



RECOMMENDATIONS

CITY OF WINDER TRANSPORTATION IMPROVEMENT PLAN

PREPARED FOR:



April 1, 2025



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1. INTRODUCTION

Project Purpose and Goals

The City of Winder Transportation Improvement Plan (TIP) is a planning document that evaluates current transportation needs and identifies comprehensive solutions to improve mobility and safety for all roadway users. This Recommendations report provides a summary of efforts to date and details project and policy recommendations. A more detailed overview of Winder's existing conditions and needs is included as Appendix A.

This report serves as the foundational document for the City of Winder's Transportation Improvement Plan (TIP). The preceding *Existing Conditions and Future Needs Assessment* evaluated the current transportation infrastructure and identified both current and future system needs. Building on these insights, an extensive list of projects and policies was developed to address the needs highlighted through quantitative analysis and stakeholder input.

Project prioritization, which applies both qualitative and quantitative measures, refines this list to focus on improvements that are feasible, effective, and aligned with the City's vision and goals for this plan. The Vision Statement and Goals, outlined below, are integrated into the prioritization matrix. The next step paired top-ranking countermeasures with available funding. Near-term funding is more predictable, and a short-term project program has been designed to align with the final four years of the current Barrow County TSPLOST.

Study Area

The City of Winder is the county seat of Barrow County, located fifty miles northeast of Atlanta and 24 miles west of Athens, Georgia. As a part of the transportation planning process, this section provides a high-level overview of Winder's population demographics, land use and zoning, employment trends, and mobility characteristics. The City of Winder's regional location is shown in Figure 1 below.

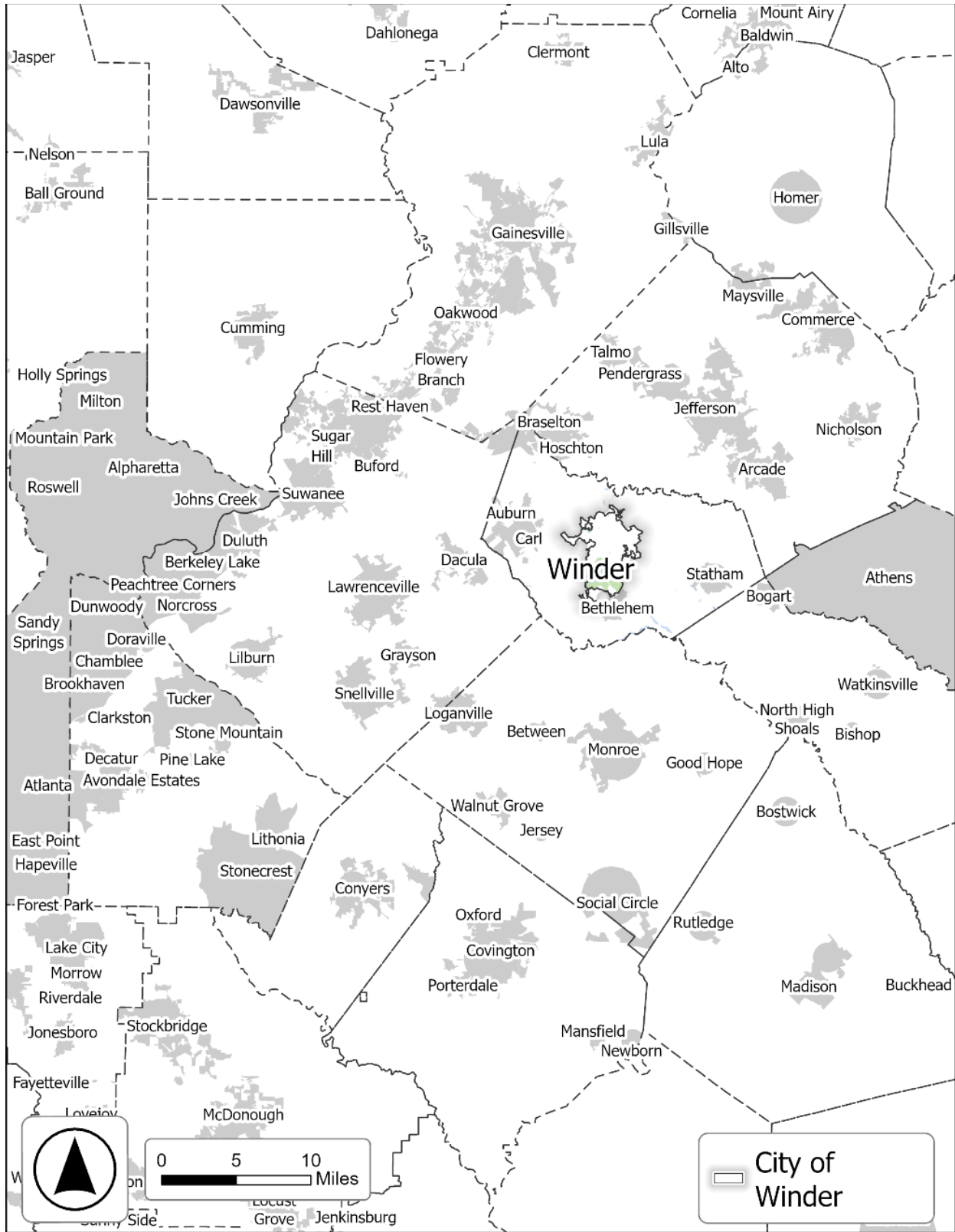


Figure 1: Regional Location of Winder, Georgia



Existing Demographics

Population and Housing

Winder encompasses 12.41 square miles of land area and 0.51 square miles of water area. As of 2023, the total Winder population is approximately 19,368, which has grown 61% since the 2000 census, when the total population was 12,035 residents. Since 2000, Winder’s population has grown at an annual rate of 2.09%, exceeding the statewide average of 1.35% over the same period. Figure 2 below shows the total population growth since 2000.

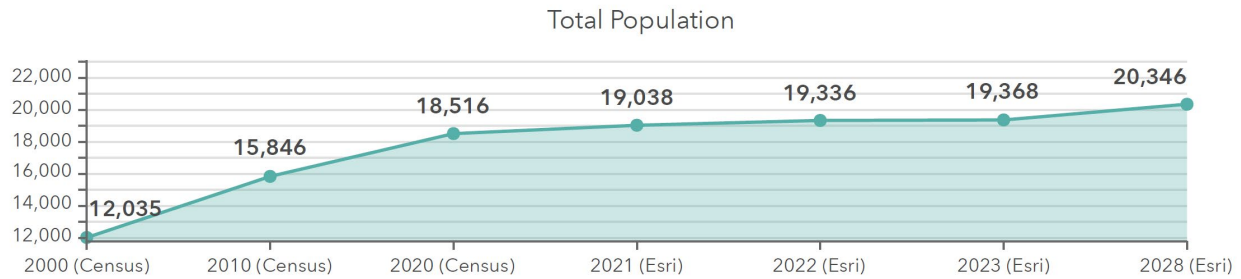


Figure 2: Total Estimated Population in Winder (2000 - 2028)

Above chart makes it look like population is slowing not growing rapidly. The rapid population growth in Winder from 2000 to 2010 (Figure 2) coincided with an initial growth in new housing construction, with 25% of all housing in Winder being built between 2000 and 2010 (the most over a decade since 1940). However, there was a sharp decrease in new housing construction after 2010 potentially due to the economic impacts from the Great Recession. While the housing supply since 2010 has decreased, the percentage of owner-occupied housing has increased while the percentage of rental properties has decreased.

The trend since 2000 has been an increase in overall owner-occupied housing compared to renter-occupied housing. As Winder advances and grows it is important to plan for where and what type of housing development occurs within the city to maintain the downtown, suburban, and rural mix of land patterns. Figure 3 and Figure 4 illustrate the overall housing supply built per decade (since 1940) and the owner vs rental housing market since 2000.

