

## CHAPTER 4

### TRANSPORTATION AND CIRCULATION

This chapter assesses impacts of development under the *General Plan* on Woodland's street and roadway system, public transportation, non-motorized modes of travel, and air transportation.

#### 4.1 STREETS AND ROADWAYS

##### ENVIRONMENTAL SETTING

Chapter 3 of the *General Plan Background Report* describes the existing roadway system and conditions. Woodland's transportation needs are served by a variety of roadways that connect areas of the city and provide access to the regional roadway network. These roadways are illustrated in Figure 3-1 of the *Background Report*.

The predominant feature of Woodland's roadway system is its grid pattern of major streets. Interstate 5 and State Route 113 run through the eastern and northeastern parts of the city. The street pattern provides for a high degree of land access but has some limitations, especially in the east-west direction where the number of high speed through streets is limited by the need to cross the freeways.

##### METHODOLOGY

###### Roadway Classification System

Woodland's roadway system is organized according to the following system:

**Principal Arterials** emphasize mobility with limited access. These include freeways, expressways and those arterials that are specifically designed to provide a high level of mobility with limited access to adjoining properties.

**Minor Arterials** interconnect with and augment the principal arterial system while providing a somewhat lower level of travel mobility due to less stringent access limitations.

**Collectors** provide a balanced function of land access and mobility within residential neighborhoods and commercial and industrial areas.

**Local Roads and Streets** have a primary function to provide direct access to abutting lands and connections to the higher order functional classifications.

In general, arterial streets in Woodland are located at one mile intervals and collector streets are generally located at half-mile intervals, although additional collector streets are designated at approximately quarter mile intervals in most existing areas of the city.

Table 4-1 lists the City's standards for the right-of-way required for local, collector, and arterial streets. Note that these standards apply only to City streets; federal and state highways are not subject to local standards.

**TABLE 4-1**

**STREET RIGHT-OF-WAY AND SECTION WIDTH**

Street Classification	Right-of-Way*	Street Section*
Local	44' to 50'	34' to 40'
Collector	50' to 90'	40' to 74'
Arterial	80' to 150'	64' to 115'

\*The right-of-way and street section widths will vary within this range depending on the number and type of vehicular lanes and the number and type of pedestrian/bicycle facilities planned

**Analysis of Future Traffic Conditions**

The first step in the analysis of the traffic implications of the *General Plan* involved the development of future traffic volume forecasts. Future daily forecasts were generated using the City of Woodland MINUTP traffic model, which was developed for the General Plan. This model was calibrated to 1995 p.m. peak hour and daily traffic conditions using a detailed land use inventory and extensive traffic count data base.

The traffic model is based on the regional SACMET model, which has modeled future regional traffic through the year 2015. The future year for development within the Planning Area used for this model is 2020; since the SACMET model is not available for regional 2020 conditions. For the purposes of this EIR, therefore, the traffic analysis generally reflects 2015 conditions to be consistent with the regional model. The impacts would be expected to be less than reported here since development assumptions for Woodland land uses would not be expected to occur until 2020.

To generate future traffic forecasts, the model's 1995 roadway network was modified to reflect the planned widening of Pioneer Avenue and Gibson Road. These two existing roadways are assumed to be widened to four lanes before 2015 as part of the approved Southeast Specific Plan. The widening of Pioneer Avenue will occur between Gibson Road and Main Street, and Gibson Road widening will occur between SR 113 and County Road 102.

The 1995 land use data set was also modified to include 2020 development levels for each traffic analysis zone (see Appendix C). After completing these and other modifications, the model was run to generate average daily traffic volume forecasts.

The plots and MINUTP model documentation are available for review at the City of Woodland Public Works Department, 300 First Street, in Woodland.

To measure operating conditions of the roadway system, roadway segments were analyzed to determine future daily levels of service (LOS). Service levels vary qualitatively from "A" (the best) to "F" (the worst).

The traffic volumes shown on individual roadway links were compared to the level of service thresholds in Table 4-2 according to the roadways functional classification and number of lanes.

Roadway Segment Classification	Lanes	Level of Service				
		A	B	C	D	E
Local Road	2	3,800	4,400	4,000	5,600	6,300
Collector	2	7,500	8,750	10,000	11,250	12,500
Minor Arterial	2	9,000	10,500	12,000	13,500	15,000
Principal Arterial	4	18,000	21,000	24,000	27,000	30,000

Source: Fehr & Peers Associates, Inc. 1995

### Thresholds of Significance

For purposes of this *EIR*, an impact is considered significant if the projected level of service on an existing or proposed roadway would deteriorate below the service levels standards of the *General Plan*, as laid out in Policy 3.A.2 as follows:

*The City shall develop and manage its roadway system to maintain LOS "C" or better on all roadways, except within one-half mile of state or federal highways and freeways and within the Downtown core. In these areas, the city shall strive to maintain LOS "D" or better. Exceptions to these levels of service standard may be allowed in infill areas where the City finds that the improvements or other measures required to achieve the LOS standards are unacceptable because of the right-of-way needs, the physical impacts on surrounding properties, and/or the visual aesthetics of the required improvement and its impact on community character.*

### IMPLICATIONS OF THE LAND USE DIAGRAM

Table 4-3 shows the roadway segments for the Land Use Diagram that would experience levels of service worse than C, assuming no improvements to the roadways other than those already planned in connection with development of the Southeast Area.

Achieving higher levels of service will require the construction of new roadways and the widening of existing roadways. Development of the specific improvements required, however, is not as simple as widening the deficient segment of roadway.

In some cases, improving one section of roadway will cause traffic on parallel roadways to shift to the improved section because of better traffic operating conditions after the improvement. For example, widening County Road 102 to six lanes causes a reduction in traffic volume on parallel facilities, which eliminates the need for additional widening on these other roadways. Therefore, the improvements have been developed to maximize the roadway system's capacity through an iterative process that evaluates the effects of an individual improvement on the entire roadway network.

