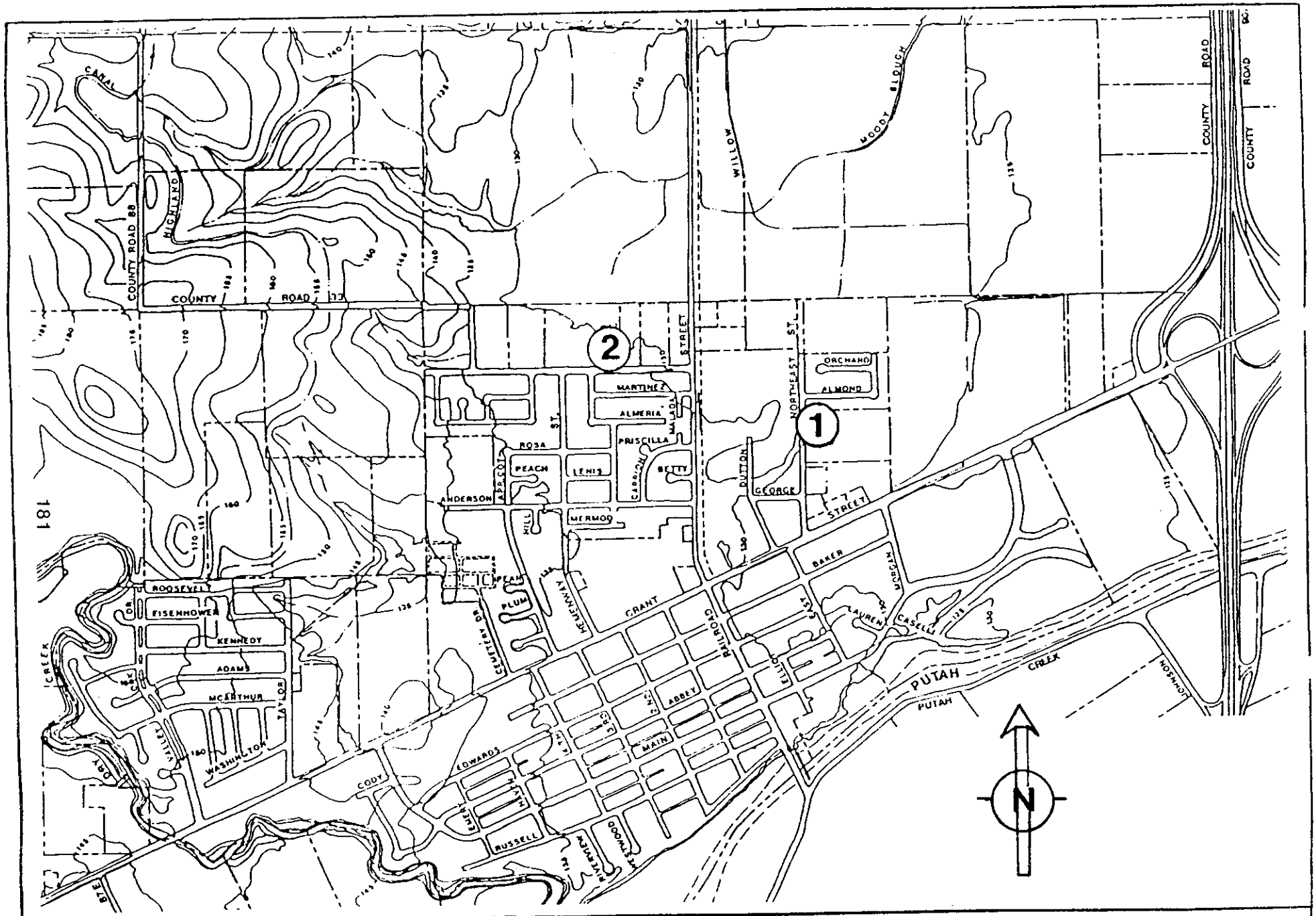
Existing Noise Environment

The City of Winters' noise environment is mainly dominated by traffic noise. Traffic on Interstate 505 and State Route 128 (Grant Avenue) is the most significant noise source. Noise generated by traffic on Railroad Street and Main Street is less significant. Occasional noise events associated with agricultural activities also contribute, to some extent, to the existing noise environment. Noise due to aircraft overflights is occasionally audible but not significant.

Existing noise levels along the major roadways within the City of Winters have been calculated using the FHWA traffic noise prediction model and traffic data from the Traffic Report for this project (Ref. 47). Noise levels along Interstate 505 currently exceed an L_{dn} of 60 dB within a distance of 900 feet from the center of the road. Noise levels currently exceed an L_{dn} of 60 dB within a distance of approximately 120 feet from the center of State Route 128 (Grant Avenue). Residences adjacent to State Route 128, within the City limits are currently exposed to noise levels above an L_{dn} of 60 dB, the noise and land use compatibility standard. An elementary school and a high school are currently located adjacent to Grant Avenue. Noise levels in portions of the outdoor use areas for these two schools exceed an L_{dn} of 60 dB, the maximum noise level considered clearly acceptable for schools.

The current land uses along Interstate 505 are commercial, retail, and agricultural. With the exception of a school and a few residences, current land uses along Grant Avenue (State Route 128) are mostly commercial and retail. Several residences are currently located along Railroad Street, north of Grant Avenue. The current land use south of Grant Avenue along Railroad Street is retail/commercial. This area constitutes the Winters Central Business District.

Noise monitoring was conducted between January 5 and 7, 1990. Two 24-hour measurements were conducted within the City limits. Noise measurements were conducted with Larson-Davis Laboratories Model 700 integrating sound level meters equipped with Bruel & Kjaer type 4176 pre-polarized condenser microphones. These meters, when equipped with this type of microphone, meet the electrical frequency response criteria for American National Standards Institute Standard S1.4-1971 for Type 1 (precision) sound level meters. The sound level meters were calibrated before and after each measurement. Measurement locations are shown in **Figure 41.** The meter at Location 1 was placed on a pole at a distance of 50 feet from the centerline of Walnut Lane. During the three days of monitoring, the L_{dn} ranged between 55 and 56 dB. The results of this measurement are shown in **Figure 42**. The second measurement (Location 2) was conducted at a distance of 27 feet from the centerline of Niemann Street. The results of this measurement are shown in **Figure 43**. During the three days of monitoring, the L_{dn} at this location ranged between 59 and 60 dB.



Draft General Plan EIR
City of Winters, California

Figure 41
NOISE MEASUREMENT LOCATIONS

ILLINGWORTH & RODKIN, INC.
ACOUSTICAL ENGINEERS

Figure 42

HOURLY NOISE MEASUREMENTS
LOCATION 1: 50 FEET TO WALNUT LANE CENTERLINE
Draft General Plan EIR
City of Winters, California

Date	Day	Hour Starting	L_{eq}
January 5, 1990	Friday	3:00 PM	60
		4:00 PM	56
		5:00 PM	56
		6:00 PM	54
		7:00 PM	53
		8:00 PM	51
		9:00 PM	51
		10:00 PM	52
		11:00 PM	50
January 6, 1990	Saturday	Midnight	46
		1:00 AM	46
		2:00 AM	46
		3:00 AM	44
		4:00 AM	46
		5:00 AM	46
		6:00 AM	48
		7:00 AM	54
		8:00 AM	53
		9:00 AM	52
		10:00 AM	52
		11:00 AM	54
		12:00 PM	57
		1:00 PM	52
		2:00 PM	50

Overall 24-Hr. Average: L_{dn} = 56 dB

January 6, 1990	Saturday	3:00 PM	50
		4:00 PM	53
		5:00 PM	52
		6:00 PM	54
		7:00 PM	52
		8:00 PM	50
		9:00 PM	50
		10:00 PM	48
		11:00 PM	48
January 7, 1990	Sunday	Midnight	50
		1:00 AM	50
		2:00 AM	44
		3:00 AM	44
		4:00 AM	46
		5:00 AM	45
		6:00 AM	48
		7:00 AM	45
		8:00 AM	51
		9:00 AM	52

FIGURE 42, Continued

Date	Day	Hour Starting	L_{eq}
January 7, 1990	Sunday	10:00 AM	54
		11:00 AM	52
		12:00 PM	53
		1:00 PM	54
		2:00 PM	54

Overall 24-Hr. Average: L_{dn} = 55 dB

January 7, 1990	Sunday	3:00 PM	54
		4:00 PM	53
		5:00 PM	52
		6:00 PM	52
		7:00 PM	50
		8:00 PM	50
		9:00 PM	50
		10:00 PM	46
		11:00 PM	46
January 8, 1990	Monday	Midnight	40
		1:00 AM	40
		2:00 AM	45
		3:00 AM	44
		4:00 AM	45
		5:00 AM	46
		6:00 AM	52
		7:00 AM	55
		8:00 AM	60
		9:00 AM	54
		10:00 AM	54
		11:00 AM	61
		12:00 PM	52
		1:00 PM	56
		2:00 PM	55

Overall 24-Hr. Average: L_{dn} = 56 dB

Figure 43

HOURLY NOISE MEASUREMENTS
LOCATION 2: 27 FEET TO NIEMANN STREET CENTERLINE
Draft General Plan EIR
City of Winters, California

Date	Day	Hour Starting	L_{eq}
January 5, 1990	Friday	3:00 PM	62
		4:00 PM	62
		5:00 PM	60
		6:00 PM	58
		7:00 PM	54
		8:00 PM	54
		9:00 PM	57
		10:00 PM	52
		11:00 PM	52
January 6, 1990	Saturday	Midnight	54
		1:00 AM	46
		2:00 AM	42
		3:00 AM	47
		4:00 AM	36
		5:00 AM	50
		6:00 AM	48
		7:00 AM	55
		8:00 AM	56
		9:00 AM	60
		10:00 AM	60
		11:00 AM	59
		12:00 PM	62
		1:00 PM	60
		2:00 PM	58

Overall 24-Hr. Average: L_{dn} = 59 dB

January 6, 1990	Saturday	3:00 PM	58
		4:00 PM	58
		5:00 PM	58
		6:00 PM	56
		7:00 PM	55
		8:00 PM	50
		9:00 PM	54
		10:00 PM	53
		11:00 PM	53
January 7, 1990	Sunday	Midnight	46
		1:00 AM	50
		2:00 AM	44
		3:00 AM	46
		4:00 AM	44
		5:00 AM	47
		6:00 AM	50
		7:00 AM	54
		8:00 AM	56
		9:00 AM	59

FIGURE 43, Continued

Date	Day	Hour Starting	L_{eq}
January 7, 1990	Sunday	10:00 AM	58
		11:00 AM	58
		12:00 PM	58
		1:00 PM	60
		2:00 PM	60

Overall 24-Hr. Average: L_{dn} = 60 dB

January 7, 1990	Sunday	3:00 PM	58
		4:00 PM	62
		5:00 PM	58
		6:00 PM	56
		7:00 PM	56
		8:00 PM	58
		9:00 PM	53
		10:00 PM	52
		11:00 PM	48
January 8, 1990	Monday	Midnight	42
		1:00 AM	45
		2:00 AM	46
		3:00 AM	45
		4:00 AM	48
		5:00 AM	54
		6:00 AM	54
		7:00 AM	58
		8:00 AM	62
		9:00 AM	64
		10:00 AM	62
		11:00 AM	62
		12:00 PM	61
		1:00 PM	58
		2:00 PM	60

Overall 24-Hr. Average: L_{dn} = 60 dB

The noise levels recorded during the monitoring survey are representative of the existing noise environment in the northern portion of the City of Winters. The area in the north of the city is currently exposed to lower noise levels, indicative of the quiet rural character of the area.