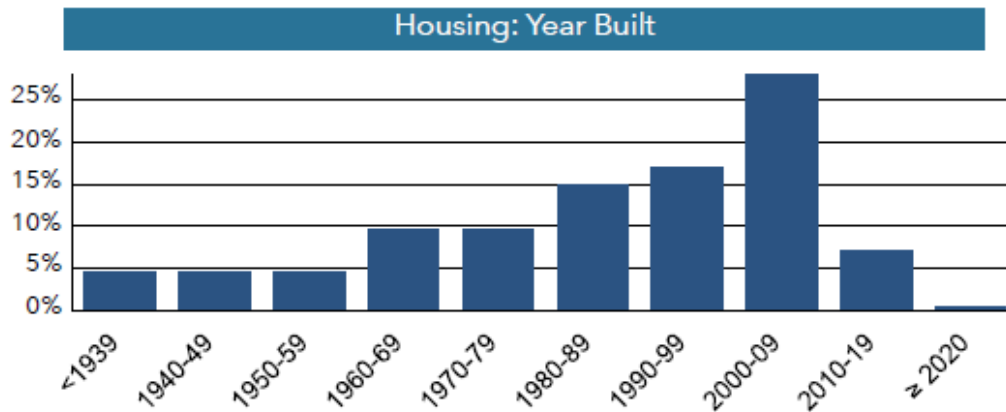


Figure 3: Winder's Housing Supply Per Decade

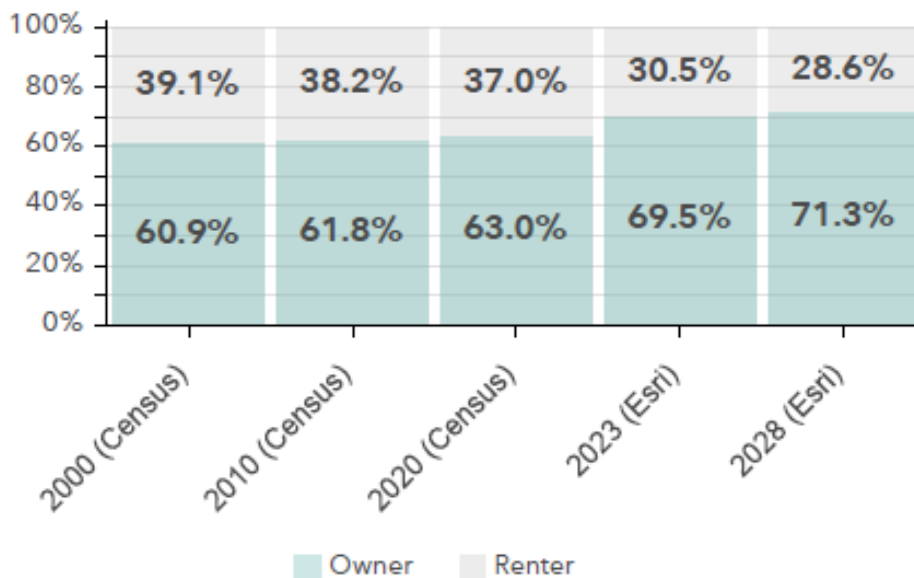


Figure 4: Winder's Owner vs Renter Housing Market Since 2000

Most of Winder's population (59%) is between the ages of 18-64 years old which is an indicator of a strong potential workforce population. Persons of age 65 and older comprise approximately 15.3% of Winder's total population while just over a quarter (25.7%) of Winder's population is under the age of 18. The combined population percentage of residents under the age of 18 or over the age of 65 is estimated at 41% of the total population which could be an indicator that almost half of Winder's population may have different transportation, maintenance, and access needs compared with the working age cohort of residents between the ages of 18 and 64 years old. For example, elderly populations may not be able to drive safely or confidently, so active mode infrastructure or transit will be needed for them. The summary of Winder's population is listed in Figure 5 below.

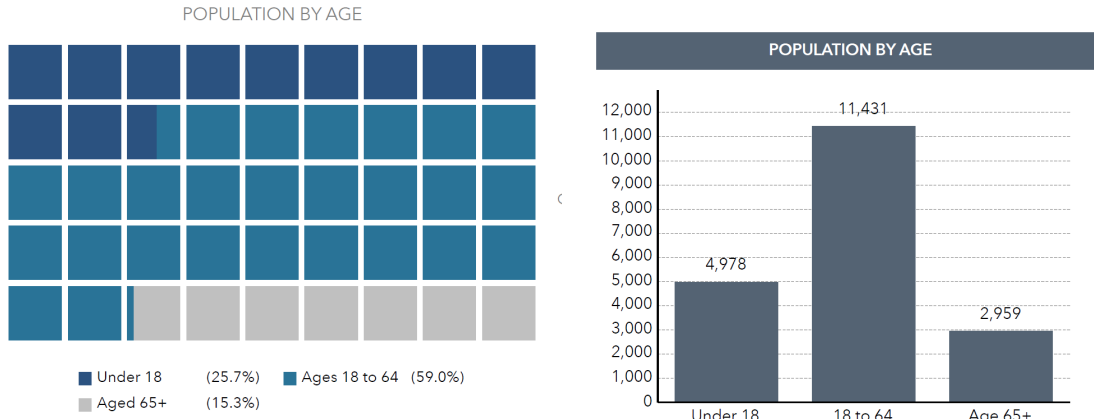


Figure 5: Winder's Population by Age Summary

In 2023, the estimated average household income in Winder was \$71,012. More importantly, 13% of households in Winder are below the poverty line which amounts to approximately 885 households out of Winder's total households of 7,031. Data from ESRI Business Analyst (2023) shows that an estimated 380 households in Winder do not have access to a vehicle, and approximately 2,118 households have a member with a disability which could impact their respective mobility options and access. This plan should consider the needs of the transportation-disadvantaged community as summarized in Figure 6 below.

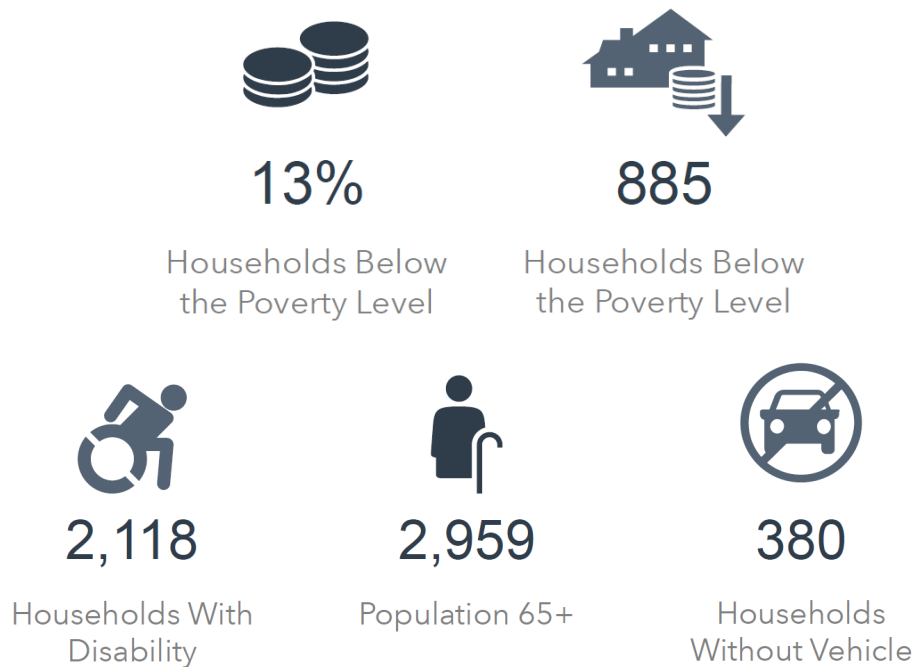


Figure 6: Winder's Transportation Disadvantaged Community Summary



Business and Employment

Data estimates from 2023 ESRI Business Analyst show that 878 total businesses in the City of Winder employ an estimated 8,593 workers. The percentage of employees per industry sector is detailed in the figure below, which shows that the leading job sectors are Retail Trade (15.2%), Manufacturing (12.9%), Professional/Tech Services (8.9%), and Health Care (8.6%). An inventory of work commute trips by time and mode in Figure 7 shows that the majority of workers in Winder commute alone via private vehicle to work (78%) with 17.2% of commuters carpooling and less than 1% of commuters walking or taking public transit to work. The median commute time in Winder is between 30-34 minutes (18.2% of commuters) with approximately 27.9% of commuters traveling less than 20 minutes to work.

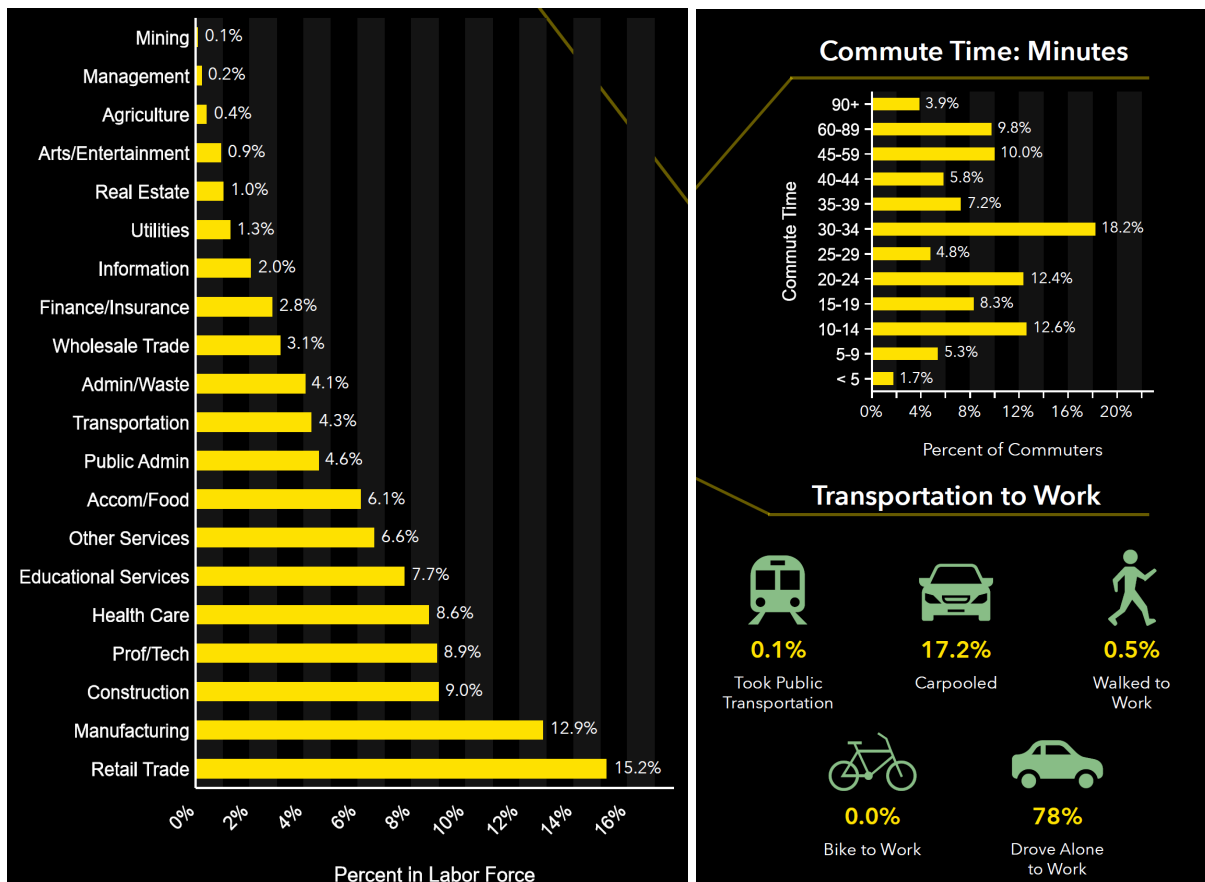


Figure 7: Labor Force by Industry and Commuter Transportation Summary in Winder

Job Flow Summary

In 2021 Longitudinal Employer-Household Dynamics (LEHD) data from the U.S. Census Bureau in Figure 8 below shows the direction of travel for work trips originating in the City of Winder, as well as approximate distances traveled. Most workers (41.7%) who live in the City of Winder travel between 10 to 24 miles to their work destination with 39.1% of all workers traveling more than 25 miles to work and 19.2% of commuters traveling less than 10 miles to work. It is evident from the



LEHD job flow figure below that a majority of these work trips have a destination in the westward direction towards western Barrow County, Gwinnett County, and other metro Atlanta destinations.