<b>TABLE 4-3</b>				
<b>ROADWAY SEGMENTS WITH FUTURE LEVELS OF SERVICE D OR WORSE Without Proposed Roadway Improvements Included in Circulation Diagram Within Urban Limit Line</b>				
Roadways	Segments	Lanes	Future	
			ADT	LOS
Kentucky Avenue	West St. - East St.	2	14,800	E
Beamer Road	Sutter St. - County Road 102	2	15,300	F
Main Street	Walnut St. - 3rd St.	2	14,100	E
	Industrial Way - I-5 SB Ramp	4	32,400	F
Gum Avenue	East St. - County Road 101	2	12,500	E
Road 25A	East St. - County Road 101	2	16,900	F
Gibson Road	Coloma Way - East St.	4	24,800	D
	East St. - County Road 101	4	28,100	E
West Street	I-5 SB Ramp - Kentucky Ave.	2	13,300	D
	Lincoln Ave. - New City Limits	2	12,400	E
Matmor Rd.	Main St. - Gum Ave.	2	10,900	D
County Road 101	Road 25A - Gibson Road	2	16,000	F
County Road 102	Beamer St. - Gibson Rd.	2	18,400	F
	Gibson Rd. - New City Limits	2	14,800	E

**Roadway Improvements**

The following describes the improvements included in the Circulation Diagram to address the unacceptable levels of service shown in Table 4-3. Average daily traffic volumes and levels of service before and after the improvements are shown in Table 4-4.

- Two new roadways are proposed to facilitate property access and improve mobility in currently undeveloped areas. One of these new roadways, common to both land use alternatives, is an east-west minor arterial extending from County Road 98 to West Street paralleling Kentucky Avenue just south of Interstate 5. The second is a new roadway to serve new development south of the current city limits. This principal arterial will extend between East Street and County Road 102.
- County Road 102 will be widened to four lanes between Kentucky Avenue and Beamer Street. Six lanes will be required from Beamer Road to Gibson Road where County Road 102 will transition back to four lanes to the new city limits. A new interchange at CR 102 will also be required.

- Kentucky Avenue will be widened to four lanes between West Street and East Street, which will accommodate increased traffic levels resulting from growth in the northwest part of the city.
- Beamer Street will be widened to four lanes from East Street to County Road 101 to serve new commercial and industrial growth in this area.
- Matmor Road will be extended south to the new east-west road between County Road 98 and County Road 102 parallel to Gibson Road to provide additional north-south capacity.
- Ashley Avenue and Cottonwood Street will be extended north to new east-west road between County Road 98 and West Street parallel to Kentucky Avenue, again, to help balance the distribution of new trips.

Figure 4-1 shows the Circulation Diagram to serve future development of the General Plan, which includes improvements to the existing circulation system.

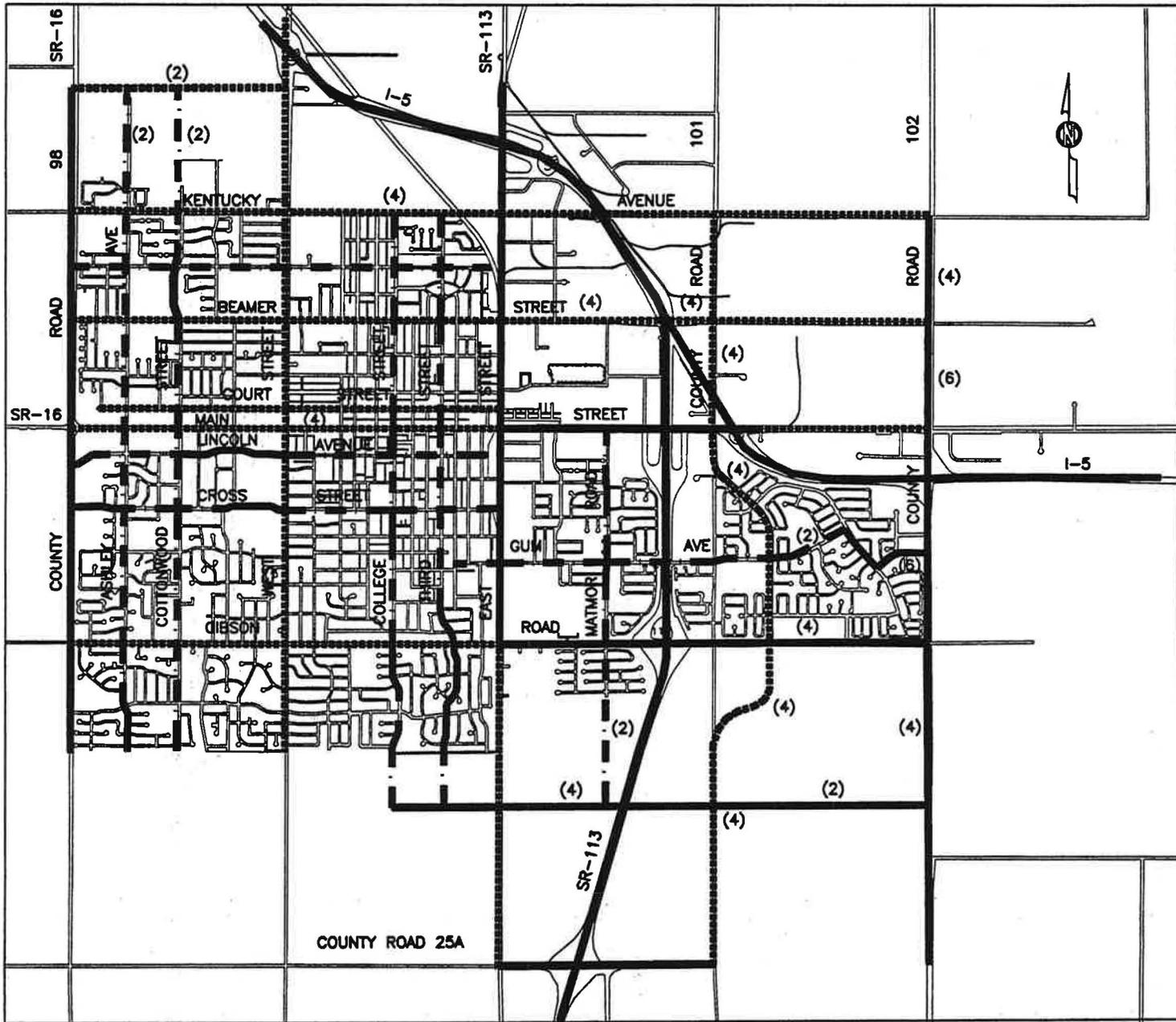
With the improvements described above and shown in Figure 4-1, two segments on Main Street are not mitigated to level of service C or better conditions. The section of Main Street between Industrial Way and the I-5 Southbound Ramp is currently the subject of a *Project Study Report* being prepared by the City to improve the connection between I-5 and SR 113. An improved connection will substantially reduce through traffic from this section of Main Street, which currently serves as the main connection between these two freeways.