B. IMPACTS

The Health and Safety Section of the Draft General Plan (Policy Document) incorporates goals and policies regarding noise. The Draft General Plan goal is to "protect City residents from harmful and undesirable effects of excessive noise" (Goal VII.E). The noise and land use compatibility standards incorporated into the DGP (Policy VII.E.1) are reproduced in **Figure 44**, and the exterior and interior noise standards are shown in **Figure 45**. Residential land uses are considered "Normally Acceptable" in areas exposed to noise levels below an L_{dn} of 60 dB. Public buildings are a "Clearly Acceptable" land use in areas exposed to an L_{dn} of less than 60 dB. Noise levels inside new residences (single- and multi-family) must be maintained below an L_{dn} of 45 dB. Noise studies are required for all new residential projects proposed in areas exposed to noise levels above an L_{dn} of 60 dB.

The noise policies and standards shown in **Figures 44** and **45** are used as the basis for identifying adverse noise impacts resulting from development as defined by the land use designations and circulation system of the Draft General Plan. These policies are also used for evaluating the potential impacts of Alternative II, the Modified DGP, as well as the other Alternatives addressed in Chapter XV of the EIR. Potential noise impacts are addressed under the following headings:

- Exposure of new development to excessive noise levels.
- Implementation of the Draft General Plan and increased noise levels in the City.

The determination of whether new development would be exposed to excessive noise levels is made by comparing the land use plan with the anticipated projected noise levels along this adjacent streets. The criteria for compatibility are based on the guidelines proposed in the Draft General Plan and reproduced as **Figure 44**.

The impact of additional traffic generated from implementation of the Project or Alternative II on existing noise levels in the City of Winters is assessed by comparing projected traffic noise levels with existing noise levels. The Draft General Plan does not contain a quantitative standard for defining a significant increase in noise. Cities and Counties throughout California have adopted varying approaches to evaluating this impact. Typically, an increase of 3-5 dB is considered potentially significant depending upon a number of factors, including existing noise levels and the types of land use affected. In this report, any 3 dB increase is considered to be potentially significant.

Figure 44
LAND USE NOISE COMPATIBILITY STANDARDS
Draft General Plan EIR
City of Winters, California

Land Use Category	Exterior Ldn (dBA) 60 or Less	60-65	65-70	70-75
Residential	+	o	-	--
Single and multiple family dwellings, including mobile homes, duplexes, apartments, condominiums, hotels, and motels				
Outdoor Public Facilities	+	o	-	--
Neighborhood parks, playgrounds (including school playgrounds), picnic areas, amphitheaters, golf courses, riding stables and trails, water recreation, cemeteries				
Public Buildings	+ +	+	o	-
School buildings, libraries, churches, hospitals, nursing homes, auditoriums, concert halls, sports arenas				
Commercial	+ +	+	o	-
Office buildings, retail, business and professional facilities				
Industrial	+ +	+ +	+	o
Manufacturing, utilities, and agriculture facilities				

* * *

Footnotes

+ + Clearly Acceptable - The activities associated with the specified uses can be carried out with virtually no interference from noise.

\+ Normally Acceptable - Little interference with outdoor activities is expected. Conventional structures will insure that interior Ldn values are compatible with indoor activities.

o Conditionally Acceptable - The indicated noise levels will cause moderate interference with outdoor activities, and with indoor activities when windows are open. New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made. Noise reduction features should be included in the project design which upgrade the environment to the "Normally Acceptable" category over a substantial portion of the project site.

\- Normally Unacceptable - Noise will create substantial interference with both outdoor and indoor activities. Noise intrusion on indoor activities can be mitigated with special noise insulating construction. New construction or development should be generally discouraged. If construction or development does proceed, noise mitigation measures should be required to upgrade the acoustic environment to approach the "Normally Acceptable" category with respect to exterior noise, and to insure that interior noise levels comply with the state noise insulation standards.

-- Clearly Unacceptable - Unacceptable noise intrusion upon land use activities will occur. Adequate structural noise insulation may not be practical in many cases, or may involve high noise barriers visually incompatible with a suburban area. New construction or development should generally not be undertaken.

Figure 45
EXTERIOR AND INTERIOR NOISE LEVEL LIMITS
Draft General Plan EIR
City of Winters, California

EXTERIOR NOISE LEVEL LIMITS

Use Zone	Exterior Limit in dBA Daytime 7 a.m. - 10 p.m.	Nighttime 10 p.m. - 7 a.m.
Rural (OS)	50	40
Residential (R-1, R-2, R-3, R-4)	50	45
Parks & Recreation (P-R)	50	45
Commercial (C-1, C-2, NC, CH, CS)	63	45
Manufacturing/Industrial (M-1, M-2, PI)	73	70

These limits on intrusive noise are to be applied at any point within the boundaries of a property zoned as indicated.

Each limit is the noise level which is not to be exceeded continuously during any five minute period. If the noise level varies above and below the limit, the limit shall not be exceeded during more than one time interval in any five minute period. Noise levels higher than the applicable limit plus 15 dBA are prohibited at all times.

INTERIOR NOISE LEVEL LIMITS

Use Zone	Interior Limit in dBA Daytime 7 a.m. - 10 p.m.	Nighttime 10 p.m. - 7 a.m.
Residential (R-1, R-2, R-3, R-4)	45	35

These levels of intrusive noise are not to be exceeded at any point within a dwelling.

Each limit is the noise level which is not be to exceeded continuously during any five minute period. If the noise level varies above and below the limit, the limit shall not be exceeded during more than one time interval in any five minute period. Noise levels higher than the applicable limit plus 15 dBA are prohibited at all times.

Exposure of New Development to Excessive Noise Levels

The city's industrial noise sources are not significant, but could present problems locally for future development. Their noise level output should be evaluated against the performance standards incorporated into the Draft General Plan and shown in **Figure 45.**

Figure 46 shows existing and projected noise levels at a distance of 50 feet from the center of selected roadways proposed. Proposed residential development along State Route 128 (Grant Avenue), Interstate 505, Railroad Street, and Main Street could be potentially impacted by noise. Noise levels within 1,200 feet of Interstate 505 would exceed an L_{dn} of 60 dB. Noise levels along portions of Grant Avenue would exceed of an L_{dn} of 60 dB within 200 feet from the road. Noise levels would exceed an L_{dn} of 60 dB within 80 feet from Railroad Street. Noise levels along the portion of Main Street Loop, east of Railroad Street, and between County Road 33 and Grand Avenue, would also exceed an L_{dn} of 60 dB within a distance of 90 feet from the road. Residential development within these distances would require mitigation to achieve the City's goal for indoor and outdoor noise exposure. The Draft General Plan Background Report, issued on October 21, 1991, includes a noise contour map of the city's major highway, roadway and industrial noise sources, but its consistency with the above projections of noise levels and distances from specified noise sources has not been determined.

The noise policies of the DGP incorporate state standards for residential development, compliance with interior and exterior noise standards, requirements for noise studies, guidelines for granting variances, and guidelines for the design and location of sensitive areas within dwelling units, and of sensitive land uses (e.g., parks, care facilities, etc.) within individual development projects (VII.E.2-11). Exterior noise is to be minimized through designs which locate outdoor activity spaces in the least affected areas such as in rear yards, patios and decks, or by berms, walls and setbacks (VII.E.10.a,d).

The overall emphasis of the policies is on insulation and configuration of residential uses to avoid excessive noise and incompatibility. They do not reconfigure the designation of land uses within areas of high noise levels to isolate residential land uses from high-traffic roadways. The means of avoiding significant noise impacts are requirements for noise studies, extensive soundproofing insulation, noise barriers and setbacks. The practicality and cost-effectiveness of these measures is not demonstrated.

11.1 New development, particularly residential uses adjacent to principal streets, would be exposed to excessive noise levels, and would be significantly impacted.

Figure 46

COMPARISONS BETWEEN EXISTING AND PROJECTED NOISE LEVELS:
ALTERNATIVES I AND II
Draft General Plan EIR
City of Winters, California

Street	Existing L_{dn} at 50 Ft. From Centerline	DGP vs. Existing	MDGP vs. DGP
INTERSTATE 505			
Fr: North End			
To: Grant Ave.	79	-1	0
To: South End	79	-1	0
SR 128 (GRANT AVE.)			
Fr: East of I-505			
To: I-505	NA	NA	0
To: Morgan St.	66	5	0
To: Walnut Ln.	66	+3	0
To: Railroad St.	65	+3	0
To: Hemenway	64	+4	0
To: Main St.	65	+4	0
To: Valley Oak Dr.	64	+1	0
RAILROAD ST.			
Fr: North End			
To: County Rd. 32A	NA	NA	0
To: County Rd. 33	NA	NA	0
To: Niemann St.	NA	NA	0
To: Anderson Ave.	60	+3	+1
To: Grant Ave.	60	+1	+1
To: Main St.	62	0	+1
To: Putah Creek Rd.	61	2	0
MAIN ST.			
Fr: Morgan St.			
To: Railroad St.	57	+2	0
To: Grant Ave.	57	+1	0
To: Anderson Ave.	NA	NA	+1
To: County Rd. 33	NA	NA	+1
To: Railroad St.	NA	NA	+2
To: County Rd. 33	NA	NA	+1
To: Grant Ave.	NA	NA	+1
To: Morgan St.	NA	NA	0
COUNTY RD. 33			
Fr: Industrial Rd.			
To: Main St.	NA	NA	+1
To: Railroad St.	NA	NA	+1
To: Hemenway St.	NA	NA	+1
To: Main St.	NA	NA	+2
To: Valley Oak Dr.	NA	NA	0
NIEMANN ST.			
Fr: Railroad St.			
To: Hemenway St.	57	+3	+1
To: Main St.	NA	NA	+1
WALNUT LN.			
Fr: County Rd. 33			
To: Grant Ave.	56	+3	0
PUTAH CREEK RD.			
Fr: East of I-505			
To: I-505	NA	NA	0
To: Railroad St.	NA	NA	0
ANDERSON AVE.			
Fr: Railroad St.			
To: Hemenway St.	NA	NA	+1
To: Main St.	NA	NA	+1

Existing = Noise levels based on noise monitoring or traffic data (June 1990)
DGP = Draft General Plan, Alternative I (the "Project")
MDGP = Modified Draft General Plan, Alternative II

Exposure of Existing Development to Increased Noise Levels

Implementation of either the Draft General Plan (Alternative I) or of the Modified DGP (Alternative II) would expose existing residents to higher noise levels due to increased traffic. As shown in **Figure 46** noise levels along portions of Railroad Street, Niemann Street, and Walnut Lane would increase by 3 dB or more.

Noise levels along Grant Avenue (SR-128) would increase by up to 5 dB. These increases would be considered potentially significant. Both the Project and Alternative II would result in the construction of new roads. New roads would include the extension of County Road 33 east of Hemenway Street and construction of the Main Street Loop around the perimeter of the City.

11.2 Existing residences near new and existing roadway segments would experience substantial increases in noise levels. This would constitute a significant impact.

