




4 CIRCULATION AND ACCESS

The intensified land uses and expanded Downtown core established in the Chapter 2: Land Use are supported by a balanced circulation system that integrates transit, pedestrian, bicycle, and vehicular modes, as described in this chapter. In particular, the Circulation and Access chapter fosters a well-defined and safe network for pedestrians and bicyclists. Specific topics include pedestrian and bicycle connections, station and transit access, the street network, and parking and transportation demand management. Specific parking standards tied to developments are included in Chapter 3: Streetscape, Building Design, and Development Standards. All circulation and access improvements are shown on Figure 4-1.

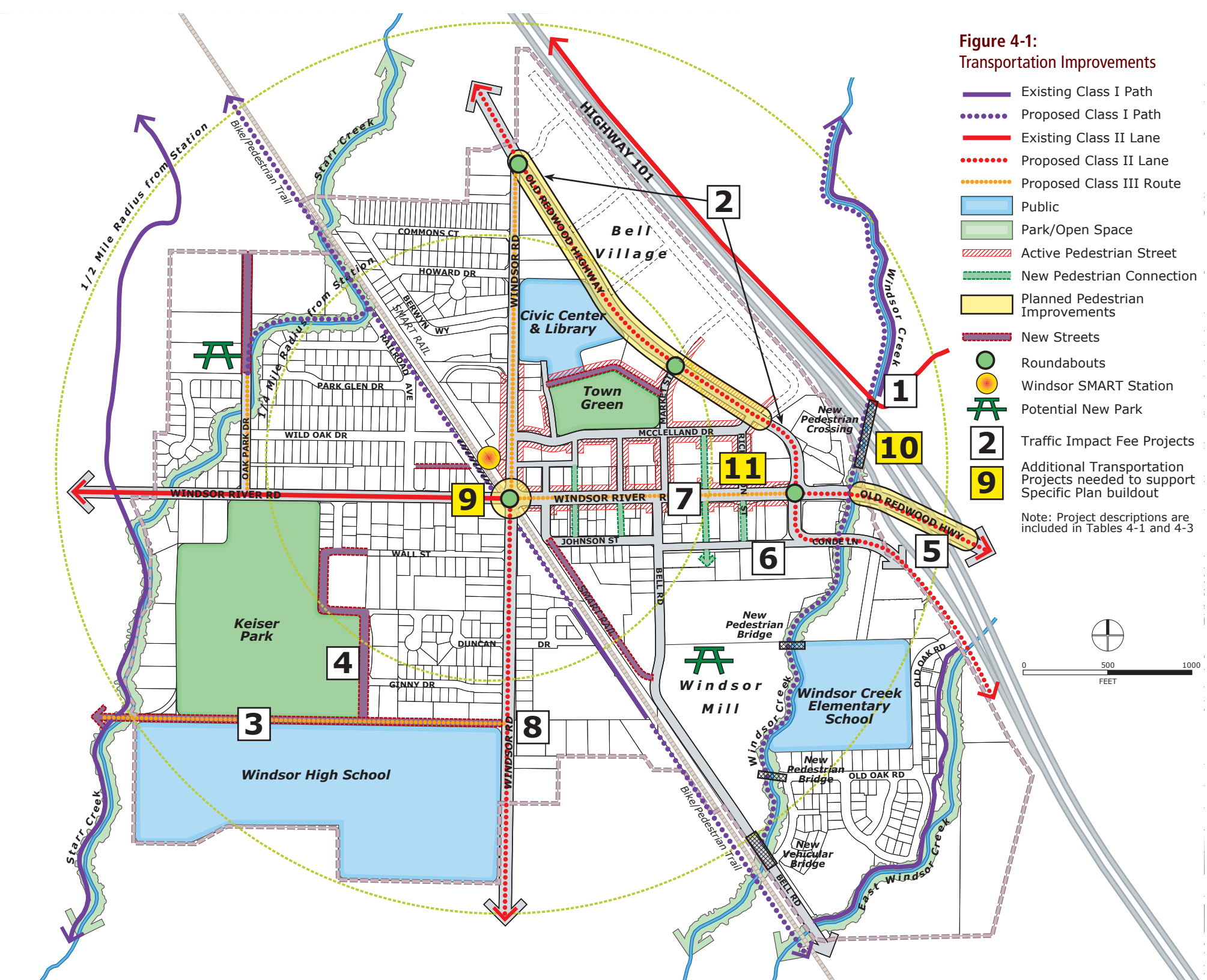

Figure 4-1:
Transportation Improvements
Existing Class I Path
Proposed Class I Path
Existing Class II Lane
Proposed Class II Lane
Proposed Class III Route
Public
Park/Open Space
Active Pedestrian Street
New Pedestrian Connection
Planned Pedestrian Improvements
New Streets
Roundabouts
Windsor SMART Station
Potential New Park
2 Traffic Impact Fee Projects
9 Additional Transportation Projects needed to support Specific Plan buildout
Note: Project descriptions are included in Tables 4-1 and 4-3
0 500 1000
FEET
1/2 Mile Radius from Station
1/4 Mile Radius from Station
Bike/Pedestrian Trail
Starr Creek
HIGHWAY 101
OLD REDWOOD HIGHWAY
Bell Village
Civic Center & Library
Town Green
Keiser Park
Windsor High School
Windsor Mill
Windsor Creek Elementary School
New Pedestrian Crossing
New Pedestrian Bridge
New Vehicular Bridge
East Windsor Creek
Windsor Creek
SMART RAIL
SMART PATH
COMMONS CT
HOWARD DR
BERWYN WY
PARK GLEN DR
WILD OAK DR
OAK PARK DR
RAILROAD AVE
WINDSOR RIVER RD
WINDSOR RD
MCCLELLAND DR
JOHNSON ST
WALL ST
DUNCAN DR
GINNY DR
CONDE LN
OLD OAK RD
BELL RD
1
2
3
4
5
6
7
8
9
10
11