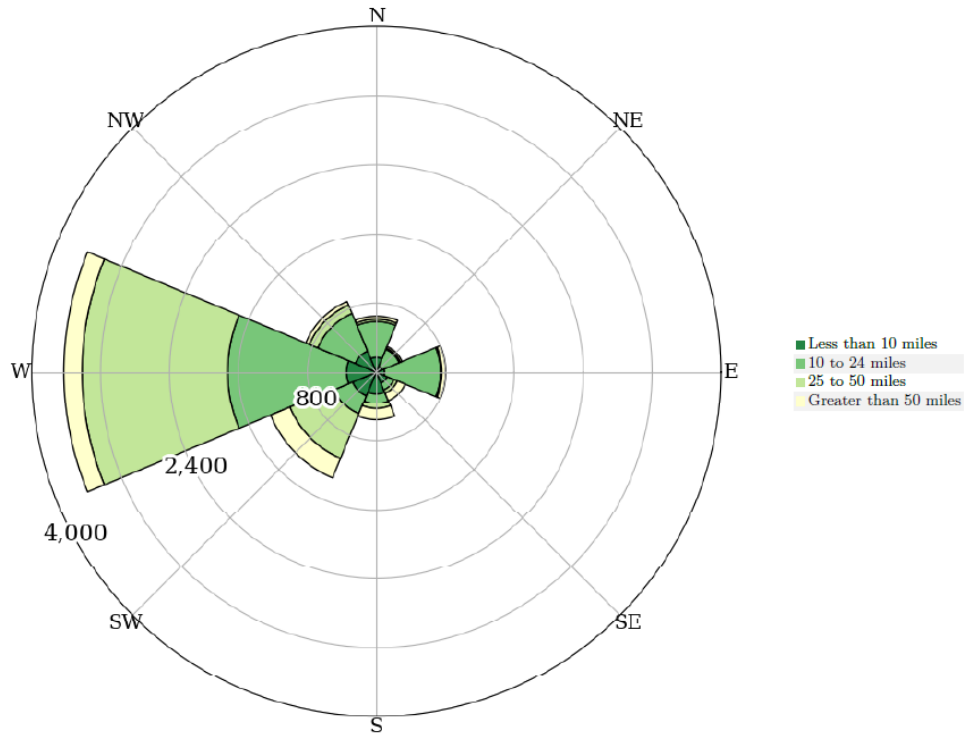


Figure 8: Job Flows for Commutes Originating in Winder (2021 LEHD)

LEHD data shows that in 2021 approximately 5,463 workers in the City of Winder live outside the city limits with only 591 employees living and working in the City of Winder. More than 7,900 (7,946) residents in the City of Winder travel elsewhere (outside the city limits) for work. Figure 9 shows where workers live and where residents work in the City of Winder.

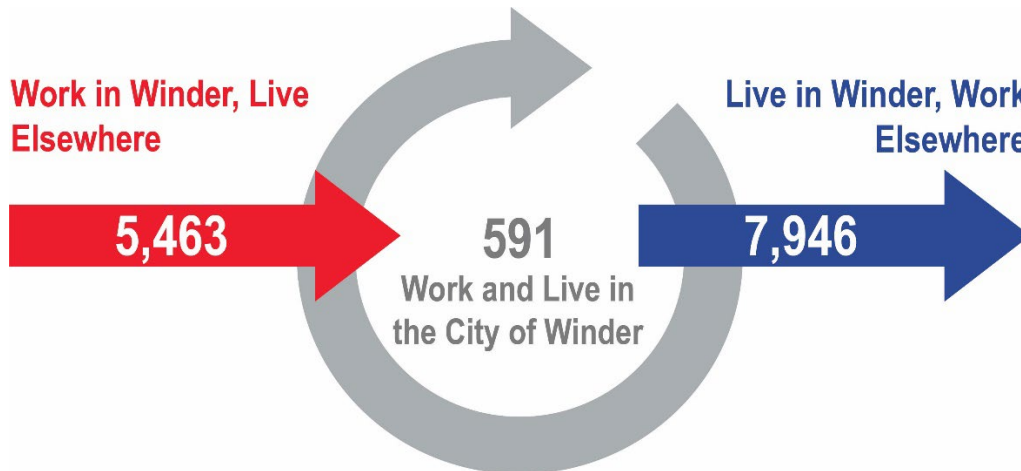


Figure 9: Job Flow Summary (2021 LEHD)



Projected Demographics

Population Forecast

According to data from the U.S. Census Bureau, the population in Winder has grown 69% from 2000 (10,893) to 2022 (18,414). Winder is expected to grow even more in the next 15 years as it is the largest city in Barrow County. The table below shows the projected population growth from 2020 to 2040 in the associated census tracts that make up Winder.

Table 1: Projected Population Growth from 2020-2040

Census Tract ID	Percent Growth (%)
13013180206	10.5
13013180205	38.0
13013180303	22.1
13013180203	82.2
13013180502	43.6
13013180204	64.5
13013180301	62.4
13013180302	23.6
13013180107	70.6

From the Atlanta Regional Commission’s (ARC) demographic data, census tract 13013180203 is projected to have the greatest population growth between 2020 and 2040 at 82.2%. This tract encompasses part of downtown Winder and zoning areas consisting of single-family households, both of which are fast-growing development areas. The map below shows the population in percent growth from 2020 to 2040 of each census tract in Winder.

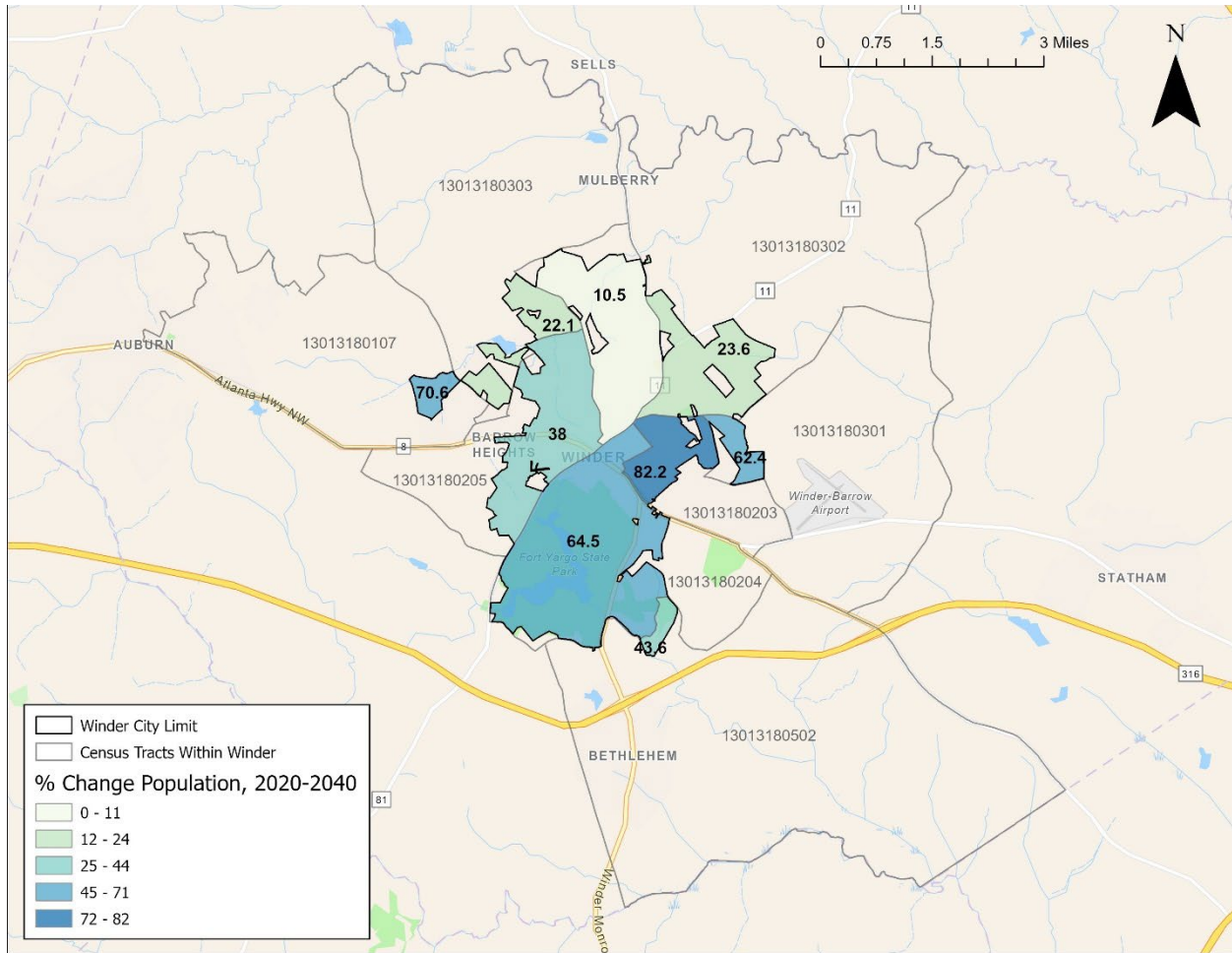


Figure 10: Projected Population Growth from 2020-2040

Employment Forecast

According to ARC forecasts, total employment in Winder will increase by approximately 14% between 2020 and 2040. It is predicted that more than 15,000 employees will work in Winder in 2040. The table below shows the employment percent growth from 2020-2040 for each census tract within Winder.