C. MITIGATION MEASURES

Under any of the Alternatives evaluated in this EIR, including the Modified DGP and those considered in Chapter XV, Alternatives to the Project, future noise levels along many existing streets in the City of Winters would be significantly higher than existing. Alternative I (Draft General Plan) would have the least potential to generate significant noise impacts. Noise impacts associated with the other alternatives would vary widely. Development in the vicinity of major roadways (Interstate 505, Grant Avenue, Main Street Loop, and Railroad Street) is currently exposed and will continue to be exposed to noise considered to be excessive according to the City's proposed General Plan.

New development should comply with the noise and land use compatibility guidelines contained in the Health and Safety Element of the adopted General Plan. The City should use its noise and land use compatibility table as a planning tool to minimize potential noise impacts associated with future development. Future development with the potential to generate significant noise impacts should be evaluated through the use of specific noise studies, and mitigation measures should be incorporated that reduce noise impacts on existing nearby residents, as directed by the Draft General Plan policies. Noise reduction measures for new residential development should be incorporated in the design stage to achieve compliance with the City's standards. The following mitigation measures assume no change in the Land Use Diagram, such as would locate residential areas adjacent to, or within the noise contours of I-505.

New Development

11.1A New residential development shall not be located adjacent to Grant Avenue (State Route 128).

11.1B Acoustical assessments shall be prepared for new residential projects proposed in noise impacted areas. The noise contour map shall be used to identify potentially noise impacted areas.

11.1C Sound walls shall be required for the protection of new noise sensitive receptors, where noise levels can not be mitigated through open space and buffer zones.

The above mitigation measures would reduce the impacts of Alternatives I and II to a less than significant level.

Existing Noise Sensitive Areas

11.2A New development within the City shall be planned so as to minimize noise impacts on existing noise sensitive areas.

11.2B Mitigation measures shall be required for projects that could cause the L_{dn} in existing residential areas to increase by 3 dB or more.

11.2C The City shall adopt a quantitative noise ordinance to alleviate existing community noise problems.

The above mitigation measures would reduce the impacts of Alternatives I and II to a less than significant level.

XII. AIR QUALITY

A. SETTING

Air Pollution Climatology

Winters is within the Sacramento Valley air basin, characterized by a semi-arid temperate climate. Winds blowing from the southwest through the Carquinez Straits provide a major source of ventilation for the Sacramento and San Joaquin Valleys, especially during the summer months.

Despite the excellent atmospheric ventilation of the area, the project site does have a moderate potential for air pollution. The warm summer temperatures and abundant sunshine typical of the area result in a high potential for ozone formation whenever winds are diminished. Although lightly developed, this area is exposed to pollutants transported into the Valley from the Bay Area.

Air Pollutants and Standards The Mulford-Carrell Act of 1969 and the Clean Air Act of 1967 established state and federal air quality standards for several pollutants. These standards are designed to protect the public health and to protect the public welfare from effects such as visibility reduction, soiling, nuisance and other forms of damage. The State and federal ambient air quality standards are shown in **Figure 47**.

The air pollutants covered in the above-described legislation are known as "criteria" pollutants, in that their effects are documented in criteria documents which form the basis for federal and state ambient air quality standards. These pollutants and their effects are described below.

Suspended Particulate Matter

Suspended particulate matter consists of solid and liquid particles of dust, soot, aerosols and other matter which are small enough to remain suspended in the air for a long period of time. A portion of the suspended particulate matter in the air is due to natural sources such as wind blown dust and pollen. Man-made sources include combustion, automobiles, field burning, factories and unpaved roads.

The effects of high concentrations on humans include aggravation of chronic disease and heart/lung disease symptoms. Non-health effects include reduced visibility and soiling of surfaces.

Carbon Monoxide

Carbon monoxide is an odorless, colorless gas that is highly toxic. It is formed by the incomplete combustion of fuels, and its main source in Solano County is automobiles.

Figure 47

AMBIENT AIR QUALITY STANDARDS
Draft General Plan EIR
City of Winters, California

Pollutant	Averaging Time	Federal Primary Standard	State Standard
Ozone	1-Hour	0.12 PPM	0.09 PPM
Carbon Monoxide	8-Hour	9.0 PPM	9.0 PPM
	1-Hour	35.0 PPM	20.0 PPM
Nitrogen Dioxide	Annual	0.05 PPM	- - -
	1-Hour	---	0.25 PPM
Sulfur Dioxide	Annual	0.03 PPM	- - -
	24-Hour	0.14 PPM	0.25 PPM
	1-Hour	---	0.5 PPM
PM-10	Annual	50 ug/m3	30 ug/m3
	24-Hour	150 ug/m3	50 ug/m3
Lead	30-Day Ave.	---	1.5 ug/m3
	3-Month Ave.	1.5 ug/m3	---

PPM = Parts Per Million
ug/m3 = Micrograms Per Cubic Meter

The health effects of carbon monoxide are related to its affinity for hemoglobin in the blood. At high concentrations, carbon monoxide reduces the amount of oxygen in the blood, causing heart difficulties in people with chronic diseases, reduced lung capacity and impaired mental abilities.

Ozone

Ozone is the most prevalent of a class of photochemical oxidants formed in the urban atmosphere. The creation of ozone is a result of a complex chemical reactions between hydrocarbons and oxides of nitrogen in the presence of sunshine. Unlike other pollutants, ozone is not released directly into the atmosphere from any sources. The major sources of oxides of nitrogen and hydrocarbons, known as ozone precursors, are combustion sources such as factories and automobiles, and evaporation of solvents and fuels.

The health effects of ozone are eye irritation and damage to lung tissues. Ozone also damages some materials such as rubber, and may damage plants and crops.

Nitrogen Dioxide

Nitrogen dioxide is a reddish-brown toxic gas. It is one of the oxides of nitrogen that result from combustion. It is the only oxide of nitrogen which is toxic; however, other oxides of nitrogen, particularly nitric oxide, are converted to nitrogen dioxide in the presence of sunshine. Major sources of oxides of nitrogen are automobiles and industry.

Sulfur Dioxide

Sulfur dioxide is a colorless gas with a pungent, irritating odor. It is created by the combustion of sulfur-containing fuels. This substance is known to oxidize to sulfur trioxide, which combines with moisture in the atmosphere to form a sulfuric acid mist.

Sulfur dioxide damages and irritates lung tissue, and accelerates corrosion of materials.

Lead

Atmospheric lead occurs in the form of airborne lead particles. The dominant source of lead in urban atmospheres is lead compounds contained in gasoline.

Lead accumulates in the body tissues, where it impairs blood function and nerve construction.

Past and Current Air Quality

Winters is located in the Yolo-Solano Air Pollution Control District (YSAPCD). The District operates air quality monitoring at several locations in the county. The closest permanent multi-pollutant monitoring site is located in Woodland, about 15 mile northeast of Winters. The YSAPCD also monitors ozone at Vacaville located about 12 miles southwest of Winters. The California Air Resources Board maintains a special monitoring site for ozone in Davis, located about 12 miles east of Winters. Occurrences of concentrations exceeding the ozone and particulate standards are shown in **Figure 48**.

Air Quality Planning

Federal Programs

The federal Clean Air Act, as amended, requires the state to identify areas not meeting the federal primary standards (non-attainment areas).

The Yolo-Solano Air Pollution Control District is designated as "unclassified" with respect to the federal standards for sulfur dioxide and nitrogen dioxide. The District is also considered as having attained the federal primary standard for suspended particulates.

Figure 48

SUMMARY OF AIR QUALITY DATA
Draft General Plan EIR
City of Winters, California

Site	Number of Days Exceeding Standard in: 1986	1987	1988	1989
	OZONE (STATE STANDARD = 0.09 PPM)			
Woodland	7	17	22	1
Vacaville	0	12	2	4
Davis	4	*	15	1
	OZONE (FEDERAL STANDARD = 0.12 PPM)			
Woodland	0	1	0	0
Vacaville	0	0	0	0
Davis	0	*	0	0
	SUSPENDED PARTICULATE (STATE 24-HOUR STANDARD = 50 ug/m3)[1]			
Woodland	7	8	19	8
Vacaville	*	*	4	5

* Not measured or data incomplete.

[1] Source: Reference 5

Measurements made within the District show attainment of the federal ozone and carbon monoxide standards but the District is technically a non-attainment area for these pollutants because of its inclusion within the Sacramento Area Air Quality Maintenance Area.

The federal Clean Air Act Amendments of 1990 require that non-attainment areas develop plans and strategies that will reduce pollutants by 15 percent during the first 6 years, then 3 percent annually thereafter until the standards are met.

The 1977 amendments to the federal Clean Air Act require that the Sacramento Area Council of Governments, as the designated metropolitan planning organization, not approve any transportation projects unless they are shown to be in conformance to the locally- adopted portion of the State Implementation Plan.

State Programs

The California Clean Air Act requires local air pollution control districts (in Yolo County this is the Yolo-Solano Air Pollution Control District) to prepare air quality attainment plans for ozone.

Generally, these plans must provide for district-wide emission reductions of five percent per year averaged over consecutive three-year periods. The Act also grants air districts explicit statutory authority to adopt indirect source regulations and transportation control measures, including measures to encourage or require the use of ridesharing, vanpooling, flexible work hours or other measures which reduce the number or length of vehicle trips.

The California Clean Air Act requires that local air pollution control districts implement Transportation Control Measures (TCMs) to reduce air pollutant emissions. Specific transportation performance standards are part of the California Clean Air Act requirements, including:

- A substantial reduction in the rate of increase in passenger vehicle trips and vehicle miles travelled;
- Achieve a 1.5-person vehicle occupancy rate during the peak travel periods by 1999; and
- Provide for no net increase in vehicle emissions beyond the year 1997.

Under the State Clean Air Act, the Yolo-Solano Air Pollution Control District is considered attainment for all pollutants except ozone and suspended particulate matter.

B. IMPACTS

Methodology

The primary source of pollutants related to the proposed project would be from new automobile traffic. Air quality impacts related to automobiles have been analyzed on both the local and regional scale.

Local Scale

Local-scale impacts are those that occur within a short distance of the source of pollutants. Because local-scale impacts are greatest during times of calm and stable conditions, these impacts tend to occur in the winter months.

For automobiles, the major local-scale impacts are an increase in concentrations of carbon monoxide near heavily-travelled roadways. For area sources such as residences, the local-scale impacts are due to fireplace or woodstove emissions that occur during winter nights.

Computer models have been developed that allow the prediction of concentrations of carbon monoxide concentrations near roadways in future years. One such model, the CALINE-4 program developed by the California Department of Transportation, was applied to intersections within the Winters area for current traffic volumes and projected traffic volumes for the year 2010.

Given traffic volume, meteorology, site geometry and site characteristics, the model predicts pollutant concentrations for receptors located near the roadway. The intersection mode of the model was employed, which distributes emissions along each leg of the intersection for free-flow traffic, idling traffic and accelerating and decelerating traffic. The intersection model extended 500 meters in all directions. Receptors (locations where the model calculates concentrations) were located at a distance of 10 feet from the roadway edge for all four corners of the intersection.

Concentrations of carbon monoxide were calculated at three intersections. These intersections were selected as having the highest potential for carbon monoxide based upon the volume of traffic and congestion conditions, and concentrations at these location should represent the highest to be expected within the Winters area.

Regional Scale

Future development in Winters would result in new automobile emissions that would affect a large area. Emissions associated with new development would add to the emission burden of the region, potentially affecting air quality as far away as Sacramento.