TABLE 4-1: TRAFFIC IMPACT FEE PROJECTS WITHIN SPECIFIC PLAN AREA

Map #	Impact Fee Project	Description	Estimated Cost
1	Downtown Pedestrian Crossing of US 101 (Impact Fee Project 4)	Construct a crossing of the US 101 freeway near the Central Windsor interchange to serve non-vehicular travel	$921,000 (an additional $1.843 million in outside funds would also be applied to this project)
2	Old Redwood Highway – Windsor Road to Windsor River Road (Impact Fee Project F)	Complete street project - widen Old Redwood Highway from Windsor River Road to Windsor Road, including provision of turn lanes, bicycle lanes and sidewalk as well as drainage improvements and street lighting. Includes signal or roundabout improvements at Old Redwood Highway-Conde Lane/Windsor River Road intersection	$5.019 million (an additional $4.125 million in improvements would be constructed as part of adjacent private development projects)
n/a	ADA Compliance Curb Ramps Townwide (Impact Fee Project 11)	The Town's ADA Transition Plan identified 960 pedestrian ramps that need modification. Funds in this program can be used to provide the Town matching portion of grant funded projects.	$2.709 million
3	Jaguar Way Extension (Impact Fee Project D)	Complete the street linkage between Starr Road and Windsor Road	$1.680 million
4	Jonathan Drive Public Improvements (Impact Fee Project 5)	Construct full paved width and sidewalk along Keiser Park on the westerly side of the street	$320,000
5	Old Redwood Highway/Lakewood Drive-US 101 Northbound Ramps (Impact Fee Project 6)	Widen Lakewood Drive to provide additional lanes, add a right turn lane on the offramp, lengthen left turn lanes on the offramp, add a right turn lane on Old Redwood Highway, and signalize the adjacent US 101 northbound onramp intersection	$2.017 million
6	Conde Lane/Johnson Street Intersection Controls (Impact Fee Project 3)	Improve the intersection and replace existing all-way stop controls with a traffic signal.	$344,000
7	Windsor River Road/Bell Road Intersection Controls (Impact Fee Project 9)	Install a traffic signal at the intersection	$344,000
8	Windsor Road/Jaguar Way Intersection Controls (Impact Fee Project 10)	Install a traffic signal at the intersection	$344,000
n/a	Intersection Improvements: Various Locations (Impact Fee Project 13)	Improve intersections that were not identified as part of the fee study as the need arises, and convert to signalized or roundabout controls or improve coordinated signal timing.	$1.067 million

Source: W-Trans







Planned improvements for pedestrians and bicycles include the SMART trail, a bikeway network, and improvements to the intersection of Windsor Road/Windsor River Road.

4.1 PEDESTRIAN AND BICYCLE CONNECTIONS

The Station Area has a varied and generally pleasing streetscape. In Downtown, provision of pedestrian amenities like wide sidewalks, street trees, pedestrian scaled lighting, and benches make the area very walkable, which contributes to the sense of community identity and supports retail. Nearly complete sidewalk coverage, accessible curb ramps, curb extensions, and pedestrian amenities are provided adjacent to major activity nodes such as the station, Town Green, and Windsor High School.

However, there are several gaps in the pedestrian network and physical barriers to east-west movement. Obstacles to pedestrian and bicycle movement in the Planning Area include the Sonoma-Marin Area Rail Transit (SMART) corridor and Highway 101, both of which limit east-west mobility. Access across Highway 101 is provided on Old Redwood Highway at the Central Windsor interchange, which is constrained by gaps in the sidewalk network, crossing barriers, traffic congestion and high-speed freeway on- and off-ramps. An at-grade crossing of the SMART corridor is provided at the intersection of Windsor Road/Windsor River Road adjacent to the station, which currently lacks pedestrian amenities. The Plan includes improvements to both of these crossings.

The Plan incorporates existing planned improvements with new pedestrian and bicycle facilities to establish a complete and connected network and address east-west movement. All pedestrian and bicycle improvements are shown on Figure 4-2. Additional pedestrian improvements are addressed in relation to the streetscape, in Chapter 3: Streetscape, Building Design, and Development Standards.

Planned Pedestrian and Bicycle Improvements

Plans for several pedestrian and bicycle improvements are underway, including:

- The SMART Trail, which will provide continuous north-south access for bicyclists and pedestrians in Windsor, with connections to neighboring jurisdictions along the corridor.
- A network of planned Class I, II, and III bikeways, outlined in the 2008 Windsor Bicycle and Pedestrian Plan.
- Pedestrian improvements along Old Redwood Highway between Windsor Road and Windsor River Road.
- Improvements to the intersection of Windsor Road/Windsor River Road to accommodate trains, meet current Public Utilities Commission standards, and improve pedestrian access.

- A bicycle parking station, proposed as part of the potential SMART park-and-ride lot at the southeast corner of Windsor Road and Windsor River Road, across from the station.
- Improvements to the Central Windsor interchange underpass, including pedestrian and bicycle safety and access improvements on Old Redwood Highway through the interchange.

GOALS AND POLICIES

Goal CA-A: Improve pedestrian connectivity and walkability within the Planning Area as well as connectivity to the rest of the town; and foster a street environment that connects pedestrians to transit, housing, employment, and major destinations.

The Plan seeks to improve the quality, quantity, and character of connections from the station to key destinations like Downtown, the Town Green, Keiser Park, Windsor High School, and surrounding residential neighborhoods. Policies aim to improve the pedestrian friendliness of existing streets, sidewalks, and intersections, and to establish new pedestrian connections where the network is lacking or where added pedestrian choice will contribute to the vitality of the Downtown core. Bicycle parking requirements for private development are included in Chapter 3: Urban Design and the Public Realm, Section 3.3: Design and Development Standards.