Table 2: Projected Employment Growth from 2020-2040

Census Tract ID	Percent Growth (%)
13013180206	13.8
13013180205	17.2
13013180303	11.8
13013180203	13
13013180502	5.9
13013180204	16.1
13013180301	14.5



Census Tract ID	Percent Growth (%)
13013180302	24
13013180107	4.6

Census tract 13013180302 has the greatest projected employment growth of 24% from 2020-2024. In addition to single-family residential developments, this area also contains agricultural, governmental, and neighborhood commercial developments which could support employment growth and job creation. The map below shows the employment growth of each census tract in Winder from 2020-2040.

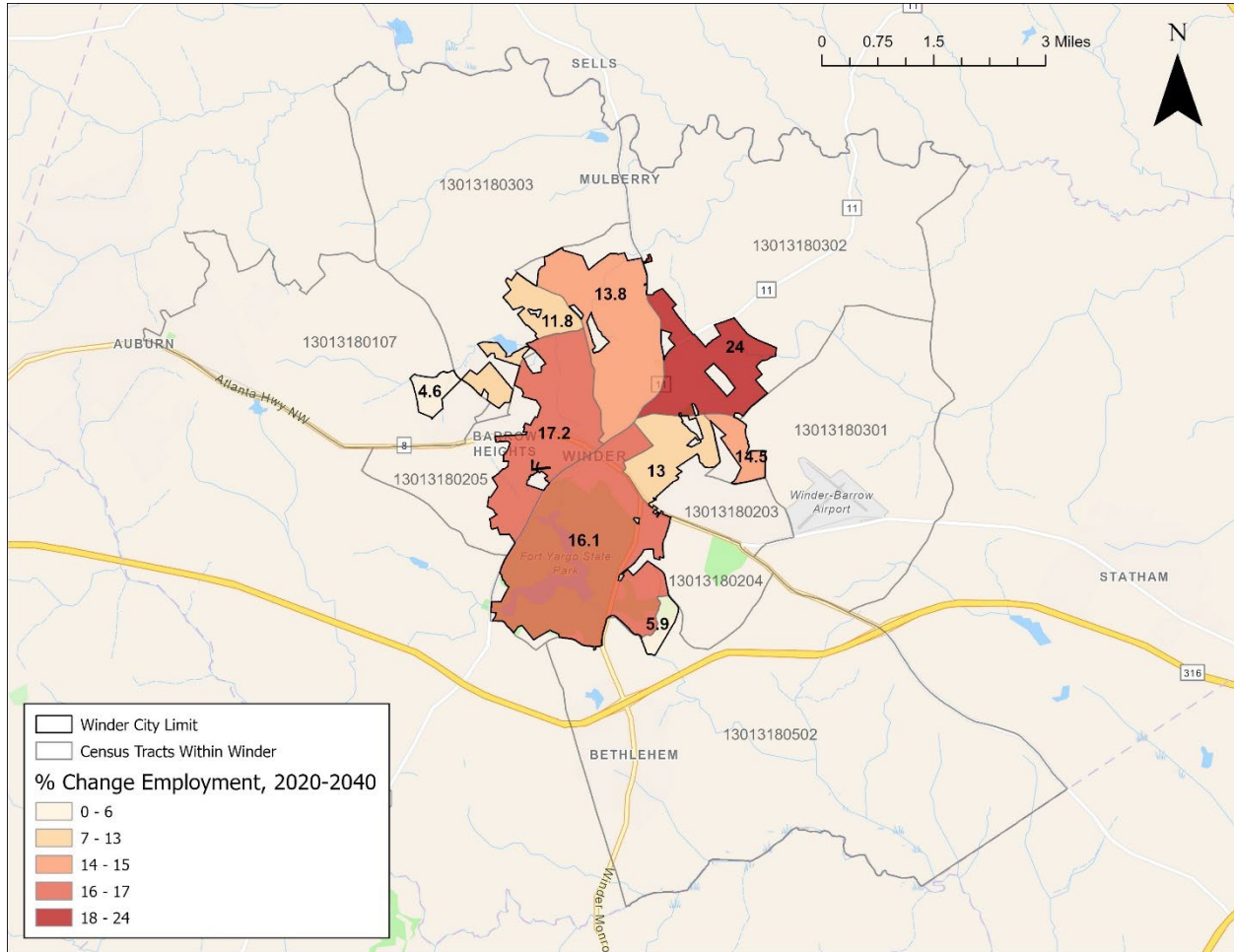


Figure 11: Projected Employment Growth from 2020-2040



Land Use and Zoning

Existing

The City of Winder has a diverse mix of environments as reflected in the character area and existing zoning maps shown in Figure 12 and Figure 13. Downtown Winder is in the City’s geographic center and features many retail locations, restaurants, and historic buildings. Mixed land uses line key roadway corridors that originate from downtown toward the city limits including May Street, Athens Street, and Broad Street. Further outward, there is a mix of neighborhoods, suburban residential, and conservation areas.

The 2023 City of Winder Comprehensive Plan identifies eight Character Areas summarized in Table 3 of which the largest in total area are Suburban Residential, Conservation, and Old Winder.

Table 3: Existing Character Areas in Winder

Character Area	Percentage of Total Area
Suburban Residential	37%
Conservation	29%
Old Winder	13%
Downtown Gateway	9%
Glenwood	4%
Mill Village	4%
Commerce Corridor	3%
Downtown	1%

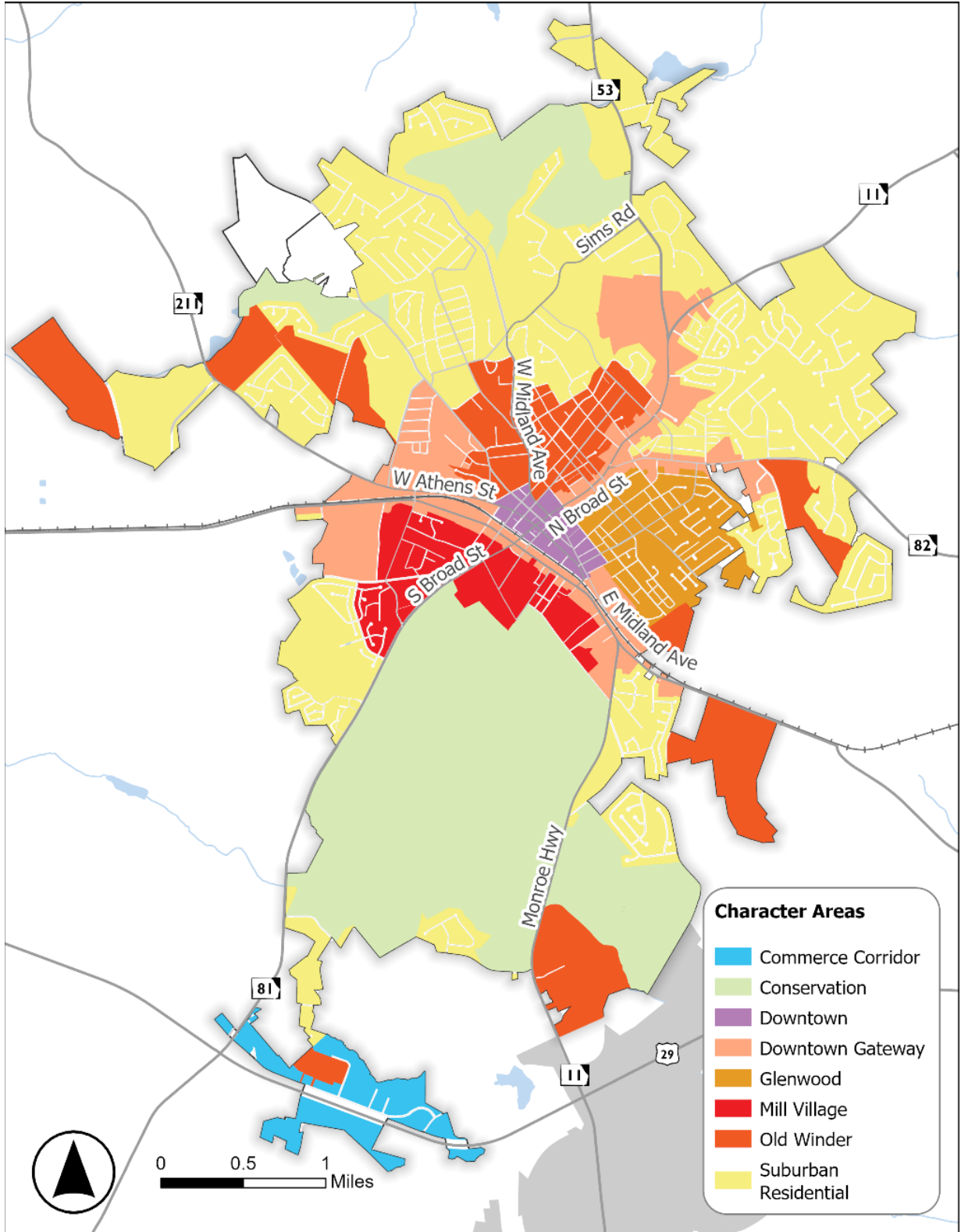


Figure 12: Existing Character Areas



Winder is composed of one overlay district (Airport Overlay) and 14 zoning districts ranging from Agricultural to Downtown. Figure 13 shows that much of the northern part of the city includes R-1 Low-Density Single Family Residential while many of the neighborhoods surrounding downtown support a mix of uses such as B-1 Neighborhood Commercial and B-2 General Commercial. Fort Yargo State Park makes up a large part of southern Winder and is categorized as G-Government Institutional. Table 4 provides a summary of the zoning districts and their respective percentage of total area.