Trips within, to and from new development in Winters would result in air pollutant emissions over the entire air basin. To estimate the emissions associated with the Project, the URBEMIS-3 computer program, developed by the California Air Resources Board, was applied to the Project.

Project Impacts

Air Quality Effects of Construction

The accommodation of population growth and development within the proposed General Plan would have the potential for short term construction impacts as the area develops. The construction of roads, houses, public amenities and other features would each bring about a period of construction activity and associated air quality impacts.

Construction air quality impacts would be due to dust generated by equipment and vehicles. Fugitive dust is emitted both during construction activity and as a result of wind erosion over exposed earth surfaces. Clearing and earthmoving activities comprise the major source of construction dust emissions, but traffic and general disturbance of the soil also generate significant dust emissions.

The effects of construction activities would be increased dustfall and locally elevated levels of particulate matter. Dustfall would be a nuisance where existing development is located downwind from construction sites, where it would soil exposed surfaces, requiring more frequent washing during the construction period.

Asphalt paving materials used during construction would be a minor source of hydrocarbons, a precursor of ozone.

The nature and extent of construction impacts would be similar for development under the Modified DGP Alternative, but the total number of people adversely affected could be greater due to the higher population that would be accommodated.

kConstruction-related air quality impacts of the Draft General Plan or of the Modified DGP are considered to be potentially significant, although in general they are temporary in nature and limited in extent at any given time.

The Draft General Plan includes a very general policy that construction-related air quality impacts are to be minimized (VI.E.6), and a program to ensure that adequate measures are employed for that purpose (Program VI.9), but these are not specified.

12.1 The Draft General Plan and the Modified DGP provide general policies which would reduce the effect of construction activity, but without specific measures, the impact on local air quality in the short term could be significant.

Agricultural/Residential Air Quality Conflicts

Expansion of urban areas into surrounding agricultural lands in accordance with the proposed Draft General plan would increase the potential for local air quality problems and nuisance. Where existing agricultural practices continue in proximity to previously-developed urban land uses, the potential for land conflicts between existing agricultural uses and new residential would exist. Such conflicts have been increasingly reported from recently urbanized areas within the Sacramento and San Joaquin valleys.

Tilling, waste burning and pesticide application are typical agricultural activities that can elicit complaints from nearby residences. The future residents of Winters are likely to be immigrants from other urban areas who would be less tolerant than current residents of the dust, odors, and other emissions resulting from normal agricultural practices. An increase in complaints to the Yolo-Solano Air Pollution Control District could be expected with development under the proposed Draft General Plan.

The potential for residential/agricultural air quality conflicts would be slightly higher for development under the Modified DGP because of the higher population total compared to the proposed Draft General Plan.

Residential/agricultural air quality conflicts are considered to be potentially significant, although in general they are temporary in nature and limited in extent at any given time. The Draft General Plan and Modified DGP Goals and Policies address residential/agricultural air quality conflicts indirectly in Goal VI.B and in associated policies that deal with continued productivity of agricultural land and prevention of premature conversion of agricultural land to urban uses (VI.B.1,2). More specifically, along the western and northern boundaries of the Urban Limit Line, buffers are required to be incorporated into residential land use development projects which would minimize potential conflicts and nuisances (VI.B.3). These are the two critical borders between areas designated for residential uses and continued agricultural productivity. However, specific guidelines for the width and potential uses of, or responsibility for, the buffer areas has not been defined.

12.2 The Draft General Plan and the Modified DGP provide buffers which could potentially avoid conflicts between residential and agricultural uses relating to air quality considerations, but which require further definition, and could also fail to prevent significant impacts.

Carbon Monoxide Concentrations

Figure 49 shows the results of the intersection analyses for the peak hour traffic period and the 8-hour peak traffic period. These values are to be compared to the federal 1-hour standard of 35 PPM and the state standard of 20 PPM, and the 8-hour standard (federal and state) of 9.0 PPM.

Concentrations shown in **Figure 49** for existing conditions are all well below the most stringent state and federal standards. By the year 2010 with development as proposed in the Draft General Plan, concentrations would actually be lower than current levels, despite increased traffic volumes, because of the improved emission controls on vehicles. No violations of the ambient air quality standards are indicated.

Figure 49

PREDICTED WORST CASE 1-HOUR & 8-HOUR CARBON MONOXIDE CONCENTRATIONS
Draft General Plan EIR
City of Winters, California

Intersection	Existing	Alt. I	Alt. II
	1-Hour Concentrations (PPM)		
SR 128 at Main Street West	6.7	6.1	6.1
SR 128 at Railroad	8.4	7.1	7.3
SR 128 at Main Street East	---	6.6	5.6
	8-Hour Concentrations (PPM)		
SR 128 at Main Street West	4.7	4.2	4.3
SR 128 at Railroad	5.9	5.0	5.1
SR 128 at Main Street East	---	4.6	5.6

Figure 49 shows predicted carbon monoxide concentrations for the Modified Draft General Plan. Concentrations under this alternative would be slightly higher than for the proposed Project, but conclusions regarding the significance of these impacts would be the same.

The results in **Figure 49** for the proposed Draft General Plan and the Modified DGP assume construction of needed circulation improvements as identified in the Circulation Element. Higher concentrations, perhaps exceeding the ambient standards, could potentially occur were growth allowed to occur without provision for construction of these improvements. Under this type of scenario, the impact on local carbon monoxide concentrations would be considered potentially significant.

The proposed Draft General Plan contains several goals and associated policies that would, if implemented, mitigate the potential for creation of carbon monoxide problems. Policies address the need to ensure construction of needed transportation improvements as population increases (I.A, III. A), the promotion of non-auto travel to reduce traffic volumes (I.B, III.G) and the need to consider air quality impacts in making transportation decisions (III.D). The consistent implementation of these goals and related policies would lessen potential carbon monoxide impacts to a level that is less-than-significant.

The Draft General Plan and Modified DGP policies would avoid a significant impact on local carbon monoxide concentrations.

Regional Air Pollutant Emissions

The daily increase in regional emissions from auto travel accommodated under the proposed Draft General Plan and the Modified DGP are shown in **Figure 50** for hydrocarbons and oxides of nitrogen (the two precursors of ozone), sulfur dioxide and PM-10. District-wide daily emissions from the latest available emission inventory forecasts are also shown.

The regional increase in emissions shown in **Figure 50** would cause a deterioration in regional air quality. The most important of these emissions would be that of reactive hydrocarbons. Strategies for control of ozone levels in the Sacramento area have focussed on reducing reactive hydrocarbon emissions. The growth accommodated by the proposed Draft General Plan would be responsible for about 1 percent of the projected year 2010 district-wide emissions of ozone precursors. This impact is considered significant.

Under the California Clean Air Act the Yolo-Solano Air Pollution Control District is required to develop a control plan whose implementation would reduce emissions by 5 percent per year from 1987 levels. Projected growth in Winters under the proposed General Plan would add to the amount of reductions required each year, making attainment of the state standards more difficult. More stringent controls on stationary and mobile sources will be necessary on a district-wide basis to offset Project emissions.

The regional emissions associated with development under the Modified Draft General Plan are also shown in **Figure 50**. The emissions associated with this alternative are higher than for the proposed Draft General Plan, reflecting the higher population totals. Conclusions regarding the significance of this impact would be the same as for the proposed Draft General Plan.

Improving air quality in the region and Winters is identified as Goal VI.E in the Natural Resources Element of the proposed General Plan. Policies that would reduce the air quality impacts of development include:

- *Utilizing the CEQA process to identify and avoid or mitigate potentially significant air quality impacts of new development (VI.E.2);*
- *Promoting expansion of employment opportunities within Winters to reduce long-distance commuting (VI.E.7); and*
- *Actively promoting ridesharing (VI.E.8).*

Figure 50

ALTERNATIVE I, II AND DISTRICT-WIDE EMISSIONS: YEAR 2010
Draft General Plan EIR
City of Winters, California

	RHC	NOX	SO2	PM-10
Proposed Draft General Plan (Population 12,500)	607	910	92	78
Modified Draft General Plan (Population 14,000	716	1,072	109	93
District-Wide	66,180	68,160	5,000	92,000

Source: Refs. 6 and 7

RHC = Reactive Hydrocarbons
NOX = Nitrogen Oxides
SO2 = Sulfur Dioxide
PM-10 = Particulate Matter, 10 Micron

Air quality concerns are also addressed in the Land Use Element and Transportation and Circulation Element of the Draft General Plan, particularly the need to balance jobs and housing (Goals I.A, I.E) and the promotion of non-automobile modes of transportation (I.A, III.G).

The effect of the adoption and implementation of the proposed Goals and Policies in the proposed Draft General Plan would be a reduction in regional emissions from those described in **Figure 50**. The amount of reduction can only be roughly estimated, as the effectiveness would depend on how aggressively and consistently the policies within the Draft General Plan are enforced during the environmental review process for future developments. The Goals and Policies contained within the proposed Draft General Plan are estimated to have the potential to reduce the impact of future development by perhaps 5 to 10 percent, but which would not avoid adverse regional air quality effects.

12.3 The growth in population accommodated by either Alternative I or Alternative II would increase the emission of air pollutants in the region, and the impact of accommodated growth would be significant and adverse.

C. MITIGATION MEASURES

Air Quality Effects of Construction

The severity of construction impacts at a construction site can be reduced to a level that is less-than-significant through application of appropriate mitigation measures. To ensure that construction mitigation measures are effectively addressed, final approval shall not be given to any development until the developer/contractor submits a satisfactory construction mitigation plan. This plan shall specify the methods of control that will be utilized, demonstrate the availability of needed equipment and personnel, and identify a responsible individual who, if needed, can authorize the implementation of additional measures, if needed.

12.1 The dust control portion of the construction mitigation plan shall, at a minimum, include the following:

- Suspend earthmoving or other dust-producing activities during periods of extreme winds.
- Provide equipment and staffing for watering of all exposed or disturbed soil surfaces at least twice daily, including weekends and holidays. An appropriate dust palliative or suppressant, added to water before application, should be utilized.
- Water or cover stockpiles of debris, soil, sand or other materials that can be blown by the wind.
- Sweep construction area and adjacent streets of all mud and debris, since this material can be pulverized and later resuspended by vehicle traffic.
- Limit the speed of all construction vehicles to 15 miles per hour while on site.

The implementation of the above measures would reduce the construction-related impacts of Alternatives I and II to a less than significant level.

12.2 Agricultural/Residential Air Quality Conflicts

New residential development located adjacent to active agricultural uses shall provide a buffer zone between homes and the agricultural uses. The size of the buffer zone shall be determined by the type of agricultural activities involved, with a larger buffer required where the agricultural activities require frequent tilling, waste burning, or pesticide application. The buffer zone may consist of open space, recreational uses, landscaped areas, streets or other non-intensive uses. City staff shall develop guidelines for the width of buffer zones for various types of agricultural activities, to be used in the review of subdivision proposals. **The implementation of these measures could reduce the impacts of Alternatives I and II to a less than significant level.**

Regional Air Pollutant Emissions

12.3 All new developments within the city producing more than 200 trips per day shall be required to develop an air quality mitigation plan. This plan shall include an analysis of how the project would utilize site planning, mixed land uses, TSM measures (carpooling, van pooling, shuttle bus service, transit incentives, etc.) to reduce trip generation by 25 percent. Where this goal cannot be met by these methods, the plan shall provide for equivalent off- site mitigation through funding of air quality improvements such as new park and ride lots, support of transit, bicycle coupons, etc.