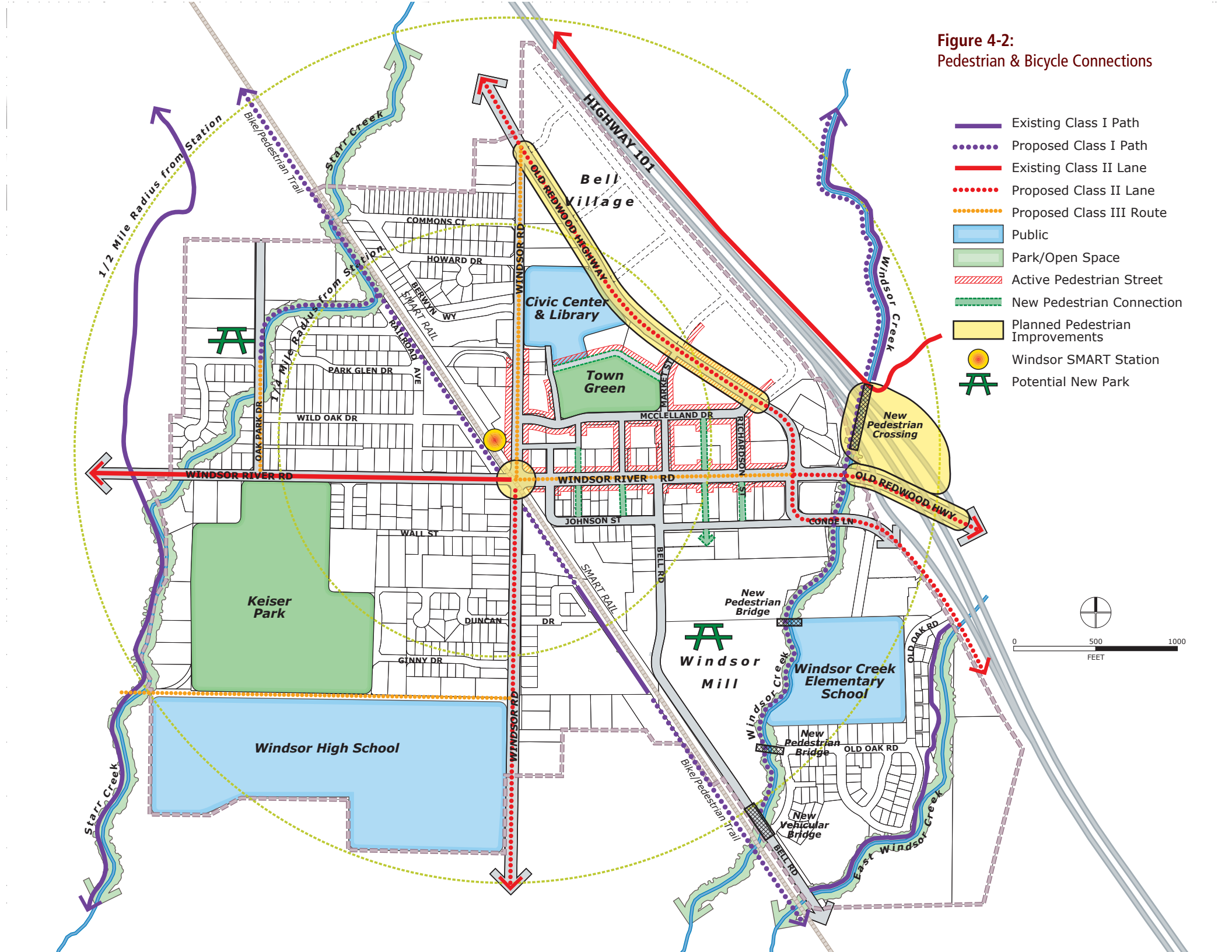
CA-1 Within the Downtown core, visually highlight crosswalks and heighten pedestrian comfort with curb bulb-outs, changes in paving material or striping, signage, and/or signalization.

CA-2 Implement a series of roundabouts at the following intersections in order to improve pedestrian connectivity and establish a distinctive design within the Downtown, as shown on Figure 4-1:



Pedestrian crossings can be highlighted with landscaped bulb-outs (top and middle) and special paving (bottom).

Figure 4-2:
Pedestrian & Bicycle Connections



- Windsor Road at Old Redwood Highway
- Windsor Road at Windsor River Road
- Old Redwood Highway at Windsor River Road
- Old Redwood Highway at Market Street

CA-3 Establish new pedestrian and bicycle north-south linkages within the Downtown core to facilitate connectivity and pedestrian choice within the Downtown. Provide linkages, as shown on Figure 4-2, between Johnson Street and Windsor River Road, and between McClelland and Windsor River Road.

CA-4 Implement pedestrian bridges to cross Windsor Creek near Windsor Creek Elementary School and at Old Oak Road, and a pedestrian and vehicle bridge on Bell Road along the SMART corridor, as shown in Figure 4-2. These bridges may be provided as part of new development in that area.

CA-5 Ensure that pedestrian and bicycle connections, alleyways, and other circulation routes internal to blocks are ADA-compliant, have visible entries from streets, and are otherwise designed for pedestrian comfort, as outlined in Chapter 3: Streetscape, Building Design, and Development Standards.

CA-6 Create internal streets within new mixed-use and multifamily developments that maximize safe and efficient pedestrian circulation. Incorporate design elements such as reduced vehicular speed limits, pedestrian-oriented lighting, bulb-outs, curb extensions at intersections, high visibility crosswalks, and on-street parking to buffer pedestrians from moving vehicles.