One other location may also not meet the level of service C standard. The average daily traffic volume on Gibson Road between Third Street and East Street is expected to reach 25,400. This is slightly higher than the level of service C threshold of 24,000 for a four-lane arterial. Widening of this segment of Gibson to six lanes does not seem warranted, given that the average daily traffic volume is so near the threshold. Further, it is possible that solutions proposed as part of the Project Study Report for the I-5/SR 113 connector will result in a redistribution of trips in this area. The Project Study Report, therefore, should contain an evaluation of the effect of a connector on this location.

<b>TABLE 4-4</b> <b>FUTURE ROADWAY SEGMENTS</b> <b>Comparison of Segments Without and With Proposed Roadway Improvements</b>							
Roadways	Segments	Without Improvements			With Improvements		
		Lanes	ADT	LOS	Lanes	ADT	LOS
Kentucky Ave.	West St. - East St.	2	14,800	E	4	18,300	C
Beamer Street	Sutter St. - County Road 102	2	15,300	F	4	14,200	B
Main Street	Walnut St. - 3rd St. <sup>1</sup>	2	14,400	E	2	14,100	E
	Industrial Way - I-5 SB Ramp <sup>2</sup>	4	32,300	F	4	29,900	E
Gum Avenue	East St. - County Road 101	2	12,500	E	2	10,000	C
Road 25A	East St. - County Road 101	2	16,500	F	2	6,000	A
Gibson Road	Third St. - East St.	4	24,700	D	4	25,400	D
	East St. - County Road 101	4	28,000	E	4	22,400	C
West Street	I-5 SB Ramp - Kentucky Ave.	2	13,200	D	2	10,300	B
	Lincoln Ave. - New City Limit.	2	12,300	E	2	11,700	C
Matmor Rd.	Main St. - Gum Ave.	2	11,000	D	2	9,400	C
County Road 101	Road 25A - Gibson Road	2	16,000	F	2	10,000	C
County Road 102	Beamer Street - Gibson Rd.	2	17,600	F	6	27,800	B
	Gibson Rd. - New City Limit	2	14,700	E	4	10,100	A
Notes:		<sup>1</sup> This segment will be analyzed in greater detail as part of the <i>Street Master Plan</i> , which will be completed after adoption of the General Plan. <sup>2</sup> This segment is the subject of a <i>Project Study Report</i> being prepared by the City to improve the connection between I-5 and SR 113.					
Source:		Fehr & Peers Associates, 1995					

Future daily traffic volumes for SR 16, SR 113, and I-5 are as follows:

- SR 16 = less than 10,000 vehicles per day between Kentucky Avenue and Main Street;



**CIRCULATION  
DIAGRAM**  
*FIGURE 4-1*

- PRINCIPAL ARTERIAL
  - .....** MINOR ARTERIAL
  - - - - -** COLLECTOR ROAD
  - (X)** NO. OF LANES
- NOTE: ALL EXISTING ROADS ARE 2 LANES UNLESS OTHERWISE NOTED

- SR 113 = less than 35,000 vehicles per day between Road 25A and Main Street; and
- I-5 = less than 40,000 vehicles per day between West Street and East Street, less than 53,000 vehicles per day between East Street and SR 113, and less than 55,000 vehicles per day between SR 113 and County Road 102.

## GENERAL PLAN POLICY RESPONSE

In addition to the improvements identified in the Circulation Diagram, the following *General Plan* policies and programs address the effects of future development on the street and roadway system:

### *Streets and Roadways*

- 3.A.1. *The City shall plan, design, and regulate the development of the City's street system in accordance with the functional classification system described in this chapter and reflected in the Circulation Diagram and the City's street standards and specifications.*
- 3.A.2. *The City shall develop and manage its roadway system to maintain LOS "C" or better on all roadways, except within one-half mile of state or federal highways and freeways and within the Downtown core. In these areas, the City shall strive to maintain LOS "D" or better." Exceptions to these level of service standards may be allowed in infill areas where the City finds that the improvements or other measures required to achieve the LOS standards are unacceptable because of the right-of-way needs, the physical impacts on surrounding properties, and/or the visual aesthetics of the required improvement and its impact on community character.*
- 3.A.3. *The City shall strive to meet the level of service standards through a balanced transportation system that provides alternatives to the automobile and by promoting pedestrian, bicycle, and transit connections between industrial areas and major residential and commercial areas.*
- 3.A.4. *The City shall require an analysis of the effects of traffic from proposed major development projects. Each such project shall construct or fund improvements necessary to mitigate the effects of traffic from the project. Such improvements may include a fair share of improvements that provide benefits to others.*
- 3.A.5. *The City shall pursue financing in a timely manner for all components of the transportation system to achieve and maintain adopted level of service standards.*
- 3.A.6. *The City shall assess fees on new development sufficient to cover the fair share portion of that development's impacts on the local and regional transportation system. Exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary-wage-earner employment) and alternative sources of funding for the improvements can be obtained to offset foregone revenues.*
- 3.A.7. *The City shall complete a study of alternatives for completing the connection of SR 113 to I-5 to reduce the use of Woodland streets for this connection, and shall provide corridor protection for the selected route.*
- 3.A.8. *The City shall continue to participate in the countywide Congestion Management Plan.*