The implementation of the above measures would reduce the impacts of Alternatives I and II, but is projected to not reduce the regional cumulative impacts to a less than significant level.

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XIII. OTHER CONSIDERATIONS

A. VISUAL CONSIDERATIONS

1. Setting

The scenic resources of the Winters area consist of its historic and tree-lined older neighborhoods and architectural landmarks in the central business district, as well as panoramic views of Mt. Vaca and the Vaca Mountains. The farmhouses and orchards around which some neighborhoods have been built, and which are scattered around the periphery of the city at the present time, could also be considered valuable features of the visual landscape. The pattern of small subdivisions punctuated by individual, older farmhouses on larger lots, common in the areas north of Grant Avenue, is an essential element in the rural image of the city. The partly wooded, riparian environment surrounding Putah and Dry Creek, and the farmland surrounding the city are also important visual features. The General Plans both of the City of Winters and of Yolo County incorporate many policies intended to protect and conserve the environmental features that make up the unique scenic quality in the Winters area.

Yolo County has designated Highway 128 (Grant Avenue) between Interstate 505 and Lake Berryessa as a Scenic Highway Corridor in its General Plan, although the corridor is not specifically recognized by the State Scenic Highway Advisory Committee (Ref. 50, page IV-10). The corridor is intended to be appropriate for equestrian, bicycle and pedestrian pathways, scenic overlooks, small parks, and as a complement to open space and resource conservation areas. Specific design and appearance standards are set by the County for a wide range of issues, from tree preservation to architectural reviews, sign controls and limits on unsightly land uses (see Setting section, Chapter III) (Ref. 56, pages 47-48). The segment of Grant Avenue between I-505 and the existing urbanized area of Winters, extending for about two-thirds of a mile, is now undeveloped and dominated by views of open fields, orchards, woods and other native vegetation areas along Putah Creek, and the Vaca Mountains. This scenic area and view corridor is particularly important as a first image of both the city and of the scenic corridor.

2. Impacts

Development which would eliminate, obscure or otherwise harm the visual resources of the city, without establishing appropriate replacement or substitute views, would represent a significant impact on visual resources. Development which is not consistent with the objectives of the Yolo County designation of Grant Avenue as a scenic highway would also have a significant impact. New residential subdivisions which eliminate existing farmhouses and orchards in the areas to be developed, would have a significant impact on the rural image and appearance of the city.

New urban development of the Winters area will result in the loss of many views and vistas now within the city and at its edges, while creating new open spaces and parks with substantially dif-

ferent visual characteristics and views. The overall visual character of the city will be substantially altered through the transformation of its surroundings from a rural environment to a mixture of primarily uniform, suburban housing, public facilities and business areas. The development of suburban amenities and services, such as the detention pond, golf course, and new schools and large parks, would strongly distinguish new development from the older areas of the city. In addition, the visual sense of a small town could be changed significantly by new commercial development outside of the downtown area.

The land areas fronting on the Grant Avenue entry to Winters from I-505, are primarily designated for a mixture of highway service commercial, neighborhood commercial and business park uses in the DGP Land Use Diagram. These land use designations would result in a pattern of continuous commercial development and loss of the views of the fields, orchards, Putah Creek vegetation, and the mountains. The commercial designations are, however, interrupted about midway on the north side by the areas designated for open space and residential uses, thereby potentially preserving for a distance of about 500 feet a small but possibly valuable portion of the view of the mountain from Grant Avenue.

The elimination of views from Grant Avenue would also occur west of Cemetery Drive, on the north, where open fields and orchards now exist, and further west where orchards are directly south of Grant Avenue. The overall impact of the DGP in these areas would be at odds with the spirit of the Yolo County Scenic Highways Element, and would not assist in the consideration of the designated area for official state recognition as a scenic corridor.

New view corridors towards the Vaca Mountains would emerge along the planned extension of Hemenway Street around the proposed central detention pond, and of open fields to the north along County Road 32A, the northern boundary of the development area and also west of County Road 88, the western boundary. The designation of areas in the northwest of the city for Rural Residential uses, at very low densities, and to a lesser extent for Low Density Residential uses, could contribute to the rural image of the city, and provide for some attractive views of the mountains from along the Main Street Loop road from Railroad Avenue west and south towards Niemann Street.

The implementation of the DGP (or of the Modified DGP) during the 20-year planning period, as defined by the Land Use Diagram, will result in the substantial loss of existing view corridors and visual characteristics in Winters, replacing them with urban uses, and providing for new visual resources of a kind that cannot be clearly identified at this time. The commercial development designated along Grant Avenue west of I-505, though it would presumably meet defined landscaping conditions and standards could not maintain and preserve the scenic views that now exist, regardless of how successfully design standards are applied.

The central portions of the city will change less dramatically, and may retain more of the historic, small town flavor. The proposed redevelopment project will be an important factor in preserving the downtown area's qualities, as well as in eliminating the deteriorated, generally unsightly appearance of industrial buildings in the central area.

The Modified Draft General Plan would have virtually identical impacts on the visual resources of the city. The higher residential density proposed in the Land Use Diagram for Alternative II, for areas in the northwestern portion of the city would reduce the possibility of scenic vistas emerging along the Main Street Loop road. In addition, the moderately faster rate of population growth could slightly accelerate the growth of commercial uses along the sensitive Grant Avenue visual corridor. The Modified DGP Land Use Diagram designates as High Density Residential, the area directly north of Grant Avenue and west of the Open Space Preserve, which could result in a more substantial obstruction of the mountain view from Grant Avenue across the open space area. These aspects of the Modified DGP, however, do not result in significantly greater potential impacts on the visual resources of the city than are represented by the proposed Project.

The Draft General Plan incorporates multiple policies directed towards the preservation of visual and scenic qualities in Winters, as well as its small town character and agricultural heritage (Policy I.A.1). Policies in the Community Design Element direct the City to maintain a distinct agricultural appearance at the urban edges (VIII.A.5), to promote the development of a network of open spaces (VIII.A.6), and to establish design guidelines for new development along Highway 128 (Grant Avenue) consistent with its designation as a Scenic Highway (VIII.A.7; Program VIII.3). Those design guidelines are to be developed in cooperation with Yolo County and the state Department of Transportation (Caltrans). In addition, policies intended to serve the goal of maintaining and enhancing Winters' landscape are established, such as for protection of the existing canopy of mature trees (VIII.D.1), the planting and maintenance of new street trees (VIII.D.2 and 4), and the preservation and incorporation of existing orchards into site plans of new development (VIII.D.5).

The DGP's policies concerning the central business district focus on restoration of existing buildings and converting industrial buildings and properties to retail and other commercial uses, combined with infill development, and upgraded physical infrastructure, such as sidewalks, street lights, and the undergrounding of overhead utility lines (Policies I.B.1 through 5).

The DGP, as well as the Modified DGP, does not contain any specific policies which directly address the preservation of mountain views, or development of new view corridors, although the respective Land Use Diagrams identify possible suitable substitutes for existing vistas. In addition, there are no policies regarding the preservation of existing farmhouses with the areas which will be urbanized, which would aid in retaining the rural history and character of the city, but the

DGP does promote the preservation of orchards in new development areas. The impact of these charcteristics of Alternatives I and II, however, are not considered to be significant.

The Draft General Plan policies would avoid significant impacts on the scenic and visual resources of the city resulting from development under Alternatives I and II.

3. Mitigation Measures

No mitigation measures are necessary. However, the following measures should be applied to both the Project and to the Modified DGP in the consideration and development of design guidelines for the scenic highway corridor.

- The development of design guidelines for new development along Grant Avenue, particularly for the areas directly west of I-505, which form the principal initial image of the city and of the Scenic Highway, could potentially reduce the significant effects of commercial and other development on visual resources in this location. The guidelines should incorporate a high standard of landscaping and site planning, and substantial buffer zones or setbacks from the roadway could be incorporated to alleviate the concentration of commercial activity which would be permitted. Such a zone could accommodate the scenic corridor objectives for a bicycle path and create an attractive, natural appearance. A special architectural or landscaped "gateway" site, including a monument or other distinguishing feature, could be provided which would make the designation of Grant Avenue as a Scenic Highway and its visual importance to the community apparent to visitors

B. LIGHT AND GLARE CONSIDERATIONS

1. Setting

The Winters area has generally limited street or open area lighting at present, except in the vicinity of the central business district, in some of the newer neighborhoods, and near the I-505 interchange. Night sky clarity is at present quite good, due to the relative distance from major metropolitan areas or other sources of nighttime lighting. There are no major industrial facilities within the city which require high-intensity lighting.

2. Impacts

A major decrease in night sky clarity as a result of new street lights, nighttime parking lot illumination, or special lighting of industrial facilities, would represent a significant, adverse impact. In addition, commercial or industrial lighting which is not directed away from or shielded from residential areas would constitute a significant impact.

The increase in all categories of land uses as expected to occur with implementation of the DGP will require the installation of a variety of street lights and commercial and industrial lighting. The additional development will have a cumulative, additive impact on light and glare with a corresponding decrease in night sky clarity. There may be a cumulative, regional loss of such clarity when combined with other development nearby in Vacaville or other developing areas. The potential impact is somewhat more important given that many people will move to Winters with the expectation that night sky clarity will be excellent, and would not deteriorate. The change may be gradual, and not noticeable from season to season, or more sudden, when a large subdivision or major commercial center is completed and becomes illuminated on a nightly basis.

New residents of areas adjacent to proposed commercial development may find the lighting of these areas to be displeasing, particularly if high-intensity lighting is used. There are no land areas adjacent to residential areas which are designated for industrial uses, so the potential for conflict between such uses as a result of lighting required for nighttime industrial operations is limited. However, lighting used in the industrial areas in the northeast of the planning area could potentially spill out towards the residential areas to the west with adverse impacts.

The Modified Draft General Plan (Alternative II) would have generally similar effects as the Project (Alternative I), but with moderately higher residential density, could result in increased concentrations of street and house lights, and a slightly greater loss of night sky clarity.

The Draft General Plan incorporates a policy which requires lighting to avoid excess glare, spillage and brightness which would have the potential for loss of night sky clarity (VIII.D.7).

The DGP and the Modified DGP would reduce the potential for significant impacts in commercial or industrial lighting causing a glare disturbance in residential areas, or on night sky clarity in the Winters area. The contribution to regional loss of night sky clarity would not be significant.

3. Mitigation Measures

No mitigation measures are necessary.

C. CONVERSION OF AGRICULTURAL LAND

1. Setting

The existing General Plan of the City of Winters contains policies intended to preserve agricultural lands as part of the local economy and as open space. The land use policies confine urban development to areas within incorporated or newly annexed areas, and to areas contiguous with existing development. The Yolo County General Plan contains several policies designed to conserve agricultural land and enhance the agricultural economy. Specifically, Land Use Policy #6 states that "it is the policy of Yolo County to vigorously conserve and preserve the agricultural lands in Yolo County...especially in areas presently farmed or having prime agricultural soils...and outside of city limits" (Ref. 27, page 14).

The California Department of Conservation maintains a Farmland Mapping and Monitoring Program which identifies the capability or productivity of the state's agricultural lands. A large portion of the area which will be developed as a result of implementation of the Draft General Plan are designated as Prime farmland, as shown in **Figure 51**. However, no soils in the Winters area are classified as having Statewide importance, and there are only relatively small areas of "Unique" farmland, defined as of lesser quality but in use for major cash crops in the state economy. The remainder of the land which is potentially useful for farming is categorized as "Farmlands of Local Importance" as defined by the County of Yolo.