CA-7 Close gaps in the sidewalk network to ensure continuous pedestrian access in the Planning Area. Currently, short gaps exist along undeveloped properties on Windsor Road, Windsor River Road, Old Redwood Highway, Joe Rodota Way, Conde Lane, and Bell Road.

Goal CA-B: Improve bicycle connectivity within and beyond the Station Area and foster an accessible and safe street environment for bicyclists.

Windsor is ideal for bicycle travel with relatively flat terrain and a pleasant climate that enables year-round cycling. The 2008 Windsor Bicycle and Pedestrian Plan outlines a connected bicycle network that the Plan reiterates in **Figure 4-2**. Further, the Plan includes the addition of a bicycle wayfinding system and promotes expanding the supply of short and long-term bicycle parking spaces at the station and key destinations in order to encourage and facilitate bicycle access and commuting in the Planning Area.

CA-8 Establish bicycle lanes and routes that connect key destinations, by completing the proposed 2008 Windsor Bicycle







Plan policies seek to complete the pedestrian network by establishing pedestrian bridges, ensuring ADA compliance for connections, and closing gaps in the sidewalk network.



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Plan policies seek to complete the network of bikeways and provide bicycle parking, both to serve new development as as a street amenity throughout the Downtown.

and Pedestrian Plan lanes and routes, as shown in Figure 4-2. Where shared bike and car lanes ("sharrows") are proposed in conjunction with diagonal parking, consider back-in diagonal parking to minimize car and bicycle conflicts.

CA-9 Establish a bicycle wayfinding and signage system that clearly and explicitly indicates connections to local and regional bicycle facilities. See Chapter 3: Streetscape, Building Design, and Development Standards for guidance on signage and wayfinding.

CA-10 Encourage provision of bicycle racks and locking systems in all multi-family residential developments, multi-tenant retail and office developments, and government and institutional uses.

CA-11 Provide bicycle parking as a street amenity throughout the Downtown and provide additional short- and long-term bicycle parking at Windsor Station. Bicycle parking should be safe and secure, and protected from inclement weather where possible.

Goal CA-C: Improve east-west connectivity for pedestrians and bicycles, including across the SMART corridor and across Highway 101, increasing access to Windsor Station and Downtown from residential neighborhoods located west of the station and east of 101.

The Plan addresses east-west pedestrian and bicycle connections by improving access across Highway 101 and improving the intersection at Windsor River Road and Windsor Road. While improvements are planned for Old Redwood Highway at the Central Windsor interchange, an additional crossing opportunity that connects to the pedestrian trail along Windsor Creek in eastern Windsor is included in the Plan. Improvements are also planned for the intersection at Windsor Road/Windsor River Road, as outlined in Policy C-2. No additional SMART corridor crossings are currently being considered in the Planning Area.

CA-12 Improve pedestrian and bicycle access to the Downtown from east Windsor by providing an additional connection across Highway 101. Consider both long- and short-term options, which may include:

- Utilize the existing Windsor Creek culvert under the highway as a connection for pedestrians and bicyclists;
- Raise the freeway so the path could be closer to at-grade, looking to the Rohnert Park as an example;
- Improve the connection along the eastern edge of Highway 101 in conjunction with improvements to the Highway undercrossing at the Old Redwood Highway; or
- Build a bridge over the freeway, looking to the Bridge crossing Interstate 580/80 in Berkeley as an example.

4.2 STATION AND TRANSIT ACCESS

Existing transit service in Windsor is primarily bus service provided by Sonoma County Transit. SMART rail service is planned to begin between San Rafael and Santa Rosa in 2014, with service to Windsor beginning during the next phase. These services are described below.

Windsor Station

The station opened in 2007 in Downtown Windsor along the SMART corridor. The station is located adjacent to the intersection of Windsor Road and Windsor River Road and is currently used by local bus operators. The SMART project includes expanding nearby parking to about 400 spaces to accommodate additional demand associated with future rail service.

Bus Service

Sonoma County Transit (SCT) is the primary transit provider in Windsor; one local and two inter-city routes serve the community. Local Route 66 provides loop service to major destinations throughout the town, while inter-city Routes 60, 60x, and 62 provide regional north-south service to communities along the Highway 101 corridor, including multi-modal transit centers in Santa Rosa and Cloverdale. Interregional service to the North Coast is provided by the Mendocino Transit Authority (MTA). MTA Route 65 (CC Rider) serves the Northern Mendocino Coast with service to Fort Bragg, Mendocino, Willits, Ukiah, Hopland, Windsor, and Santa Rosa. The station is the primary transit hub and transfer point in Windsor. Bicycles are accommodated on all SCT buses, and approximately 15 bus shelters are located at transit stops throughout the community.

Planned SMART Rail Transit

The proposed SMART commuter rail system is a 70-mile rail line that runs from Cloverdale, at the north end of Sonoma County, to Larkspur, where the Golden Gate Ferry connects Marin County with San Francisco. Along the way, SMART will have stations at the major population and job centers of the North Bay, including Windsor Station. SMART also proposes to provide a critical north-south transportation route for bicyclists and pedestrians, with a combination of multi-use pathways and on-street facilities located along or adjacent to the right-of-way. The 14 stations along the corridor are being designed to accommodate available feeder bus services, shuttle services and, in selected suburban locations, park and ride facilities. Weekday commuter-oriented passenger train service will provide an estimated 14 round-trip trains per day operating at 30-minute intervals in the morning and evening peak commute hours.







Windsor Station is located in the Planning Area, which is currently served by Sonoma County Transit bus routes, and will be a future stop for SMART rail service.