*Chapter 4: Transportation and Circulation*

- 3.A.9. *The City shall limit private access along arterial streets wherever possible.*
- 3.A.10. *The City shall continue its cooperative participation in the activities and plans of the Sacramento Area Council of Governments and Yolo County Transit Authority.*
- 3.A.11. *The City shall cooperate with Caltrans and Yolo County in the redesignation of County Road 101 north of I-5 as SR 113.*
- 3.1. *The City shall update and maintain the Street Master Plan consistent with the updated General Plan*
- 3.2. *The City shall complete a study of alternatives for completing the SR 113 to I-5 connection, consistent with the updated General Plan.*
- 3.3. *The City shall update the roads portion of the Major Projects Financing Plan.*
- 3.4. *The City shall update its road development impact fees consistent with the updated Major Projects Financing Plan.*

***New Residential Development***

- 1.C.5 *Specific plans for Planned Neighborhood areas shall specify the locations of various residential land uses, parks, schools, child care facilities, neighborhood commercial uses, streets, bikeways, walkways, and other infrastructure. . . .*

*Each specific plan shall at a minimum address the following: . . .*

- d. Distribution and location of roadways, including design standards for and the precise alignment of arterial, collector, and local streets, and bikeways.*
- e. Provisions for the extension of the existing city roadway system into new development areas. New development shall be linked to adjacent existing neighborhoods and planned neighborhoods by collector and local streets. . . .*
- m. Implementation measures necessary to carry out the plan, including a program for financing public infrastructure improvements and a program for addressing any fiscal deficits to ensure adequate personnel and ongoing operations and maintenance.*

- 1.C.6 *The City shall require residential subdivisions to provide well-connected internal and external street, bicycle, and pedestrian systems.*

Policies and programs of the *General Plan* establish the road system's service level standards and address needed improvements to the transportation system by requiring new development to address needed traffic improvements and contribute to regional traffic improvements. Policies of the plan also address the financing of needed improvements to the City's transportation system.

**IMPACTS**

The *General Plan* will provide for new residential, commercial, and industrial development to accommodate demand over the next 25 years. Future development will affect the roadway system by increasing traffic volumes on existing roadways. The *General Plan's* level of service policy strives to maintain LOS "C" or

better on all roadways, except within one-half mile of state or federal highways and freeways and within the Downtown core, where the standard is LOS "D" or better.

The Circulation Diagram includes roadway improvements to meet this level of service, except for the three locations discussed below, and plan policies and programs provide for developing and financing these roadway improvements.

As noted above, development under the *General Plan* will result in two segments of Main Street exceeding the General Plan's service level threshold for this area of Level of Service (LOS) "D."

The EIR projects service levels of LOS E along the segment of Main Street between Walnut Street and Third Street. Traffic improvements along this section of Main Street require special attention to ensure they are consistent with the overall objectives for the Downtown area. One mitigation measure to address this service level would include widening Main Street, which would remove existing buildings and would damage the character of Downtown. This was therefore rejected as infeasible. The *Downtown Specific Plan* recommended exploring one-way couplets for the Downtown area along Main Street and Court Street. Because of the effects on existing uses and very site-specific impacts of implementing this mitigation measure, it was not determined to be feasible without further investigation. This and other methods to address this area will be considered as part of the City's *Street Master Plan*, to be completed after adoption of the General Plan. This therefore remains a potentially significant impact.

The second section of Main Street projected to operate at level of service E is between Industrial Way and the I-5 southbound ramp. Possible improvements that would mitigate this impact include widening Main Street to six lanes or construction of an improved connection between I-5 and SR 113. This area is currently the subject of a *Project Study Report* being prepared by the City, therefore widening the street was rejected as infeasible when other methods are being investigated and widening would result in removal of existing businesses in that area. An improved I-5/SR 113 connection would substantially reduce through traffic along this stretch of Main Street, which currently serves as the main connection between these two freeways. Developing a connection to remove regional through-traffic along Main Street is a project of regional importance, which would require Caltrans' approval and participation. Since the City cannot unilaterally guarantee such an improvement to the state highway system, this is still considered a potentially significant impact.

The other potentially significant impact identified above is the segment of Gibson Road between Third Street and East Street, which just exceeds the General Plan's level of service C threshold for this area. This impact could be mitigated by widening this roadway, but since the *Project Study Report* for the I-5/SR 113 connector will result in a redistribution of trips in this area, it does not appear reasonable to widen it without further evaluation. A new roadway connecting the area southeast of East Street to College or Third Street would also mitigate this impact. The increased traffic on College or Third could be out of character with the residential area. Without knowing the outcome of the *Project Study Report* for the I-5/SR 113 connector, the impact on Gibson Road is still considered a potentially significant impact.

## MITIGATION MEASURES

As described above, development under the General Plan will result in two segments of Main Street exceeding the General Plan's service level threshold of LOS D. Traffic improvements along the Downtown section of Main Street require special attention to ensure they are consistent with the overall objectives for the Downtown area. Widening Main Street in this area would require removal of existing buildings and would damage the character of Downtown. This mitigation was therefore rejected as infeasible. The

*Downtown Specific Plan* recommended exploring one-way couplets for the Downtown area along Main Street and Court Street. Because of the effects on existing uses and very site-specific impacts of implementing this mitigation measure, this mitigation was not determined to be feasible without further investigation. This and other methods to address this area will be considered as part of the City's *Street Master Plan*, to be completed after adoption of the General Plan. This impact therefore remains potentially significant.