The majority of the agricultural land in the Winters area is presently or in the past has been planted in orchards for almonds, apricots, walnuts, alfalfa, irrigated row crops and grain, and is also left as vacant pasture. Row crops, grain and pasture are the more common uses in the area north of the existing urban area. **Figure 52** shows the principal crops typically planted or harvested in the Winters area. Total field and vegetable crops in Yolo county were valued at $137,000,000 in the 1987 Agricultural Crop Report, on the basis of 480,000 acres of farmland under cultivation. These farmlands yielded an average value of $285 per acre in crops (Ref. 30). The 1985 Yolo County LAFCO determinations for the Winters Sphere of Influence, or Urban Development boundaries, shown in **Figure 53**, allow for the conversion of all the land within the Planning Area by the year 1995, with the exception that the approximately 140-acre area to the northeast of the city, between Railroad Street and I-505, should not be built out until 2005, or developed prior to 1995. It should be noted that **Figure 53** reflects 1985 City limits, which have been expanded in a number of locations around the city (compare with **Figure 2**, Chapter II).

The California Land Conservation Act (Williamson Act) encourages conservation of agricultural lands by offering tax incentives to farmers who agree to adopt a contract which prevents non-agricultural development for a minimum period of ten years. There are no land parcels within the Urban Limit Area currently under Williamson Act agreements, although some areas to the north, and west of Winters, and the majority of the agricultural land in Solano County directly south of the city across Putah Creek, are subject to Williamson Act agreements.

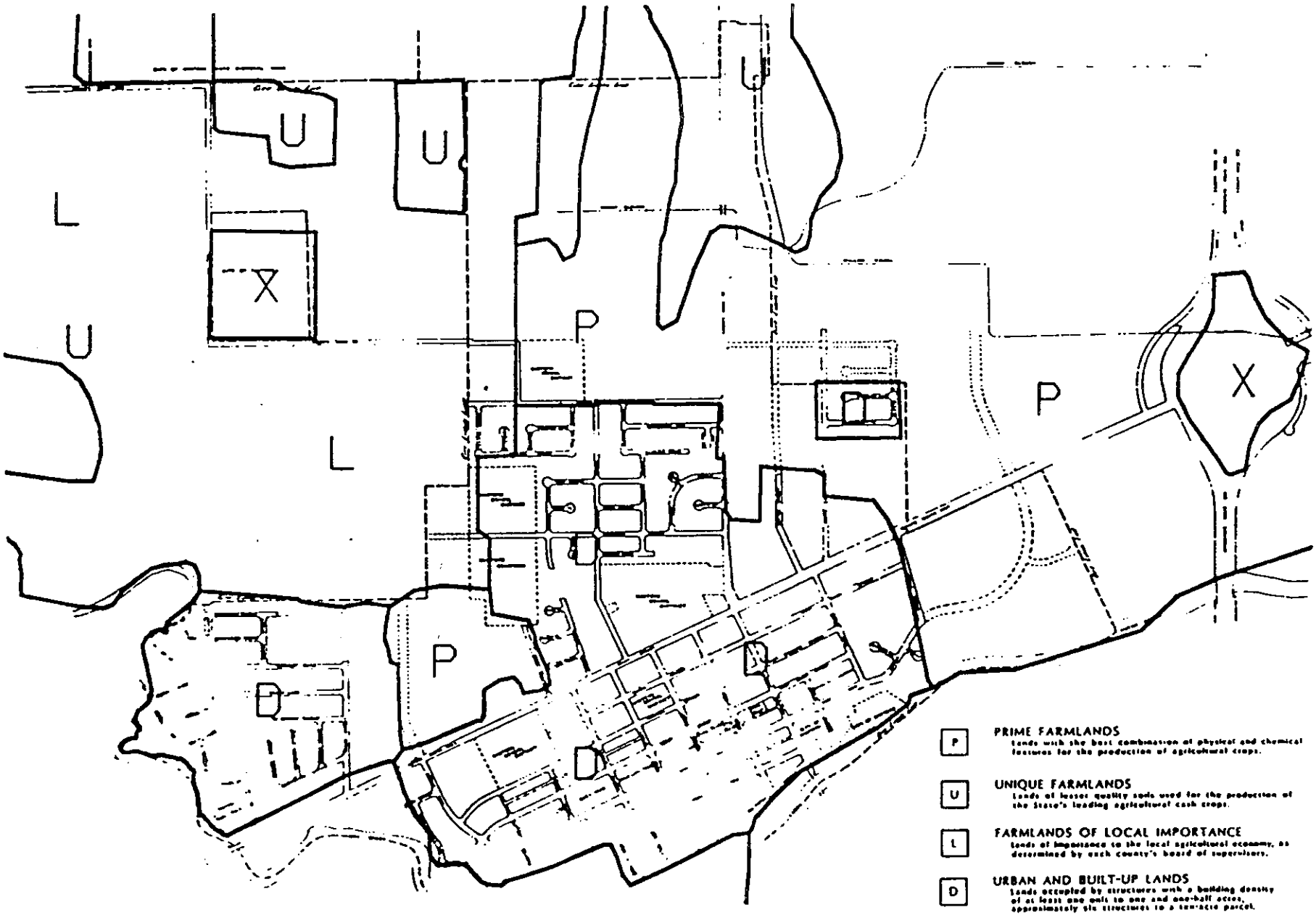

Figure 51
IMPORTANT FARMLANDS MAP
Draft General Plan EIR
City of Winters, California