SMART Ridership Projections and Station Access

The Sonoma-Marin Area Rail Transit Project Final Environmental Impact Report[1] includes ridership projections for the Windsor Station in the year 2025. The document indicates that a total of 637 passengers per day (boardings and alightings) would use the station. These estimates are based on ABAG and MTC projections of the amount of anticipated development within the station's capture area, including estimates of the amount of development within a one-half mile radius of the station.[2] The projections assumed that transit-supportive development would occur surrounding the station area, though at somewhat lower levels than proposed by the Plan.

Buildout of the Plan is anticipated to result in 2,220 total residential units and 2,590 total jobs, both of which are greater than the approximate 1,550 residential units and 2,300 jobs assumed in the SMART FEIR ridership projections. The incremental increase in both residential units and jobs that is possible with buildout of the Plan would translate to higher SMART ridership. Applying a similar methodology as utilized in the SMART FEIR results in an additional 93 resident-based trips and an additional 15 employment-related trips on SMART per day. The combined 108 additional passengers would result in a total estimated daily ridership of 745 passengers per day at the Windsor Station.

The Plan is crafted to emphasize pedestrian and bicycle mobility, making access to the transit center by non-auto modes a viable and attractive option. It is possible to estimate the mode split for travel mode to and from the SMART station through application of the SMART FEIR auto versus non-auto mode split, as well as the proportion of trips in Windsor that are currently made by pedestrian versus bicycle modes. The SMART FEIR projections estimate that 39 percent of trips to the Windsor Station will be made by auto-based modes. This includes both park-and-ride users as well as dropoff or "kiss and ride" users. Of the remaining 61 percent of trips, it is estimated that approximately 51 percent would be walking trips and the remaining 10 percent bicycle trips. A summary of the estimated SMART ridership by mode is provided in Table 4-2.

TABLE 4-2: SMART DAILY RIDERSHIP PROJECTIONS BY MODE AT BUILDOUT

	Estimated Ridership
SMART FEIR Projected	637
Station Area Plan Additional Increment	108
TOTAL WINDSOR SMART STATION WITH SPECIFIC PLAN	**745**
Travel Mode to/from Station	
Drive	291
Walk	379
Bicycle	75

Source: W-Trans

1 *Prepared by Aspen Environmental Group and Parsons Brinckerhoff in June 2006.*

2 *The Sonoma-Marin Area Rail Transit Project Final Environmental Impact Report used ABAG Projections 2000 and the MTC Model.*

GOALS AND POLICIES

Goal CA-D: Establish Windsor Station as a major transit destination and a hub for rail and bus service, with enhanced access to the station by all modes.

As Downtown Windsor develops with intensified uses and continues to establish its role in the region as a shopping, dining, and community destination, it is essential that Windsor Station not only be highly accessible to residents and visitors, but also concurrently provide adequate transit service to meet growing demand. The Plan promotes expanding awareness of the assets of the future regional train service, existing bus service, and to continue to improve the experience of accessing Windsor Station.

CA-13 Enhance linkages between the Planning Area and regional assets for local use and to increase transit access:

- Promote use of SMART weekend service and trails through marketing campaigns and coordination of Town Green event times with the SMART service schedule.
- Explore shuttle or added bus service that would provide added connectivity between the Downtown core and key destinations such as the Russian River, regional parks, and the Windsor Golf Club.

CA-14 Ensure sufficient amenities are located at Windsor Station to make the station comfortable and convenient. Amenities may include: benches, bike racks, kiosks, and sheltered waiting areas.

CA-15 Provide shelter, seating, lighting, trash receptacles, signage and kiosks, and enhanced landscaping (for shade and aesthetics) at all bus stops. Establish a unique theme or design that distinguishes bus stops within Windsor and links them to Windsor Station.

CA-16 Employ technologies such as "next-bus" to provide real-time system updates to increase user convenience at all bus stops.







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Transit stops should incorporate amenities such as benches, shelter, and next-bus updates.







Windsor River Road (top) and Windsor Road (middle) both provide regional access and are core retail streets. McClelland Drive (bottom) is another core retail street. .

4.3 STREET NETWORK

Highway 101 provides regional access, and Windsor Road, Windsor River Road, Old Redwood Highway, and Conde Lane comprise the boulevard system that carries the majority of traffic through the Planning Area. Windsor River Road serves as the main artery between the station, Downtown core, and access to and from Highway 101. Bisecting Windsor River Road and the Planning Area, Windsor Road is the only north-south through connection in the Planning Area. Complementing the network of boulevards that move traffic throughout the Planning area, a core set of retail streets defines Downtown Windsor. These streets currently include Windsor Road, Windsor River Road, and McClelland Drive.

In general, the street network within the Planning Area is based on a rectilinear grid. However, the grid begins to dissipate within a quarter-mile radius of the station, as creeks, residential cul-de-sacs, Highway 101, the SMART corridor, and large agricultural or development blocks disrupt the street network and eliminate through streets.

The Plan builds on already planned improvements and identifies additional key locations for extending the street grid in order to improve connectivity and access to key destinations such as Downtown, Keiser Park, and Windsor High School. The Plan also extends the retail focus streets to include Market Street, Richardson Street, the new Town Green Loop, Honsa Avenue, and part of Old Redwood Highway. The existing and new street network is shown in Figure 4-3.

Planned Circulation Improvements

The Town of Windsor's Traffic Impact Fee, adopted in 2008 and amended in 2010, is a mechanism for funding transportation improvements that will be needed to accommodate future development. Many of the improvements included in the traffic impact fee are located within the boundaries of the Plan. A summary of these projects is included in Table 4-1 and shown in Figure 4-1.