The second section of Main Street projected to operate at level of service E is between Industrial Way and the I-5 southbound ramp. Possible improvements that would mitigate this impact include widening Main Street to six lanes or construction of an improved connection between I-5 and SR 113. This area is currently the subject of a *Project Study Report* being prepared by the City, therefore widening the street was rejected as infeasible when other methods are being investigated and widening would result in removal of existing businesses in that area. An improved I-5/SR 113 connection would substantially reduce through traffic along this stretch of Main Street, which currently serves as the main connection between these two freeways. Developing a connection to remove regional through-traffic along Main Street is a project of regional importance, which would require Caltrans' approval and participation. Since the City cannot unilaterally guarantee such an improvement to the state highway system, this is still considered a potentially significant impact.

The other potentially significant impact identified above is the segment of Gibson Road between Third Street and East Street, which just exceeds the General Plan's level of service C threshold for this area. This impact could be mitigated by widening this roadway, but since the *Project Study Report* for the I-5/SR 113 connector will result in a redistribution of trips in this area, it does not appear reasonable to widen it without further evaluation. A new roadway connecting the area southeast of East Street to College or Third Street would also mitigate this impact. The increased traffic on College or Third could be out of character with the residential area. Without knowing the outcome of the *Project Study Report* for the I-5/SR 113 connector, this was not considered an appropriate mitigation measure at this time. The impact on Gibson Road is therefore still considered a potentially significant impact.

#### DEVELOPMENT BEYOND 2020

Buildout of the Land Use Diagram beyond 2020 consists primarily of additional development in the northern and northeastern industrial areas. This would require additional improvements to the roadways in the northeast area to serve the new development, assuming the same transportation technology and methods as are used today. These roadways have adequate right-of-way to accommodate such improvements.

## 4.2 PUBLIC TRANSPORTATION

This section assesses the potential effects of development under the *General Plan* on Woodland's public transportation system.

### ENVIRONMENTAL SETTING

Existing public transportation systems in Woodland are described in Chapter 3 of the *General Plan Background Report*.

Public transit in Woodland is primarily provided by the Yolo County Transit Authority's Yobobus system. Yobobus operates two fixed-route bus lines within Woodland, Monday through Saturday, primarily serving Downtown, County Fair Mall, other major shopping areas, Woodland High School, and Yuba College. The farebox recovery for the two Woodland routes is approximately 10 percent.

Yolobus also operates fixed route rural service between several of the unincorporated communities in Yolo County and Woodland and fixed route inter-city service, including commuter service between Woodland and routes linking the communities in Yolo County.

Yolobus Special Transit operates two demand-responsive services in Woodland--the Handi Van service and the taxi subsidy program. These services are offered to residents of Woodland who have a qualifying disability under the Americans with Disabilities Act. The Woodland Handi-Van service provides door-to-door transportation. In the event that the Handi-Van cannot accommodate a request for service, requests are referred to a local taxi company. Under the taxi subsidy program, the cost to the rider is subsidized so that the trip costs the same as a Handi-Van ride.

The Community Care Car is an on-call transportation service for senior citizens and handicapped persons in the Woodland area. This system operates as a dial-a-ride service for which a call must be placed one day in advance. It is a volunteer system in that the bus is donated and the drivers are unpaid. No fare is charged, but donations are accepted.

Generally, one-quarter mile is considered the maximum distance that most people will walk to a stop to ride public transit. Therefore, areas more than one-quarter mile from a bus stop are currently considered as underserved.

### **Yolo County Transit Authority Strategic Plan**

The Yolo County Transit Authority (YCTA) prepared a long-term strategic plan covering the 15-year period from 1999 to 2015. The purpose of this study was to determine what types and levels of services are possible under three different scenarios, including the status quo, and a medium and high growth rate funding scenarios. The moderate growth funding scenario assumed a quarter-cent sales tax for transit and the high-growth scenario assumed a half-cent sales tax for transit.

Under the moderate or high growth funding scenarios, airport revenues to support the extension of Route 42 to the Sacramento Airport were assumed to be available. In the high growth scenario, daily commuter and lifeline service would be added to Dunnigan, Knights-Landing, and Esparto-Madison from Woodland, as well as a fourth bus for Woodland local service during peak hours.

In a moderate or high growth scenario, the *Strategic Plan* calls for Yolobus to become the operator of a commuter rail service linking Sacramento, West Sacramento, Davis, and Woodland.

## **METHODOLOGY**

### **Assumptions**

- Bus stops serve population within one-quarter mile.
- Yolo County Transit Authority will continue to be the primary provider of public transit to the area.

### **Thresholds of Significance**

The California Environmental Quality Act does not specifically discuss public transit services as an issue to be addressed in the environmental review process. Such services do, however, play an important role in the overall development of a community's transportation system. For purposes of this *EIR*, an impact is

considered significant if development adversely affected existing transit services or created demand for such services that could not be met.

## IMPLICATIONS OF THE LAND USE DIAGRAM

Because development projected under the *General Plan* would result in significant population and job growth in Woodland, the demand for public transportation would increase, requiring extensions of bus lines and additional service. The location of new lines would depend on the location and sequence of new development; extension of the existing system would be most efficient if development occurs adjacent to existing development and bus lines.