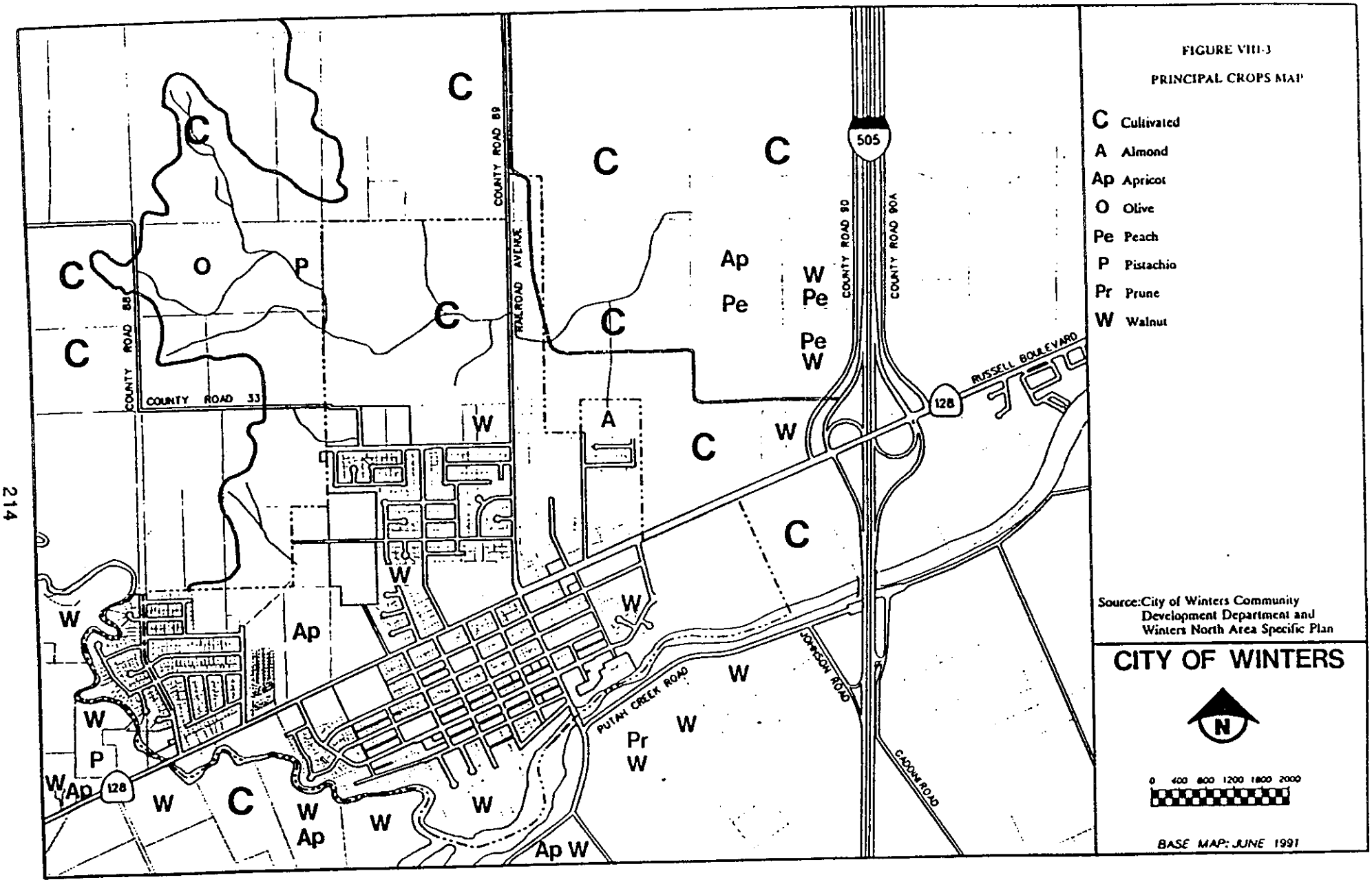

Figure 52
PRINCIPAL CROPS MAP
Draft General Plan EIR
City of Winters, California

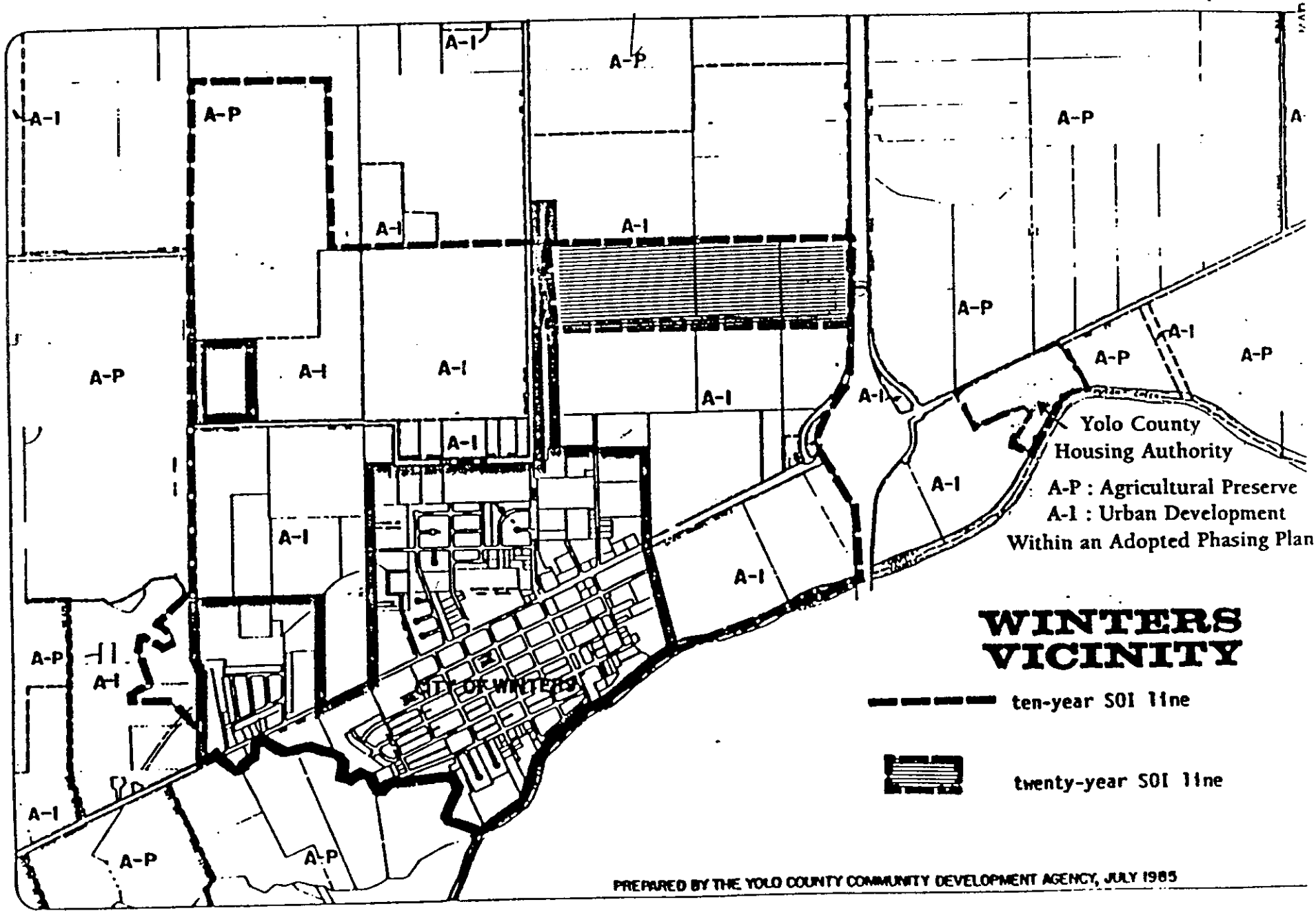

Figure 53
SPHERE OF INFLUENCE DETERMINATIONS
Draft General Plan EIR
City of Winters, California

Yolo County utilizes a zoning category of Agricultural Preserve (A-P), as a regulatory system of preventing the uncontrolled conversion of agricultural land to urban uses, and as shown in **Figure 53**, there is one area designated as A-P within the planning area of about 190 acres, and another area of about 370 acres adjacent to the planning area directly to the west. The A-P area within the planning area includes 130 acres owned by the City for use as spraying fields for disposal of wastewater from the adjoining treatment plant. The spraying fields are categorized as "Farmlands of Local Importance," while about 20 of the remaining 60 acres are defined as "Unique" farmlands, because they contain productive orchards. Areas zoned A-P may be rezoned to an urban designation when their annexation is approved.

2. Impacts

Conversion of Agricultural Land

The conversion of prime agricultural land to urban uses is considered to be a significant impact. The importance of the impact is in the context of a rapid rate of loss of important farmland in the California Central Valley, which reduces the agricultural productivity of the region, and accelerates the conversion process exponentially. The price of farmland becomes inflated relative to the costs of agricultural production, and decreases the economic viability of established farming operations.

The Draft General Plan would result in the annexation of approximately 550 acres to the City of Winters, which constitute about one-tenth of one percent of the total 1988 Yolo County Important Farmland Inventory of 444,179 acres (Ref. 6, Table C-38). Development projected to occur by the year 2010 in the DGP will convert an estimated 610 acres of "Prime" farmland to non-agricultural uses, of which about 200 acres are outside the city limits. The figure of 600 acres is equivalent to about one-quarter of one percent of the total "Prime" farmland in Yolo County (totalling 272,226 acres in 1986). The estimated 1987 cash value of the crops yielded by the Project area outside the city limits, in all farmland categories, is about $142,500, and income from these sales would be eliminated as the area is developed over time.

The total impact would be significant, particularly if considered in the regional context of ongoing conversions of agricultural land to urban uses in Woodland, Davis, West Sacramento, and other locations in Yolo county alone. Other Central Valley communities, particularly in neighboring Solano county, are witnessing similar conversions of agricultural land, which on an individual case-by-case basis may appear negligible, but which in aggregate are of cumulatively significant character in even a relatively short period of time.

Implementation of Alternative II, the Modified DGP, would result in the conversion of the same acreage as the Draft General Plan to urban uses. The moderately increased population concentra-

tion, and the slightly faster growth rate which is assumed to occur with Alternative II, could potentially increase the cumulative, regional demand for development of new residential areas and urban services in unincorporated areas outside and around the city of Winters.

The Draft General Plan incorporates policies to promote the continued productivity of agricultural land, and to prevent its premature conversion to urban uses (Goal VI.B), such as directing the City to support agricultural uses until development or annexation is imminent (VI.B.1 and 2). Other forms of support for agricultural activities include support of legislation at the local and kstate levels for tax and other incentives (VI.B.3), a mixture of farmers' markets, on-site sales and special events (VI.B.4), and a commitment to adopt a right-to-farm ordinance (VI.B.6).

13.1 The implementation of either the DGP or the Modified DGP would result in the conversion of an identical acreage of agricultural land to urban uses, which is a significant and unavoidable impact of urban expansion of the city.

Urban/Rural Boundary

In general, new development will introduce a new urban/rural boundary that will place some restrictions on the cultivation practices used in agricultural operations surrounding the planning area. The impact on local agricultural productivity would, however, extend beyond the planning area boundaries, for other reasons. Development of urban uses, especially residential areas, adjacent to established farming operations, can result in significant conflict between the two land uses as each constrains the potential uses of the other. Residents abutting a farm operation may make complaints about odors, noise, aerial and surface pesticide spraying, and other activities normal for a farm, as well as allow their domestic animals to roam into the fields, causing crop damage, farm animal conflicts, and hazards for farm machinery operations. Residents and their children may also trespass, with similar hazards, and could result in vandalism carried out to curtail agricultural activities perceived as a nuisance. A failure to recognize these problems and to anticipate and provide adequate measures to avoid them, would contribute a significant impact of the Project, and could accelerate the cessation of agricultural uses in the area surrounding Winters.

A unique feature of the Draft General Plan Land Use Diagram is the designation of about 80 acres of "Prime" farmland as an Open Space Preserve, on which agricultural uses could continue throughout the planning period, or until 2010, assuming no amendment to the Diagram during that period. Though this acreage would not compensate for the loss of agricultural land resulting from development elsewhere in the planning area, it does slow the pace of conversion to urban uses. It is an important element in the configuration of the Land Use Diagram, which combined with other land uses designated along the northern boundary of the planning area, substantially minimizes the concentration of residences adjacent to the farmlands north of the boundary. The

designated land uses include a community park, a relatively small industrial designation for an established assembly plant, a small (four-acre) area designated for high density residential, and a large area of low density residential projected to average about three units per acre. This lower density would reduce the concentration of single family homes adjacent to agricultural operations, and the likelihood of conflicts between the two uses.

The northwestern area of the city, north of County Road 32A, is designated for public-quasi public uses, and includes the wastewater treatment plant and the spraying fields, uses which would not conflict with agricultural activities. The potential development of the spraying fields as a golf course would result in more unique and specialized conflicts with agricultural operations, primarily aerial spraying. Golfers could potentially be exposed to harmful doses of pesticides, if fairways are not sufficiently distant from agricultural fields or orchards.

The potential for conflict between residential uses along the western edge of the planning area, north of Niemann Street, is reduced to a large extent by a combination of areas designated for low density and rural residential uses, and for public uses (the old landfill site). South of Niemann Street to Dry Creek, for a distance of about 1,200 feet, an area is designated for medium density residential uses which could result in some urban-agricultural conflicts. The urban edge along the other boundaries of the city is defined by Dry Creek to the southwest, Putah Creek to the southeast, and I-505 on the west, each of which creates a buffer between urban and agricultural uses. The effectiveness of these buffers is likely to vary according to their width, and the actual uses of the adjoining land.

The Modified Draft General Plan Land Use Diagram (Alternative II) is different from the DGP (Alternative I) in that it designates two large land areas adjacent to the city limits and active agricultural operations on the north (west of Railroad Avenue) and west (between Niemann Street and County Road 33) for higher residential densities (medium density). This configuration would have the potential for creating an increased likelihood of urban-agricultural conflicts.

The Draft General Plan, as well as the Modified DGP, provides a general policy for the buffering of agricultural uses from urban residential uses along the northern and western boundaries of the Urban Limit Line (VI.B.3). The City is directed to adopt a right-to-farm ordinance (VI.B.6), which would serve as a means for protecting farmers from complaints by urban area residents, and for resolution of conflicts.

The proposed land use configuration of the DGP (Alternative I) reduces the potential for constraints on agriculture due to incompatible land uses, and provides policies which would reduce the potential for conflicts to a less than significant level.

The Modified DGP Land Use Diagram (Alternative II) would result in somewhat greater potential for constraints on agriculture due to incompatible higher density residential land uses, but which would be mitigated by the policies which are incorporated into the Modified DGP.

3. Mitigation Measures

The development of new urban land uses in the Winters area, would remove a significant amount of agricultural land from production, which cannot be directly mitigated by the Draft General Plan or the Modified DGP. The following measures may be incorporated in either Alternative I or II, however, to ensure that lands in agricultural use or with productive agricultural soil value, will not be converted to urban uses prematurely, and that such conversion will avoid Prime farmland and conflicts with adjacent continuing agricultural uses. Consideration should be given to the mitigation measures listed below.

13.1A Future conversion of agricultural land to urban uses should occur on lower quality soils, when such land is contiguous with the existing urbanized area and its service-delivery systems and infrastructure connections.

13.1B Existing farmland of high productive value should be protected and conserved through planning policies that will minimize the likelihood of their conversion to urban use.

13.1C A farmland protection program, under the auspices of a farmland trust should be adopted that would utilize tools such as transfer of development rights and purchase of development rights or conservation easements.

The above measures would reduce many of the adverse effects of Alternatives I and II, but would not reduce the cumulative, regional loss of agricultural land to a less than significant level.

In addition to the above measures, the following considerations should be made at the time that development adjacent to the Urban Limit Line occurs:

- Buffers, as required by the DGP, should be developed with a distance of 300 feet as the optimum buffer width to minimize conflicts such as vandalism, theft, pesticide spraying, noise and dust. Such buffers could include Dry Creek, Putah Creek, or I-505.

- With specific regard to Alternative II, parcels adjacent to the Urban/Agricultural interface boundary should be designated for lower density residential use, and medium density designations should be applied to more centrally located parcels, particularly if a buffer narrower than suggested above is utilized.

D. CULTURAL RESOURCES/ARCHAEOLOGY

1. Setting

Before European settlers arrived in the Sacramento Valley, Indian villages existed on the banks of Putah Creek. Hunter-gatherers, the original inhabitants of the Winters area subsisted on acorns, fish and small game. When Governor Juan Bautista de Alvarado granted 17,750 acres of land along Putah Creek to William Wolfskill in 1842, it was called Rancho Rio de Los Putos, a name derived from the Patwin Indian village name of "Puta-to". The first European settler in this area was John Wolfskill, who established his residence on the south side of Putah Creek in 1851. In 1865, Theodore Winters purchased land in this area, and in 1875 a town was platted from 80 acres donated in two 40-acre lots, one donated by Winters and the other donated by D.P. Edwards. This donation enabled the Vaca Valley Railroad to construct a railroad bridge across the Putah Creek and a depot at the northern terminus of the line. Local agriculture and the railroad provided the basis for commercial activity in the town, which was incorporated as the City of Winters in 1898. (Ref. 56, pages 30 and 31; Ref. 50, pages VIII-4 and VIII-8.)