Figure 4-3:
Street Network

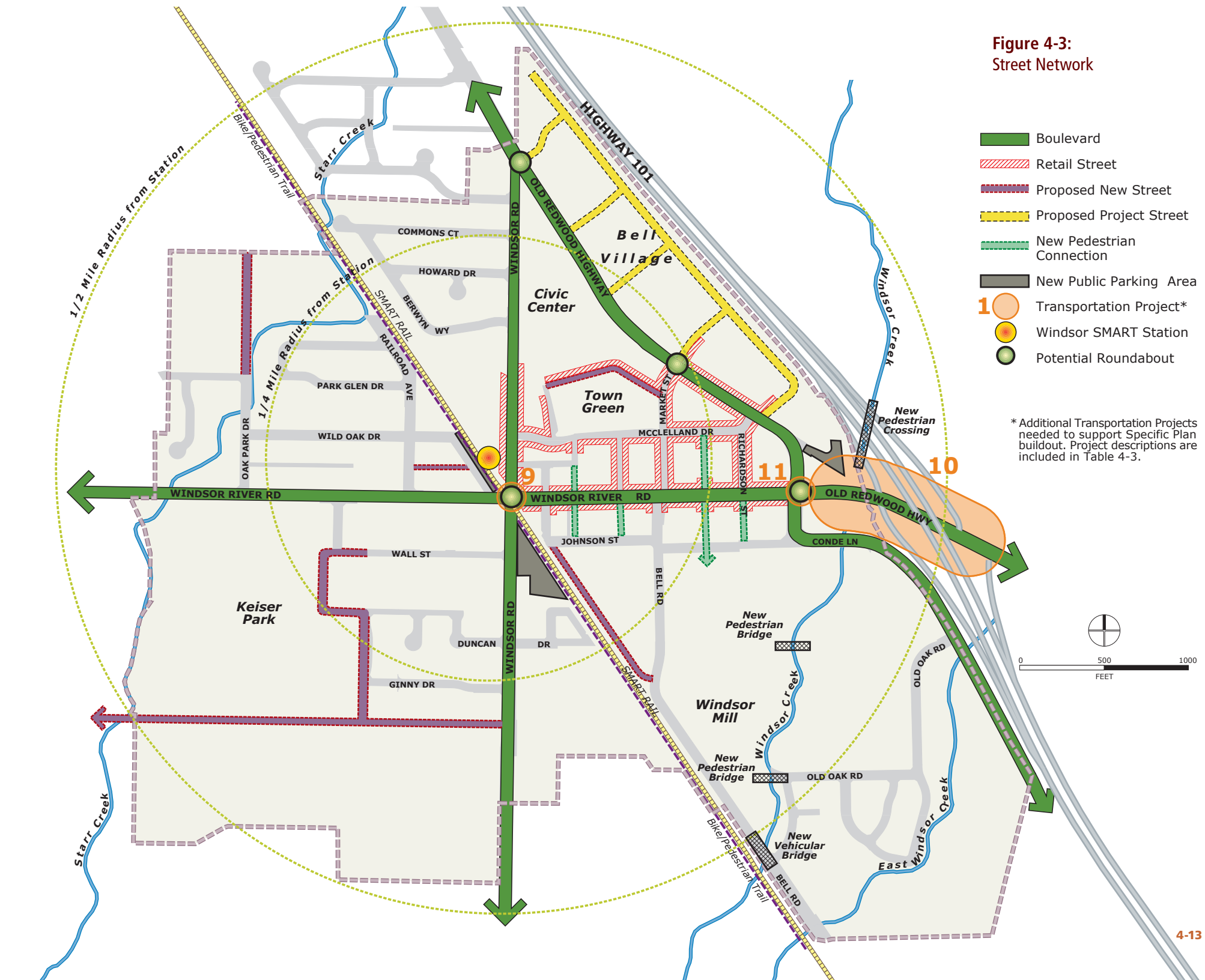


TABLE 4-3: TRANSPORTATION PROJECTS NEEDED TO SUPPORT SPECIFIC PLAN BUILDOUT

Map #	Project	Description	Estimated Cost[1] and Timing
9	Windsor Road/Windsor River Road Intersection	Two options exist to improve pedestrian circulation at rail crossing, accommodate increased volumes of pedestrians and cyclists, and improve maneuverability for trucks. Modify the existing signalized intersection. Replacement the intersection with a modern single-lane roundabout. It is likely that the roundabout option would be successful in acquiring grant funding for safety, livable communities, and air quality.	Cost: $2.3 million to improve and reconfigure the existing signalized intersection $2.6 million to construct modern single-lane roundabout Approximate Timing: 1 to 5 years
10	Old Redwood Highway Interchange Reconstruction	Widen Old Redwood Highway between freeway ramps: add one westbound lane and one eastbound lane, add new bicycle lanes, and improve pedestrian facilities.[2] Replace existing US 101 freeway overpasses with longer structures and one row of support columns (instead of the current three rows of supports). Construct new southbound right turn lane on offramp, and convert lanes to one left, one all shared, and one right. Modify three signalized intersections and coordinate signal timing along corridor.	Cost: $21.7 million Approximate timing: 20 to 25 years
11	Old Redwood Highway-Conde Lane/Windsor River Road Intersection (in addition to improvement included in the traffic impact fee)	Two options exist: Widen north side of Old Redwood Highway by one lane between US 101 South Ramps and Conde Lane. Provide two westbound exiting lanes that merge into one lane to achieve LOS E at peak hours. Install multi-lane modern roundabout, per the "Old Redwood Highway Corridor Plan." At Specific Plan buildout, the roundabout would be expected to operate at LOS D, would require less widening than the signal, would have environmental benefits, and would be considered by some to be a better "fit" for the downtown area.	Cost: $850,000 to widen and modify signalized intersection $1.5 million to construct multi-lane roundabout Approximate Timing: 15 to 20 years

1. Costs are in 2011 dollars and are for improvements beyond those already included in the Town of Windsor Traffic Impact Fee.
2. Mitigation includes converting westbound approach lanes at southbound ramps intersection to two left turns and two through lanes, and converting eastbound approach at northbound ramps intersection to two left turns and two through lanes.