Table 4: Existing Zoning Districts

Agricultural	Percentage of Total Area
AG Agricultural	4%
Single-Family Residential Districts	
R-1 Low-Density Single-Family Residential	21%
R-1A Medium Density Single-Family Residential	8%
R-1B High-Density Single-Family Residential	6%
Multifamily Residential Districts	
R-2 Two-Family Residential	2%
R-3 Multifamily Residential	3%
MH Manufactured Home	<1%
Commercial Districts	
G-Government/Institutional	38%
B-1 Neighborhood Commercial	5%
B-2 General Commercial	3%
I Industrial	1%
Combination Use Districts	
TNPD Traditional Neighborhood Planned Development	3%
DT Downtown	<1%
Mixed Use Districts	
PUD Planned Unit Development	6%

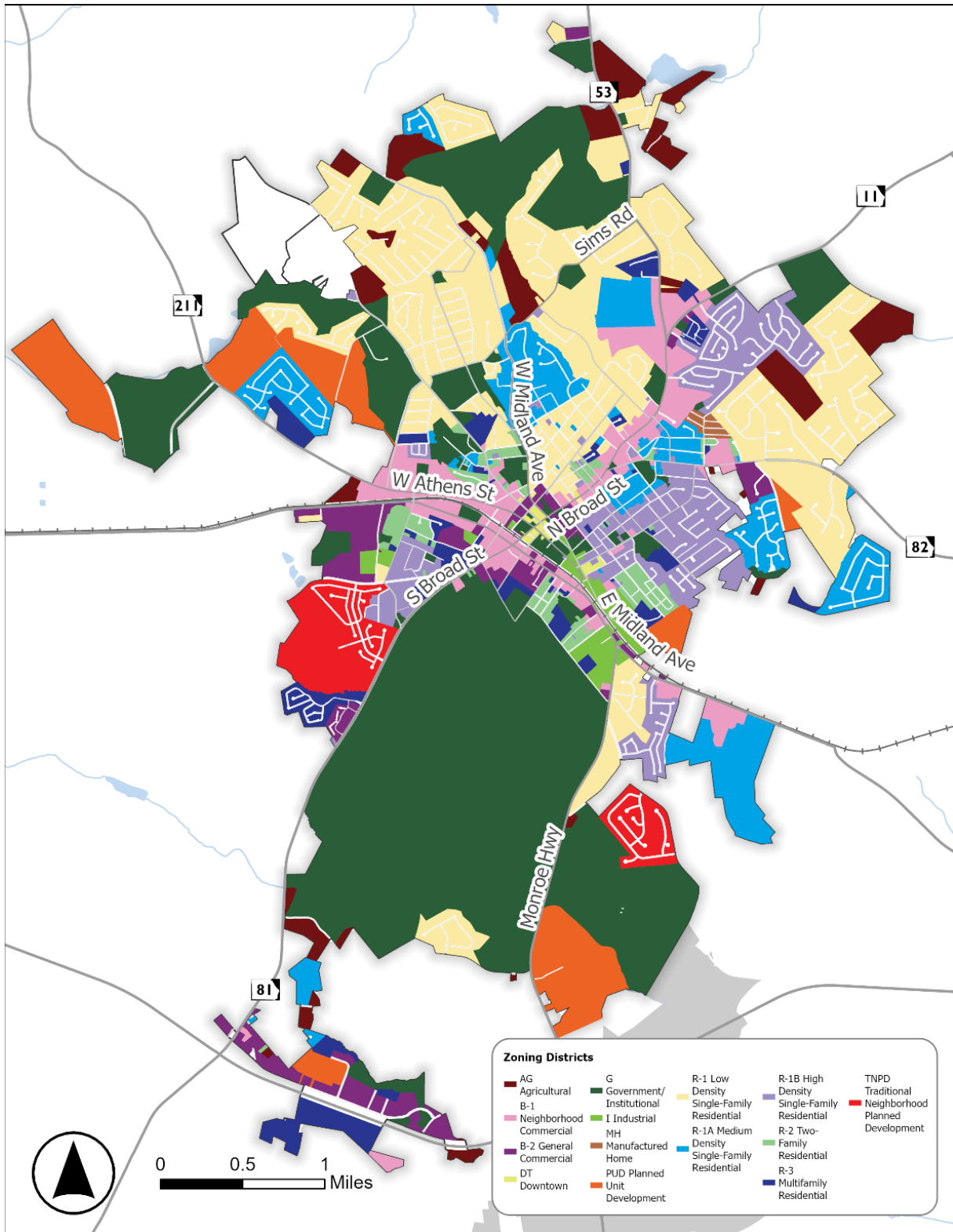


Figure 13: Existing Zoning District Map



Future Development

Figure 14 below displays the City of Winder’s future development map, introduced in the city’s 2023 Comprehensive Plan. This new development plan aims to establish distinct character areas within the city, such as rural, suburban, and town center zones. The downtown area serves as Winder’s central hub, blending commercial activity with historical context. Surrounding it are the downtown gateway, designed for mixed-use, pedestrian-friendly developments; residential neighborhoods; and conservation areas that protect local parks, including Fort Yargo State Park.

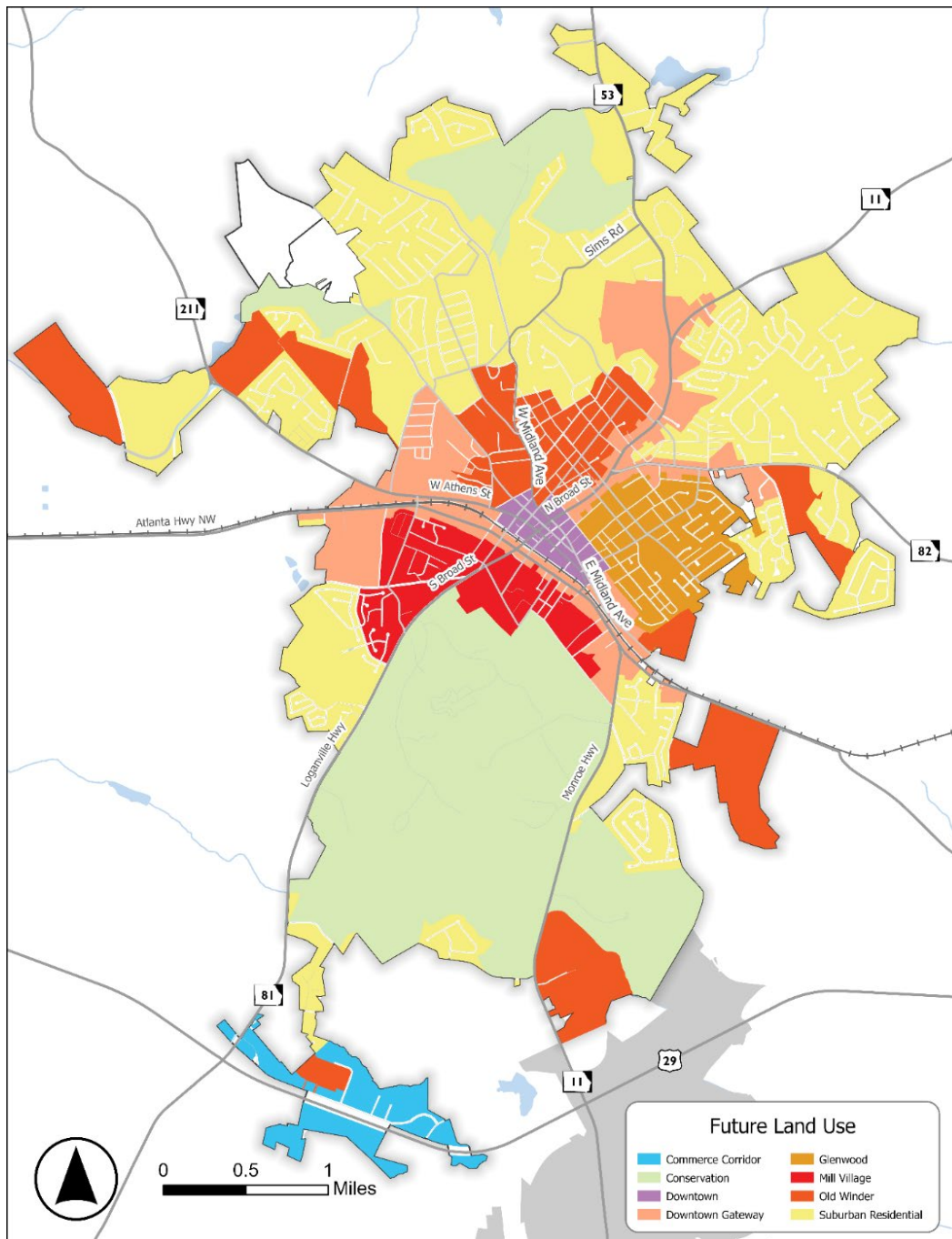


Figure 14: Future Development Map



Existing Transportation Characteristics

A thorough understanding of Winder’s transportation characteristics, such as roadway conditions, traffic volumes, intersection bottlenecks, and crash trends, is essential for making effective TIP recommendations.

The City of Winder maintains approximately 100 centerline miles of roadway, or about 83% of the total shown in Figure 15. GDOT oversees roughly 10%, while the Georgia Department of Natural Resources manages roadways within Fort Yargo State Park, roughly 6%. The remaining 1% is maintained by Barrow County and private landowners.