## GENERAL PLAN POLICY RESPONSE

In anticipation of increased levels of development, the *Policy Document* includes a substantial number of policies and programs intended to ensure that public transportation needs are accounted for as development occurs. These policies and programs include the following:

### *Citywide Growth and Development*

1.A.9 *The City shall promote walking, bicycling, and transit use and access when designating and approving new development.*

### *New Residential Neighborhoods Program*

1.6. *The City shall prepare residential design guidelines to promote walking, bicycling, and transit use and access.*

### *Commercial Land use*

1.E.3. *Commercial facilities should be designed to encourage and promote transit, pedestrian, and bicycle access. The City shall require that new commercial development be designed to encourage and facilitate pedestrian circulation within and between commercial sites and nearby residential areas.*

1.14 *The City shall prepare commercial development design guidelines to promote walking, bicycling, and transit use and access.*

### *Transit Policies*

3.D.1. *The City shall work with YoloBus to plan and implement additional transit services that are timely, cost-effective, and responsive to growth patterns and existing and future transit demand.*

3.D.2. *The City shall consider the need for future transit right-of-way in reviewing and approving plans for development. Rights-of-way may either be exclusive or shared with other vehicles.*

3.D.3. *The City shall consider the transit needs of senior, disabled, minority, low-income, and transit-dependent persons in making decisions regarding transit services and in compliance with the Americans with Disabilities Act.*

- 3.D.4. *The City shall continue to support feasible efforts to provide demand-responsive service ("paratransit") and other transportation services for those unable to use conventional transit.*
- 3.D.5. *The City shall require new development to provide sheltered public transit stops, with turnouts, where sufficient population or employment concentrations warrant an existing or future bus route.*
- 3.D.6. *The City shall work with Yolobus to ensure that bus routes serve areas with a large number of persons and that bus shelters are provided to protect individuals from adverse weather conditions.*
- 3.D.7. *The City shall consider families' needs in transportation planning efforts and shall promote safe and convenient methods of transportation between school, home, retail shopping, and child care.*
- 3.D.8. *The City shall continue to emphasize the central role of the Downtown in any transit planning.*
- 3.D.9. *The City shall continue to implement the Downtown Specific Plan's policies concerning transit planning*
- 3.D.10. *The City shall investigate alternative transportation uses for existing rail rights-of-way if railroads consider their abandonment.*
- 3.D.11. *The City shall consider the development of commuter and intercity passenger rail service to Woodland if it is found to be cost-effective and the development of a multi-modal facility for bus, rail, bicycle, and automobile travel.*

#### ***Air Quality -- Transportation/Circulation Policies***

- 7.F.3 *The City shall encourage the use of alternative modes of transportation by incorporating public transit, bicycle, and pedestrian modes in City transportation planning and by requiring new development to provide adequate pedestrian and bikeway facilities.*
- 7.F.5 *The City shall endeavor to secure adequate funding for transit services so that transit is a viable transportation alternative. New development shall pay its fair share of the cost of transit equipment and facilities required to serve new projects.*

Policies of the General Plan support expansion of the existing transit system, especially in connection with new development, and require new development to provide for increased transit equipment and facilities and bus turn-outs, and promotes development patterns that attempt to maximize the potential for transit use within Woodland.

#### **IMPACTS**

The policies of the *General Plan* support transit development and use and promote new development patterns and densities that foster transit use. Development under the *General Plan* will create the need for additional transit equipment, and the plan requires new development to provide for increased equipment and facilities. The Yolo County Transit Authority estimates that it receives approximately 10 percent return on farebox. Successful implementation of the policies and programs of the *General Plan* should result in greater, and therefore more efficient, use of transit, increasing farebox revenue. Federal, state, and local transportation subsidies, however, will continue to be needed for the operation of transit service in Yolo County. Higher

use of transit should result in a higher level of support for transit in federal, state, and local transportation planning. The *General Plan* would have a less-than-significant impact on transit service.

## MITIGATION MEASURES

While the *General Plan* would have a less-than-significant impact on transit services in Woodland, so no further mitigation is required, *General Plan* requirements would be strengthened by including a requirement for the specific plans in new residential areas to locate bus stops so most of the population would not have to walk more than one-quarter mile to a bus stop. This would not, however, be feasible for areas to be designated for very-low-density residential development.

## 4.3 NON-MOTORIZED TRANSPORTATION

As an alternative to the automobile, bicycles are a non-polluting, quiet, inexpensive, and readily-available form of transportation. Likewise, many trips can be made by walking.

### ENVIRONMENTAL SETTING

Non-motorized transportation is described in Chapter 3 of the *Background Report*. The bicycle is becoming a popular alternative for short commutes and recreational uses in Woodland and in-town mobility. It has advantages over the automobile in terms of cost, maintenance, noise, air pollution, energy use, and the physical health of the rider.

In 1993, the City of Woodland adopted a *Bikeway Master Plan (BMP)*. The plan sets forth goals, policies, recommended actions and financial options for a citywide bikeway facility system. The *BMP* designates existing and proposed routes and categorizes these routes as either Class I, Class II, or Class III bikeways. Figure 3-6 of the *Background Report* shows the location of existing and proposed bike routes in Woodland.

In 1994, the City received federal grants to assist in the installation of the bikeway system called for in the *BMP*. These improvements are planned to begin in 1995.

Bike racks are generally available at schools, parks, and other recreational and commercial sites in Woodland. The City of Woodland typically requires new commercial and industrial development as a condition of approval to install bike racks. The City recently purchased and will soon install about 20 bike racks, primarily in the Downtown area. The YoloBus system received a grant that will allow them to install bike racks on buses to facilitate intermodal transportation.

The City requires installation of sidewalks along all improved streets, except in the industrial areas. The width of the sidewalk depends on the zoning of the adjacent property. Residential zones typically require a five foot sidewalk. In the older parts of town and in portions of the Southeast Area, a planter strip separates the sidewalk from the street. Commercial zones typically require 8 to 10 foot sidewalks. Curb ramps are required at intersections in new subdivisions, and the City has installed them at intersections in the older part of town.

### METHODOLOGY

This analysis of the effect of development on non-motorized transportation focuses on the creation and retention of opportunities for such transportation. This analysis focuses on the provision of opportunities for such transportation in conjunction with future development.