Source: W-Trans

GOALS AND POLICIES

Goal CA-E: Ensure that the street network in the Planning Area is well connected.

The Plan seeks to establish a more interconnected and complete street network by requiring that a fine-grained street network is extended to serve new development areas and by identifying key new streets and extensions that address connectivity around the Town Green and within residential neighborhoods. The expanded street network is intended to enhance connectivity and maximize choice in moving throughout the Planning Area.

CA-17 Complete the street extensions shown in Figure 4-3, including:

- Create a public road along the northern edge of the Town Green that serves new businesses to the north of the Town Green.
- Connect segments of Bell Road.
- Extend Oak Park Drive north to serve new medium density housing and park space proposed.
- Extend Wall Street and Duncan Drive west and connect them together with a new street that runs along Keiser Park. This extended street network will improve access to Keiser Park from the east, and complete the street grid in the area between Windsor River Road, Windsor Road, Jaguar Way, and Keiser Park.
- Reestablish the alley that runs between Railroad Ave and Wild Oak Drive, and would serve residential units that may convert to office along Windsor River Road.

CA-18 Ensure that new development provides a fine-grained street grid that connects to the existing street grid, as shown in Figure 4-3. Streets should be narrow with short blocks and provide multiple route options that emphasize pedestrian connectivity to Windsor Station, the Town Green, and other key destinations.

CA-19 Encourage new development to incorporate alleys into the street grid.

CA-20 Prohibit cul-de-sacs in the Planning Area in order to ensure connectivity.

Goal CA-F: Ensure that streets continue to operate at levels of service that are acceptable for Windsor's multimodal Downtown core.

The higher intensity development proposed in the Plan will result in additional traffic in Downtown Windsor. Analysis of future traffic levels at buildout (2035) indicate that three additional roadway improvements would be required, beyond those included in the Town's Traffic Impact Fee program. These improvements are described in Table 4-3 and are shown on Figure 4-3.







Three interchange and intersection improvements are included in this plan, in addition to those outlined in the Traffic Impact Fee Program.

The need for roadway capacity improvements is influenced by a number of factors, including balancing the desire to provide more walkable, bikable, and transit-oriented streets, and to maintain traffic flow.[3] Improvements described in Table 4-3 aim to balance the needs of pedestrians, bicyclists and motorized vehicles. Roadway widening is undesirable because it results in streets that are out of character with the fine-grained and pedestrian-scaled urban setting, increases pedestrian crossing times, and results in faster traffic speeds. The Plan includes improvements that maintain a traffic level of service at E while preserving the pedestrian environment by avoiding roadway widening along Windsor River Road between Windsor Road and Conde Lane, and along Old Redwood Highway between Conde Lane and Lakewood Drive.

CA-21 Apply a traffic operation standard of LOS E to the Old Redwood Highway/US 101 Southbound Ramps and the Conde Lane/Windsor River Road/Old Redwood Highway intersections, as has been done for the Old Redwood Highway/US 101 Northbound Offramp-Lakewood Drive intersection, to minimize roadway widening in the interest of balancing vehicular capacity with the needs of pedestrians and bicyclists in the downtown area.

CA-22 Undertake the interchange and intersection improvements outlined in Table 4-3 and shown in Figure 4-3, in addition to those identified in the Traffic Impact Fee program.

CA-23 Promote the installation of roundabouts as listed in Policy CA-2 as distinctive design solutions that would increase capacity for vehicular traffic while regulating travel speeds to levels that are appropriate for the Downtown area. Work with the California Public Utilities Commission to ensure that the design of the roundabout at the SMART Rail crossing at Windsor River Road and Windsor Road incorporates sufficient safety measures.

3 *The Town's traffic level of service (LOS) standard is D; however the Town has recognized that LOS D may sometimes be unachievable, as at Old Redwood Highway/US 101 North Offramp-Lakewood Drive, where the Town applies an LOS E threshold. Traffic operation of LOS E indicates very congested conditions for auto drivers during peak periods, but does not represent "gridlock" situations that may cause secondary safety problems for other modes and emergency response providers.*

4.4 PARKING AND TRANSPORTATION DEMAND MANAGEMENT

Because of the pedestrian friendly, mixed-use, high intensity nature of Downtown Windsor, many trips can be accomplished on foot, reducing the need for parking. The diverse mix of uses Downtown also promotes internal trips and enables people to park once to visit multiple destinations, further reducing parking need. Nonetheless, access by car will continue to be important for many people, including people accessing Windsor Station for the SMART rail commuter services. Providing adequate parking is also important for retail success and to reduce vehicle miles spent looking for parking. An integrated parking strategy that minimizes the need for constructing excessive parking, meets community and business owner desires for convenient access to the Downtown, and provides commuter access to Windsor Station is an essential component of the Plan.

Transportation Demand Management (TDM) is a combination of measures, services, incentives, and facilities that reduce the number of vehicle trips by encouraging the use of transit, bicycling, and walking. TDM is also a form of parking management that can significantly reduce the number of parked cars within the Planning Area.

The following goals and policies are aimed at managing parking and transportation demand, both to reduce traffic congestion, and to improve the quality of the pedestrian and bicycle environment. Parking policies focus on a shared parking and flexible approach. Public parking options focus on on-street parking with three key public parking lots identified that would serve Windsor Station. These include the existing commuter parking lot, and two new lots shown in Figure 4-3. Parking standards for cars, motorcycles, and bicycles are included in Chapter 3: Streetscape, Building Design, and Development Standards. TDM measures consider a range of approaches appropriate for development in Downtown Windsor.



Existing parking access in Windsor is currently provided in the commuter lot at Windsor Station (top), on-street (middle), and as part of private development (bottom).