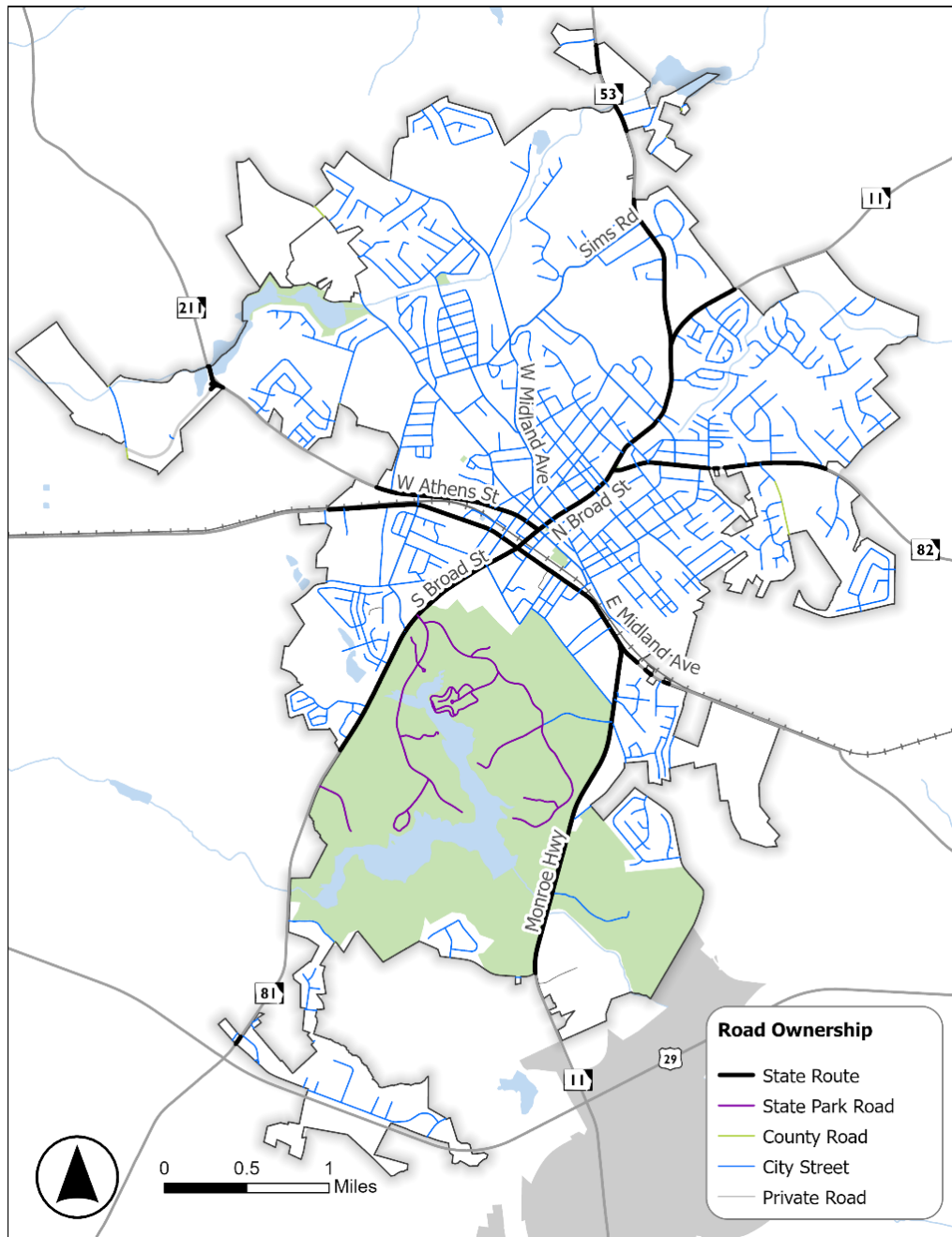


Figure 15: Roadway Ownership in Winder



Figure 16 shows estimated annual average daily traffic (AADT) volumes for 2020. The highest traffic volumes were on the US 29/SR 316 bypass south of Winder, with about 30,000 vehicles per day. West Athens Street (SR 211), just west of downtown, recorded the next highest volume at over 10,000 vehicles per day.

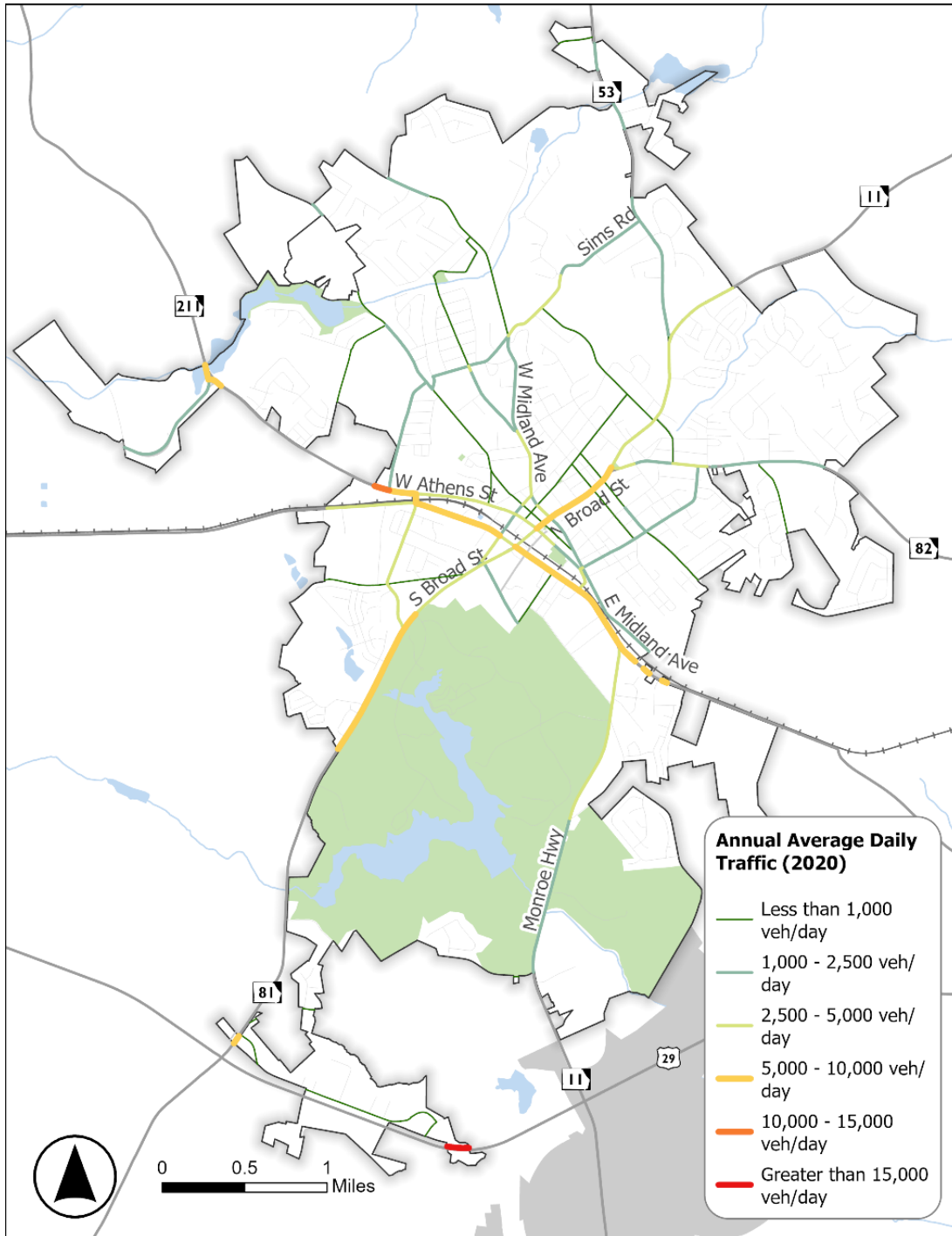


Figure 16: Annual Average Daily Traffic Volumes (AADT) by Road Segment



Figure 17 displays intersection bottlenecks in Winder. Data was analyzed through the Regional Integrated Transportation Information System's (RITIS) Bottleneck Ranking tool during October 2023. According to RITIS, the total delay for each bottleneck is computed by multiplying the delay by the impacted traffic volume and then aggregating the one-minute delays for the entire period that the bottleneck is active. As expected, intersections with higher total delay were primarily located near the central business district such as Broad Street (SR 81) at May Street (SR 29 Bus) and Broad Street (SR 81) at Athens Street (SR 211).