## Thresholds of Significance

The California Environmental Quality Act does not specifically discuss non-motorized transportation as an issue to be addressed in the environmental review process. For purposes of this *EIR*, an impact is considered significant if development under the *General Plan* created demand for non-motorized transportation opportunities that could not be met:

## IMPLICATIONS OF THE LAND USE DIAGRAM

New development will create additional demand for pedestrian and bicycling facilities. The kinds of development patterns and transportation systems can greatly affect the use of non-motorized transportation. Creating a system of integrated walkways and bikeways to shopping areas, schools, parks, and employment centers provides the opportunity for non-motorized transportation to replace some types of automobile trips. The relatively compact nature of future development under the Land Use Diagram should also support non-motorized travel.

## GENERAL PLAN POLICY RESPONSE

The *Policy Document* includes a substantial number of policies and programs intended to enhance opportunities for non-motorized transportation as development occurs. These policies and programs include the following:

### *Citywide Growth and Development*

1.A.9 *The City shall promote walking, bicycling, and transit use and access when designating and approving new development.*

### *New Residential Neighborhoods*

1.C.6. *The City shall require residential subdivisions to provide well-connected internal and external street, bicycle, and pedestrian systems.*

1.C.7. *The City shall promote architectural and landscape design features in new development that create more pedestrian-friendly neighborhoods, such as rear garages, detached garages, front porches, tree-lined narrow streets (refer to Implementation Program 3.5), and landscaped strips between street and sidewalks.*

1.6. *The City shall prepare residential design guidelines to promote walking, bicycling, and transit use and access.*

### *Commercial Land use*

1.E.3. *Commercial facilities should be designed to encourage and promote transit, pedestrian, and bicycle access. The City shall require that new commercial development be designed to encourage and facilitate pedestrian circulation within and between commercial sites and nearby residential areas.*

1.E.4 *The City shall consider pedestrian and bicycle access in the design of walls, buffers, and fencing between commercial and residential uses.*

- 1.14 The City shall prepare commercial development design guidelines to promote walking, bicycling, and transit use and access.

**Non-Motorized Transportation**

- 3.E.1. The City shall promote the development of a comprehensive and safe system of recreational and commuter bicycle routes that provide connections between the city's major employment and housing areas, between its existing and planned bikeways, and between schools, parks, retail shopping, and residential neighborhoods.
- 3.E.2. The City shall promote bicycling and walking through appropriate facilities, programs, and information.
- 3.E.3. The City shall consider alternative sources of funding for the development and improvement of bikeways and pedestrian pathways.
- 3.E.4. The City shall require developers to finance and install pedestrian pathways, bikeways, and multi-purpose paths in new development, as appropriate.
- 3.E.5. The City shall encourage the development of adequate, convenient, and secure bicycle parking at employment centers, schools, recreational facilities, transit terminals, commercial businesses, the Downtown core area, and in other locations where people congregate.
- 3.E.6. The City shall establish minimum bicycle parking standards for commercial land uses (e.g., office, retail, food service) to ensure bicycle parking for use by employees and customers.
- 3.E.7. The City shall require residential, commercial and industrial developments to include bicycle facilities in accordance with the Bikeway Master Plan.
- 3.E.8. The City and schools shall work with YoloBus to integrate public transportation systems with bicycling (i.e., bike racks on buses).
- 3.E.9. The City shall promote bicycle safety education to children and adults.
- 3.E.10. The City shall encourage employers to provide benefits/ bonuses to commuter bicyclists. To this end, the City will continue to implement the Trip Reduction Ordinance as required by law.
- 3.E.11. The City shall designate commuter bicycle routes as higher priorities than recreational routes. The City shall promote Class II bikeways as the preferred facility in areas with developed roadways.
- 3.E.12. The City shall consider the needs of bicyclists when new roadways are constructed and existing roadways are upgraded.
- 3.E.13. The City shall consider the needs of bicyclists when determining street widths.
- 3.E.14. The City shall periodically update the Bikeway Master Plan to reflect work completed, added or deleted bikeways, and other bikeway changes to accommodate the cycling public.
- 3.E.15. The City will work to expand and increase the efficiency of the bicycle licensing program.

- 3.E.16. *The City will utilize grant monies, license fees, and fines, along with capital improvement monies to help fund the development and installation of bikeways and bicycle parking facilities.*
- 3.E.17. *The City shall require new development to provide sufficient right-of-way widths to accommodate bikeways on new collector and arterial streets, as called for in the Bikeway Master Plan, and to install these bikeways.*
- 3.E.18. *The City shall continue to develop off-street pedestrian and bicycle paths for access to schools and recreation facilities in existing and future neighborhoods in the city. The City shall consider safety and security issues in connection with development of these facilities.*
- 3.E.19. *The City shall develop safe and pleasant pedestrian ways. To this end, the City shall ensure sidewalks are wide enough for pedestrian convenience.*
- 3.E.20. *The City shall require separation of sidewalks from streets on arterials and major collector streets, where economically feasible.*
- 3.E.21. *The City shall encourage walking in the Downtown and shall continue to make streetscape improvements in the Downtown to encourage walking.*
- 3.E.22. *The City shall cooperate with the schools in maintaining and updating the Safe Routes to School program.*

#### **Air Quality -- Transportation/Circulation Policies**

- 7.F.3. *The County shall encourage the use of alternative modes of transportation by incorporating public transit, bicycle, and pedestrian modes in County transportation planning and by requiring new development to provide adequate pedestrian and bikeway facilities.*

These policies and programs provide that new residential and commercial and industrial development are designed to encourage access by bicycle or foot and encourage the development of bicycle routes.

#### **IMPACTS**

The *General Plan* provides for and encourages non-motorized transportation and creates no unmet demand for non-motorized transportation. Given the level of effort the *General Plan* proposes to devote to pedestrian and bicycle transportation, the effects could, indeed, be beneficial.

#### **MITIGATION MEASURES**

No mitigation measures beyond the policies and programs included in the *General Plan* are necessary.

### **4.4 AIR TRANSPORTATION**

This section assesses the potential effects of development under the *General Plan* on opportunities for air transportation.

## ENVIRONMENTAL SETTING

Chapter 3 of the *Background Report* summarizes existing air transportation services available to the Woodland community. Air transportation includes the use of general aviation, commercial and military aircraft.