GOALS AND POLICIES

Goal CA-G: Balance parking need and provision with the desire to promote transit, walking, and bicycling.

While studies have shown that there is adequate parking available Downtown at all times, there is a perceived shortage of parking, and lack of convenient parking during events on the Town Green. Sharing parking between various uses, including those outside of the immediate Downtown such as Windsor High School, could reduce demand for additional parking spaces in the Downtown core and allow for reduced parking standards.

The need for commercial-related time restrictions is driven by the need to provide parking turnover near shop frontages, increasing customer convenience and the perception that convenient parking is available. Time restrictions also help manage parking behavior by shifting employee, SMART commuter parking, and other long-term parking to peripheral areas. Another effective means of managing parking occupancy is through priced parking. Priced parking can be used to maximize parking efficiency, help maintain good parking turnover at the spaces fronting businesses and restaurants, and encourage longer-term parking to take place on the periphery of the main activity area. However, because the Town of Windsor is a small jurisdiction with limited resources, it may be infeasible to implement a priced parking program in the near term. Priced parking may become more easily implemented in the future as the downtown grows and the cost of managing the pricing can be recovered through parking revenues. Priced parking may also become desirable to downtown merchants as a means of increasing parking turnover and availability of spaces near businesses. Further acceptance of priced parking by downtown businesses could also be gained by a system in which the Town returns a portion of the parking revenue to the area in the form of beautification projects and other improvements that have a direct benefit to business owners.

Public and On-street Parking

CA-24 Provide public parking areas that provide additional access to Windsor Station, including for park and ride, and the SMART corridor bicycle and pedestrian trail, as shown in Figure 4-3.

CA-25 Maintain on-street parking where it exists, and include on-street parking in the design of new streets, to enhance access to stores and services and to establish a buffer between pedestrians and traffic.

CA-26 Implement multiple strategies to reduce parking demand during large events on the Town Green (such as the Farmers' Market and concerts), including:

- Continue to explore the use of parking lots at Windsor High School during events, potentially in tandem with a shuttle; and

- Work with Sonoma County Transit (SCT) and SMART to publicize and incentivize the use of transit to and from events. This may include coordination with SCT to provide extra service on event days.

CA-27 Implement two-hour parking limits on public spaces in the Downtown core, including select 15-minute spaces to accommodate loading and short visits. The time restricted parking areas may initially be in the immediate Town Green area and expand over time as development intensity increases.

CA-28 Consider a priced parking system in the future as Downtown grows and the cost of managing the pricing can be recovered through parking revenues. Consider use of parking revenues for beautification projects and other improvements that have a direct benefit to business owners.

CA-29 Allow use of the 100-space commuter parking lot at Windsor Station by all users, except during the morning commute period, to promote shared parking in Downtown. Although is it a good idea to set aside spaces close to the new Transit Center for the morning commute, in order to encourage the use of public transportation, reserving these spaces for a prolonged duration during the day is not efficient use of this resource unless the spaces are fully occupied.

CA-30 While not anticipated to occur, should spillover from commuter-related parking adversely affect existing residential neighborhoods, implement a residential permit parking program in the affected area.

Private and Off-street Parking

CA-31 Expand the current Downtown Shared Parking Policy to incorporate all properties within the Planning Area boundaries. Parking requirements for the Planning Area are summarized in Chapter 3: Urban Design and the Public Realm, Section 3.3 Development Standards.

- Apply a slightly more stringent set of parking requirements to development projects that do not provide shared parking.
- Evaluate developments that provide a mix of shared and non-shared spaces on a case-by case basis. If the majority of spaces are shared, it may be appropriate to apply shared parking requirements but exclude a portion of the reserved spaces from meeting minimum parking requirements.
- Require that all parking provided as shared parking is available for public use.

CA-32 Design mixed-use developments to enable parking to be shared efficiently between various uses. Ensure that all shared parking lots are available for use by the public.







A commuter parking lot currently exists at Windsor Station (top and middle). Additional parking will likely be located across the rail corridor along Windsor Road (bottom).



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TDM measures may include promoting bicycling to work, promoting car sharing or vanpool, and promoting transit use.

CA-33 Allow credit for on-street parking spaces directly adjacent to a property for visitors or retail uses, where appropriate. This should be on a one-to-one basis.

CA-34 Allow "unbundled parking" within residential development projects. Unbundled parking separates the cost of parking from the housing, meaning that residents with no vehicles would realize a cost savings by not leasing or owning a parking space. Correspondingly, residents wishing to lease or purchase more than one space could pay "market price" to do so.

CA-35 Encourage structured, underground, or tuck-under parking in new development, to maximize occupied uses and open space at the ground level.

CA-36 Do not require additional parking spaces for residential units that covert to office as part of the Office Overlay. Ensure that any parking added to sites that convert to office is located at the rear or side of the lot, and is not located on the front yard setback (see Chapter 3, Section 3.3 for Development Standards).

Goal CA-H: Reduce transportation demand by promoting alternative modes of transportation and ridesharing.

CA-37 Encourage and support carpooling and vanpooling by providing preferential parking at employment sites and within park and ride lots for carpools and vanpools.

CA-38 As development occurs within the Planning Area, require transportation demand management strategies as part of the approval process, which can include:

- Promote alternative modes of transportation:
  - Implement an alternative commute subsidy and/or parking cash out program.
- Promote car sharing:
  - Design sites with passenger loading zones for carpool and vanpool drop-off near the main building entrance.
- Reduce peak-hour travel:
  - Allow employees to work under compressed work schedules.
  - Provide employees with staggered or flexible work hours.
  - Provide opportunities and the ability to work off-site (telecommuting).
- Promote bicycling to work:
  - Ensure buildings contain bicycle parking facilities, showers, and clothes locker facilities.
  - Provide direct connections from building entrance to existing bicycle paths, lane or routes.