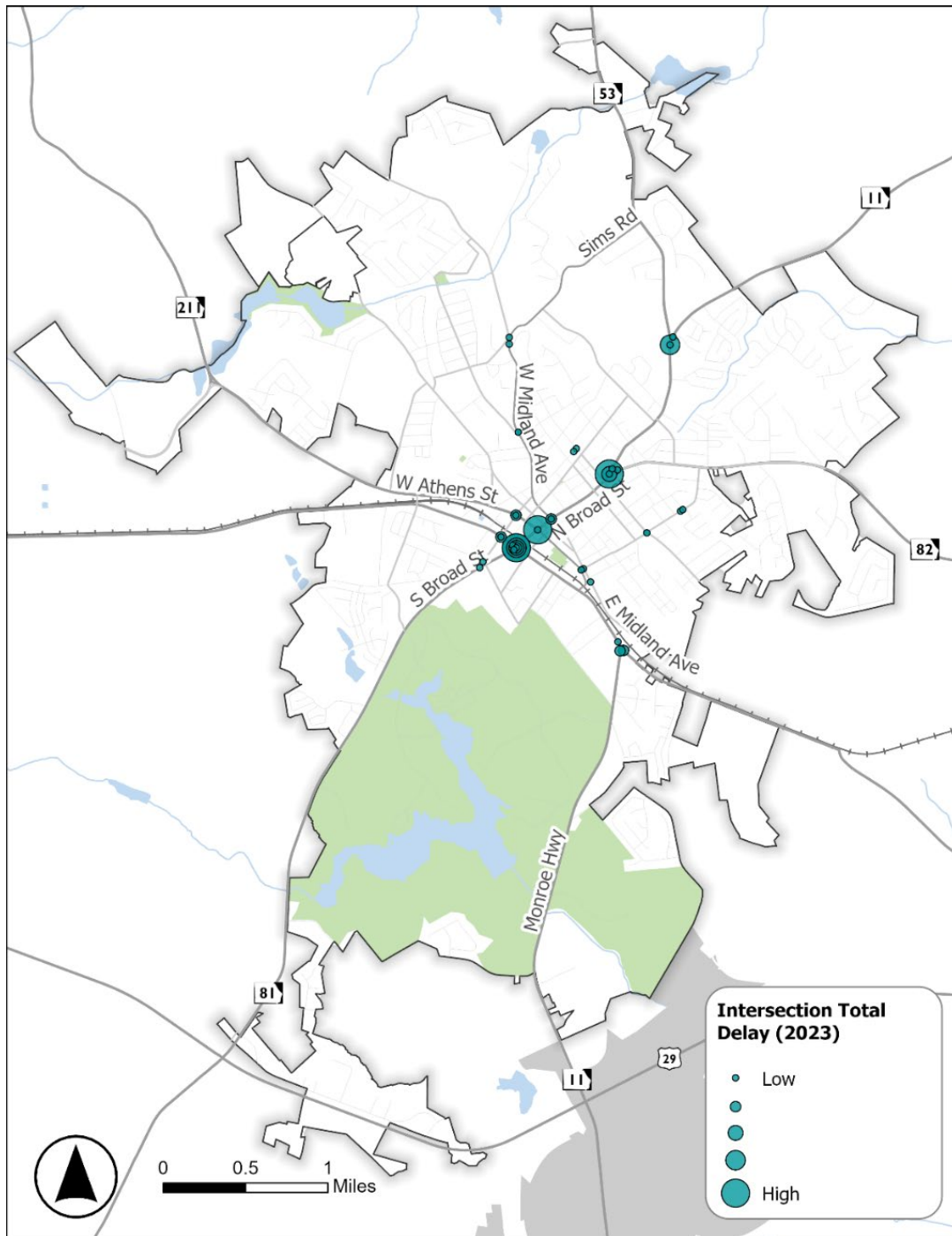


Figure 17: Intersection Approach Bottlenecks



The crash density data for the City of Winder is displayed in Figure 18 Historical crash data from GDOT's AASHTOWare Safety and Georgia Electronic Accident Reporting System (GEARS) platforms was analyzed for Winder from 2019 to 2023. Intersections with high crash rates (expressed as crashes per million entering vehicles per year) and higher crash severities included:

- May Street (US 29) at Horton Street
- South Broad Street (SR 81) at Stafford Street
- Athens Street (SR 211) at Center Street

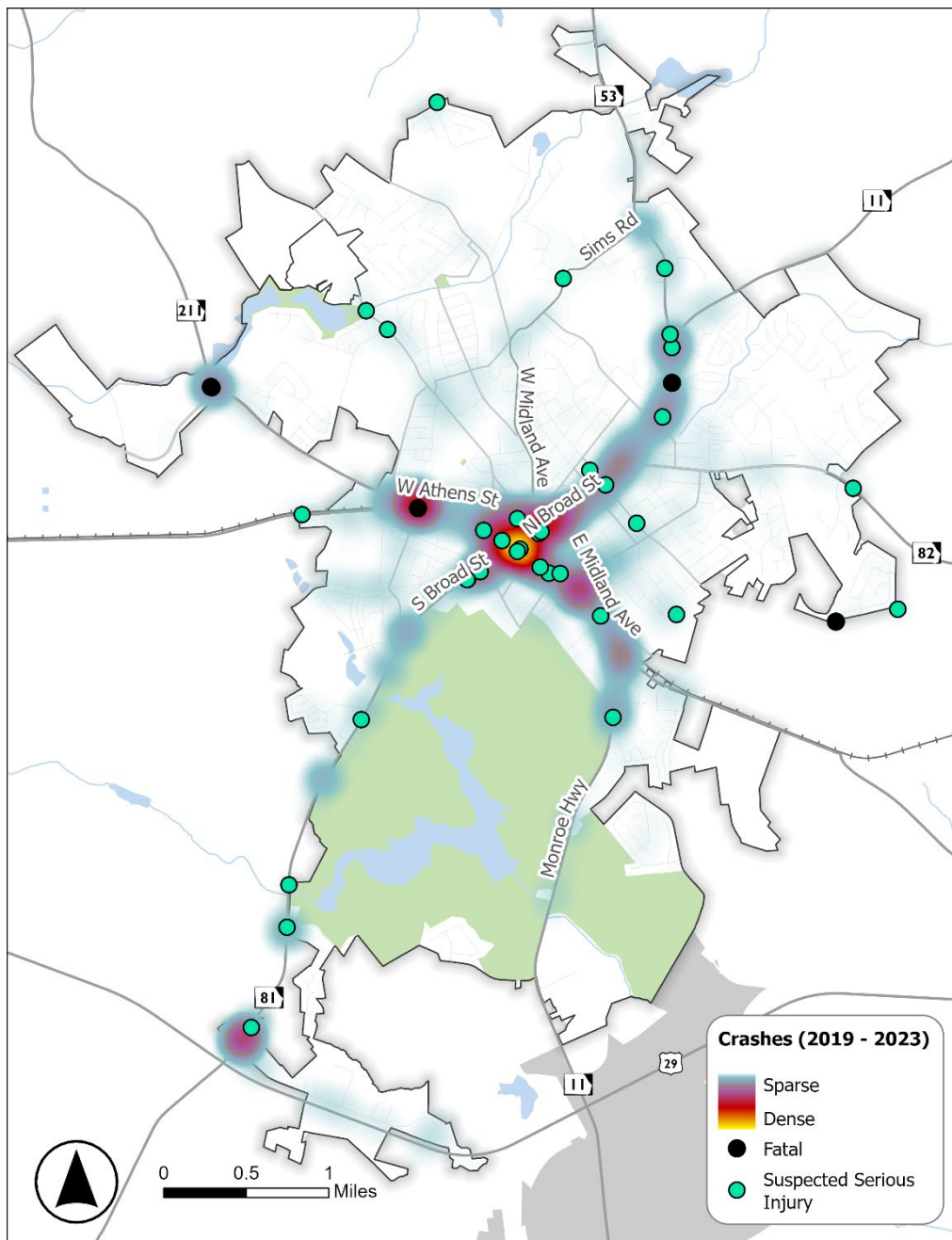


Figure 18: Total Crash Density and High-Severity Crashes



2. TIP GOALS AND PROCESS

Project Goals

The planning team collaborated with stakeholders, staff, and elected officials to craft a vision statement and a set of goals that guided the development of the Transportation Improvement Program (TIP). The draft vision and goals were shared during public hearings, showcased at multiple outreach events, and incorporated into an online survey. As previously mentioned, these vision and goals served as the foundation for identifying project priorities, which were ranked and categorized into funding tiers. The resulting Vision Statement for the Winder TIP is as follows:

“Our vision for Winder's Transportation Improvement Plan (TIP) is to chart a path for enhanced mobility, marked by smooth vehicular traffic flow, decreased accidents, increased travel choices, and diverse transportation improvements. By implementing TIP recommendations, our goal is to improve the quality of life for residents and visitors alike. We aspire to create a community where safety and accessibility thrive, seamlessly blending commerce and community into a cohesive and welcoming environment.”

The City of Winder TIP was guided by these seven goals:

1. Enhancing Operational Efficiencies
2. Ensuring System Reliability
3. Harnessing Technology
4. Promoting Safe and Efficient Travel
5. Encouraging Strategic Development
6. Prioritizing Projects with Financial Clarity
7. Optimizing Traffic Patterns

Winder's TIP planning process involved several key steps:

- **Inventory of Existing Conditions:** Collecting and analyzing current transportation infrastructure and usage data.
- **Needs Assessment:** Identifying gaps, challenges, and areas requiring improvement.
- **Project List Development:** Compiling potential projects to address identified needs.
- **Prioritization and Funding:** Ranking projects based on criteria such as impact, feasibility, and funding availability, and assigning them to funding tiers.
- **Recommendations:** Outlining proposed actions, policies, and investments to implement the prioritized projects effectively.



3. ENGAGEMENT SUMMARY

Overview

Public involvement was crucial to the planning process, using various methods to gather community input. Strategies included press releases, social media campaigns, Facebook ads, flyers, targeted emails, and digital outreach through the City's website and newsletters. Events like food banks and housing authority meetings were also used to encourage participation. Meeting updates and summaries were shared online to keep people informed. The full Winder TIP engagement summary is in Appendix C.

City of Winder Council Briefings

Communicating with elected officials about local studies helps keep them informed so they can better represent their community's needs. This promotes transparency and collaboration, leading to more informed decisions. City Council meetings are open to the public, providing a chance for community input. The planning process started with a presentation at the Winder City Council meeting on March 28, 2024, and will continue with a second briefing when the TIP (Transportation Improvement Program) is adopted by the Council.

Winder TIP Steering Committee

A Steering Committee, consisting of city departments, partner agencies, and local organizations, met twice during the project to provide input on the community vision, goals, needs, and transportation solutions. They also reviewed and gave feedback on key findings and recommendations. Committee members included representatives from the Atlanta Regional Commission, Barrow County Chamber of Commerce, Barrow County Schools, various Barrow County departments, City of Winder departments, and Georgia DOT.