Watts-Woodland Airport is located approximately five miles west of Woodland within the General Plan Area, adjacent to the intersection of State Highway 16 and Road 94B. The privately-owned airport is located on approximately 1,100 acres of land and is classified as a Basic Utility Stage II airport. It has one paved runway 3,770 feet long and 60 feet wide.

Yolo County Airport, which is a publicly-owned basic utility airport, is located approximately 10 miles southwest of Woodland. It has one 6,000-foot by 100-foot north-south runway that is directly connected at each end by 75-foot wide taxiway. The airport has no navigational aids.

Sacramento Metropolitan Airport (Metro), which lies just north of Interstate 5 approximately 10 miles east of Woodland, is the primary air carrier airport serving the Sacramento Valley. The 4,000-acre airport is operated by the Sacramento County of Airports. It has two parallel, north-south oriented runways that are 8,600 feet long and 150 feet wide. Metro is equipped with full instrumentation and has a Category II ILS capability, which allows instrument operations with visibilities as low as 1,200 feet RVR (runway visual range) and ceilings as low as 100 feet.

In addition, a number of small landing strips primarily serving agricultural crop duster bases are located around the Woodland area.

In the Sacramento Region, including Yolo County, the Sacramento Area Council of Governments (SACOG) is the designated Airport Land Use commission. Acting in its capacity as the local airport land use commission, SACOG has completed Comprehensive Land Use Plans (CLUPs) for the three airports whose operations could affect development in the general Woodland area: Watts-Woodland Field, Yolo County Airport, and Sacramento Metropolitan Airport. Each of the plans incorporates the complementary objectives of protecting the airports from encroachment by incompatible development and reducing the number of people exposed to airport-related hazards.

As a means of delineating areas that might be exposed to aircraft hazards, the CLUPs define "airport safety restriction areas" where development is to be controlled so as to minimize the number of people exposed to aircraft crash hazards. The plans designate the following three safety areas:

Zone	Location/Restrictions
Clear Zone	Near the end of the runway; most restrictive
Approach-Departure Zone	Under the takeoff and landing slopes; less restrictive
Overflight Zone	Under the traffic pattern; least restrictive
Source: Sacramento Airport Land Use Commission, <i>Sacramento Metropolitan Airport Comprehensive Land Use Plan</i> , Amended January 1994.	

SACOG prepared a CLUP for Watts-Woodland Airport in December 1988 and updated it in March 1993. None of the safety zones extend into areas designated for new development within the Planning Area. The

Yolo County Airport Comprehensive Land Use Plan was completed in December 1981, then updated in December 1992. None of the airport safety zones for Yolo County Airport affect any land covered by the Woodland General Plan Area. Sacramento County adopted the *Sacramento Metropolitan Airport Comprehensive Land Use Plan* in October 1984 and has amended it four times since then, most recently in January 1994. The only zone that extends into Yolo County is a small portion of the overflight zone that crosses the Sacramento River. It does not affect any land within the Planning Area.

## **METHODOLOGY**

This analysis of the effect of development under the *General Plan* on air transportation focuses on the capacity of existing general purpose airports in the area to accommodate increased demand resulting from development under the *General Plan*, and compatibility of the *General Plan* with airport land use plans.

### **Assumptions**

1. Yolo County and Sacramento County control land use for areas affected by airport operations.
2. Sacramento Area Association of Governments (SACOG), acting as the Airport Land Use Commission, has independent authority to control development within and immediately adjacent to the major airports in the area, although cities and counties may override their decisions with a supermajority and adoption of specified findings.

### **Thresholds of Significance**

For the purposes of this *EIR*, new development authorized by the *General Plan* would have a significant impact if it conflicts with the policies of the any airport comprehensive land use plans or if it would overburden air transportation demand at local airports.

## **IMPLICATIONS OF THE LAND USE DIAGRAM**

The designations on the *Land Use Diagram* are consistent with those in the *Woodland Airport Land Use Compatibility Plan*. Residential and employment growth in Woodland will increase demand for air transportation services. Sacramento Metropolitan airport will be the primary provider of air transportation to future Woodland residents and businesses.

## **GENERAL PLAN POLICY RESPONSE**

The following policies and programs from the *Policy Document* address concerns related to development with the potential to affect Woodland's airports.

### ***Air Transportation Policies***

- 3.G.1. *The City shall work closely with appropriate agencies, including the Sacramento Area Council of Governments (SACOG) and Yolo County, to ensure compatibility of land uses with air terminal facilities serving the Woodland community.*
- 3.G.2. *The City shall emphasize compatibility of land uses for both urban development and for air terminal facilities to ensure the availability of services and quality living environment.*

*Chapter 4: Transportation and Circulation*

*3.G.3. The City shall discourage the development of new airports or landing strips within one and one-half miles of the Urban Limit Line.*

*3.G.4. The City will oppose changes in flight patterns that would increase flight activity over Woodland.*

*3.G.5. The City will support the development of heliports at appropriate locations.*

***Airport Hazards Policies***

*8.D.1. The City shall work with Yolo and Sacramento Counties to ensure that new development around airports does not create safety hazards such as lights from direct or reflective sources, smoke, electrical interference, hazardous chemicals, or fuel storage in violation of adopted safety standards.*

*8.D.2. The City shall ensure that development within the airport approach and departure zones complies with Part 87 of the Federal Aviation Administration Regulations (objects affecting navigable airspace).*

**IMPACTS**

The policies and programs listed above ensure that development in the Woodland will be consistent with the plans and policies of the airport comprehensive land use plans (CLUPs). The population and employment projections for the *General Plan* are consistent with SACOG's projections, which are the basis for planning at Sacramento Metropolitan Airport. Accordingly, anticipated development under the *General Plan* will result in a less-than-significant impact on air transportation.

**MITIGATION MEASURES**

No mitigation measures beyond the policies and programs included in the *General Plan* are necessary.