The Winters area has not been studied comprehensively for archaeological sites, but the Northwest Information Center of the California Archaeological Inventory conducted a records search in 1991 which indicated the presence of three archaeological sites in the Winters area. One site, at an undetermined location in or near the present-day city, was historically identified as the Native American Indian village of "Liwai." This village, as with most common native Indian sites, would have been located near a creek, such as Dry or Putah Creeks, and its site could contain projectile points, mortars and pestles, shells and human burial remains. The Native American Heritage Commission, however, has expressed no knowledge of any significant archaeological sites in the local area. Because of incomplete records, and limited archeological surveillance of the area (under five percent), the Northwest Information Center suggests that additional field surveys should be completed prior to any site development.

In 1983, the City commissioned the preparation of the "Cultural Resources Inventory Report for Winters, California", prepared by Historic Environment Consultants, which surveyed 79 historic structures. Among the various styles of architecture, including Colonial, Classical and Gothic Revival, Queen Anne and Italianate styles, 14 were determined to be suitable for inclusion on the National Register of Historic Places. Preservation of these buildings requires special planning attention.

2. Impacts

The implementation of the DGP would initiate urban development that could result in the destruction or overcovering of pre-historic archaeological sites, which would represent a sig-

nificant impact on the cultural resources of the Winters area. Sites containing valuable prehistoric materials could be encountered either in the existing urban area or on the periphery in presently undeveloped land. In addition, architectural alterations of historic structures which damage their appearance relative to the original design, would have an adverse impact on the historic qualities of the city.

Because most of the land areas proposed for new urban development are generally distant from Putah and Dry Creeks, and are currently used for agricultural purposes, it is unlikely that sites of major archaeological or historic significance would be encountered during development. Some parcels of land, such the area north of Putah Creek between I-505 and Morgan Street may yield some important archaeological findings. However, due to the lack of substantial archaeological information, field surveys and representative excavations may be appropriate for a variety of development proposals.

The Modified Draft General Plan (Alternative II) would result in urban development within the same planning area as Alternative I, the proposed Project, with the same potential for adverse impacts on Native American archaeological sites. Redevelopment is also promoted by the same policies as the Project of areas with historic buildings and structures, which could potentially be altered in an adverse, destructive manner.

The DGP (and the Modified DGP) incorporate policies in the Recreational and Cultural Resources Element which are intended to preserve both the architectural and Native American heritage of the city. Policies concerning historic preservation of historic structures require the City to adopt the State Historic Building Code, develop other guidelines for preservation, rehabilitation and infill development, and encourage preservation and registration of significant historic structures with state and national listings (V.D.1 through 5). Efforts to preserve such structures extend to salvaging building facades when entire structures cannot be rehabilitated, or moving structures when redevelopment requires their removal (V.D.6), and consideration of restoration of the Railroad Avenue Bridge (V.D.6 and 7).

The City will refer development proposals with potential for adverse impacts on archaeological sites to the Northwest Information Center of the California Archaeological Inventory, and no project would knowingly be permitted which may adversely affect a site, without first surveying the site, defining mitigation measures, and implementing measures according to Appendix K of the CEQA guidelines (V.F.1 and 2).

The policies of both the Draft General Plan and the Modified DGP will prevent development from occurring which would have a significant adverse impact on the city's cultural resources, including potential Native American archaeological sites and important architectural buildings and structures.

3. Mitigation Measures

No mitigation measures are required to avoid or lessen significant impacts on cultural resources. However, the following measures may be considered as appropriate conditions for development procedures in the planning area, which would apply to both Alternatives I and II.

- In the event of an archaeological discovery during excavation or other construction work, in areas which have not been surveyed in detail for archaeological resources, construction work should be halted in the immediate vicinity of the find until a complete evaluation by a qualified archaeologist can be completed. The Native American Heritage Commission shall be notified of any discovery of human remains which may potentially be of Native American origin.

- The City should consider adding policies to the Recreational and Cultural Resources Element which encourage the use of government and private loans for refurbishing historical buildings and which support legislation to provide incentives for historical preservation.

XIV. OVERVIEW OF EVALUATION

In this chapter, the effects of the proposed Draft General Plan are examined under five general categories from which some of the overall salient conclusions of the evaluation can be derived. The consideration of the Project within these categories is mandated by the California Environmental Quality Act (CEQA), and they include: unavoidable adverse impacts; irreversible environmental changes; short-term uses versus long-term productivity; and growth-inducing impacts. These assessments of impacts assume that identified mitigation measures will be implemented.

A. UNAVOIDABLE ADVERSE EFFECTS

The implementation of the proposed Project, including both the Draft General Plan and the associated infrastructure Master Plans, combined with the mitigation measures recommended in this EIR, will result in adverse effects which are unavoidable for the foreseeable future. These effects may in the future be reduced to a less than significant level by the addition of presently undetermined mitigation measures, such as might be produced through advances in technology, or social behavior patterns which cannot now be anticipated.

In accordance with the California Environmental Quality Act (CEQA), the City of Winters would be required to adopt a Statement of Overriding Considerations for these impacts as part of its approval of the Draft General Plan.

9.3 Urban development of agricultural and other vacant lands around the city will result in an unavoidable regional net loss of Swainson's hawk foraging habitat. The Habitat Restoration Plan defined as a mitigation in the EIR would not avoid the loss of this habitat, but would substantially reduce the cumulative impact.

12.3 An increase in population and the resulting vehicle traffic would generate significant levels of pollution, including hydrocarbons and nitrogen oxides which contribute to regional ozone levels, and would have unavoidable regional air quality impacts.

13.3 The conversion of prime agricultural land and other important farmlands to urban land uses is a significant, unavoidable impact of development resulting from adoption of the Project.

B. IRREVERSIBLE ENVIRONMENTAL CHANGES

The following changes appear to be irreversible if the proposed Draft General Plan, as identified in this document, is implemented. These changes are not significant, adverse impacts, and does not include the unavoidable adverse impacts defined above.

- The city of Winters will encompass a substantially larger urban area, and transform agricultural lands into new residential neighborhoods and commercial and industrial districts, in turn promoting a much larger population than currently exists. The addition of a variety of land uses, including a variety of housing types, industrial parks, and commercial services, and a larger population would upgrade the city substantially in its status and perception for both residents and visitors, and in its operation as a more self-sufficient, independent community.

- The configuration of vehicular access within the city will be substantially altered and the form of the city along the new Main Street Loop Road will have a predominant role in the form of future development in the longer term, outside the current Planning Area.

- Alteration of the visual character of portions of the city would result in a change from the image of a very small town which is minimally affected by "the outside world," to that of a dynamic small town that is responding to regional growth in the best manner possible. More contemporary architecture in expanding residential and commercial areas will contribute to the change in the city's image.

- Construction of new housing, places of business and other facilities will result in the consumption of non-renewable construction materials, water, and energy resources. The use of these resources would be ongoing over the life of the General Plan, and is necessary to achieve the goals of the General Plan.

C. SHORT-TERM USE VERSUS LONG-TERM PRODUCTIVITY

Although alternative land uses and patterns which could be developed in the city could provide a higher concentration and efficiency of land use, such as higher density housing, or promotion of taller, centrally-located office buildings, such uses would have undesirable environmental and social consequences that would conflict substantially with the overall purpose of the proposed Draft General Plan to preserve and promote the city's small-town, agriculturally-based character, traditional neighborhoods and open spaces, while accommodating local and regional demand for a type of growth which the Draft General Plan would enable to occur.

D. GROWTH-INDUCING IMPACTS

The proposed Draft General Plan would enable the development of new residential, commercial, industrial and other land use development within the city of Winters. It is assumed that the city may develop residential uses more rapidly than employment-generating uses in the short term,

while a jobs/housing balance is a long-term goal requiring steady initiative on the part of the City and other interests (e.g., Chamber of Commerce). With an imbalance of more housing than jobs, there would be marginal demand for residential development outside of the city, with the possible exception of limited growth in retirement or vacation homes near Lake Berryessa or elsewhere in and along the Vaca Mountains, the residents of which could more easily obtain commercial services in Winters.

In the long term, as a city with many more services and job opportunities, and a closer jobs/housing balance, Winters could potentially emerge as a "sub-regional" center, to which a proportion of persons employed in Winters may commute from other surrounding areas. The construction activity and commercial and industrial development could over time create substantial numbers of jobs, possibly resulting in more demand for housing than the proposed Draft General Plan envisions, and resulting in demand for housing (as well as other urban and commercial services) outside of the city. Some of this demand might be met in other city jurisdictions, such as Vacaville, Woodland or Davis, while other pressures could be placed on rural areas to be developed with urban land uses. This demand, or growth-inducing impact, however, would be managed, or mitigated, through the land use policies of the Yolo County General Plan, assuming their implementation is effective. Those policies would prevent urban land uses in areas other than those immediately adjacent to existing urban areas, such as Winters.

E. CUMULATIVE IMPACTS

Cumulative impacts are identified as "two or more separate impacts which, when taken together, are considerable, or which compound or increase other environmental impacts" (California State CEQA Guidelines, Section 15355). Cumulative impacts can result from individually minor but collectively significant projects taking place over time in different but spatially related locations.

This Draft EIR has evaluated the combined effects of growth within the Winters urban limit line as defined by the proposed Draft General Plan. No other development project has been identified in the Winters area which would change the environmental effects of adoption and implementation of the Project. However, in terms of the Sacramento Valley region, development in Winters would combine with growth in cities such as Sacramento, Davis, Dixon, Vacaville, and Fairfield (the I-80 corridor), as well in Woodland, to have the following cumulative environmental effects:

- Development in Winters could combine with regional growth to contribute to increased vehicular traffic on Interstates 505 and 80, Highway 128 and other roadways, with resulting significant congestion at peak-hours. This congestion could require major expansion of roadway facilities, or promotion of substitute means of transportation, including bicycling, car- and vanpools, bus and rail services, or other technologies. The Winters Draft

General Plan includes provisions which would minimize the contribution of Winters to this potential cumulative congestion, assuming the successful implementation of those provisions.

- The combination of urban development in individual towns and cities throughout the Sacramento Valley on agricultural fields, pastures and even small areas of wetlands, which provide living and foraging habitat for special status plants and animals, is a substantial, cumulative impact. The Winters Draft General Plan includes policies to cooperate with surrounding jurisdictions in the preparation of a regional mitigation program for endangered or threatened species, which could partly compensate for the cumulative loss of habitat.

- Increased vehicular traffic would also result in a deterioration of air quality within the Sacramento Valley air basin. Measures incorporated into the Draft General Plan to promote alternative means of commuting would partially mitigate this cumulative impact.

- The conversion of prime agricultural lands to urban uses in Winters which the Draft General Plan would enable is relatively small, though significant, compared to the total acreage of such lands in Yolo County, or in the Sacramento Valley. However, the combination of the local impact in Winters with similar impacts in the other cities in the region, is a substantial, cumulative impact. The Draft General Plan specifies a variety of policies to prevent the premature conversion of prime agricultural land, and to promote the region's agricultural businesses, which will reduce the severity of the cumulative impact, though not avoiding it altogether.