Figure 19: Steering Committee #1 Meeting



Public Open House Meetings

Two public open house meetings were held to engage the community and gather feedback. The first, on May 14, 2024, was the Community Kick-Off at the City of Winder Community Center. It introduced the Transportation Improvement Plan (TIP) and gathered initial input on its vision, goals, and priorities. About 20 people attended, including residents, community leaders, and local officials. The second open house, on September 24, 2024, provided updates on proposed transportation improvements based on community input. Over 50 people attended, including residents and officials. Both meetings featured open house formats with presentation boards for sharing information and collecting feedback.

Pop Up Events

To reach people who might not attend traditional meetings, two pop-up events were held during existing community events. The first, on August 2, 2024, was at the TGIFF: Back to School Pep Rally in Downtown Winder. The goal was to engage the community, share information about the transportation plan, and encourage attendance at the public meeting on September 24, 2024. The pop-up featured a tent, interactive boards, maps, flyers in English and Spanish with a QR code, and a sign-up sheet for updates. The team interacted with 36 people and collected 25 suggestions or concerns.



Figure 20: TGIFF: Back to School Pep Rally Event



The second pop-up event took place on August 24, 2024, at the Wimberly Center for Community Development during the Southeast Pollinator Census Event. Its goal was to engage the community, gather input on the transportation plan, and promote the public meeting on September 24, 2024. The setup included interactive boards, a map, flyers with QR codes, a sign-up sheet for updates, and transportation safety worksheets for youth. Participants received gardening seeds as a thank-you for their input. The team spoke with 32 people, all of whom were excited to share their feedback.



Figure 21: Southeast Pollinator Census Event

The team also had a few activities for children. See below one of the “postcards from the future” by an 11-year-old describing what she wants to see in her community in 10 years:

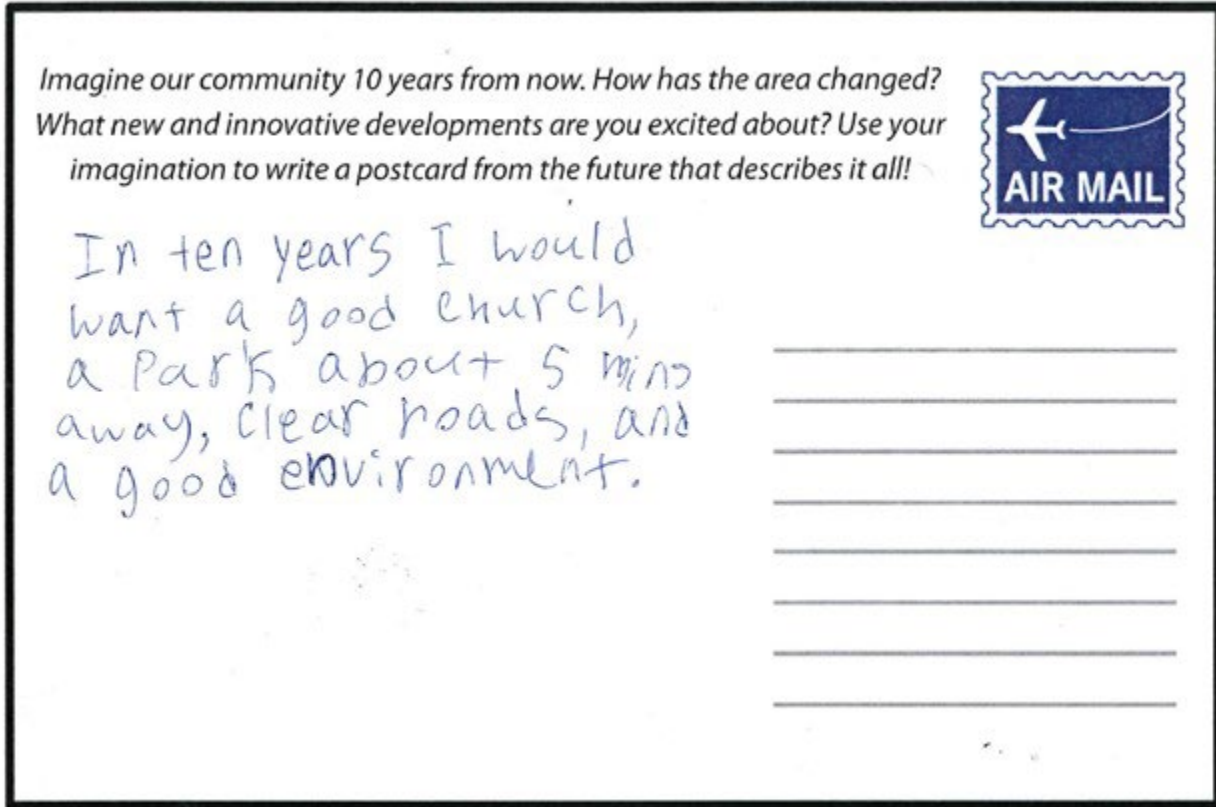


Figure 22: Postcards from the Future Engagement Activity

Online Engagement

An online engagement platform was launched at the start of the project to share information and gather public input. The project website served as a central hub for updates, event announcements, and resources, including meeting displays, handouts, and reports. It also hosted a survey and interactive map for online feedback, available from April 11 to June 3, 2024.

The survey focused on transportation challenges and the vision for the Transportation Improvement Plan (TIP), with additional questions for demographic information. The interactive map allowed users to place markers on areas of concern (e.g., bike/pedestrian issues, traffic congestion, accessibility, safety, and suggestions), and participants could vote on existing comments. During the engagement period, 237 survey responses and 196 map responses were collected. A screenshot of the tool is shown in Figure 23 below.

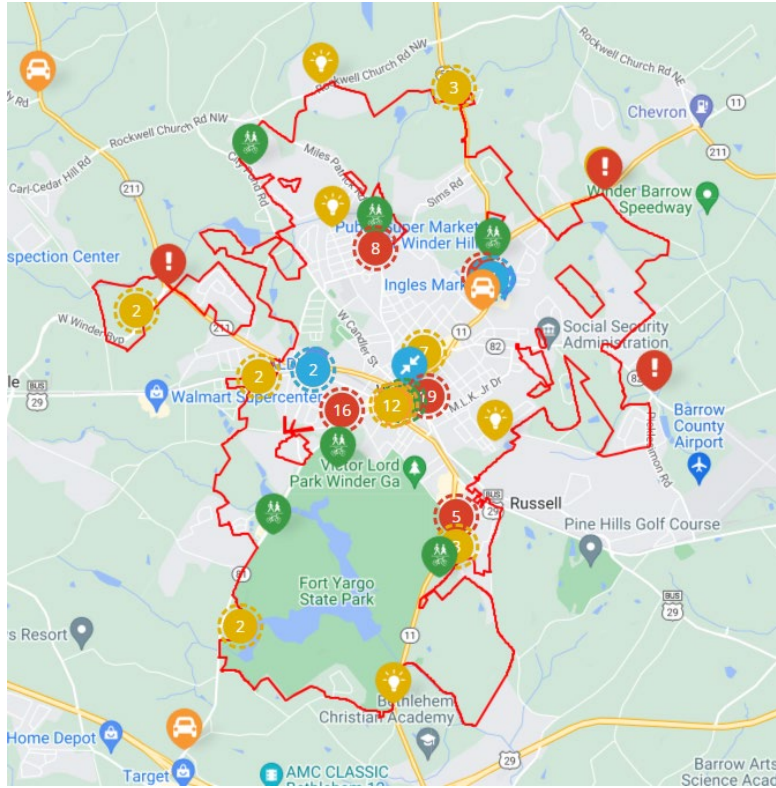


Figure 23: Interface of the Social Pinpoint Online Engagement Tool

Engagement Summary

A key part of the Winder TIP was stakeholder and public engagement. The table below summarizes the total touchpoints with stakeholders and citizens.

Table 5: Engagement Summary

Engagement Type	Date(s)	Purpose	Audiences Engaged
Project Initiation	2/1/2024	Kick-Off Meeting	City Staff and Consultant Team



Engagement Type	Date(s)	Purpose	Audiences Engaged
Briefing	3/28/2024 10/3/2024 4/8/2025	City Council Briefing	City Council and General Public
Steering Committee	4/30/2024 9/10/2024	General coordination, guidance, and updates.	City staff; Regional Planning Agencies; Public Safety; Economic Development; Community Partners.
Pop Up Event	8/2/2024 8/24/2024	Engage the public where they are.	Pep Rally attendees; Winder Housing Authority Event attendees
Social Pinpoint Mapping	4/11/2024 – 6/3/2024	Location-specific concerns.	All interested residents and stakeholders
Community Survey	4/11/2024 – 6/3/2024	General mobility concerns.	All interested residents and stakeholders

Throughout the community engagement opportunities, several common themes rose to the top, such as key community concerns, needs, and opportunities. These key community engagement takeaways, combined with data collected during the existing conditions analysis and community input regarding the transportation needs and opportunities in the City of Winder help to inform the TIP:



1. **Traffic Congestion:** Reducing traffic congestion is a top priority, particularly in key intersections and major thoroughfares. This includes concerns about improved traffic flow and optimizing traffic patterns, which were frequently mentioned in both survey responses and public feedback.
2. **Road Infrastructure and Maintenance:** There is a strong emphasis on improving road conditions, such as repairing potholes, repaving, widening certain roads, and enhancing sidewalk infrastructure. Poor road conditions are seen as a safety hazard and an impediment to smoother traffic flow.
3. **Safety:** Safety concerns are prominent, especially regarding intersections that are perceived as dangerous, distracted driving, and the need for pedestrian and cyclist infrastructure.
4. **Public Transportation Options:** Many respondents want more public transportation options to alleviate traffic, enhance connectivity, and reduce reliance on personal vehicles. Suggestions include adding bus routes, on-demand transit services, and better access to transit facilities.
5. **Alternative Transportation (Walkability and Bikeability):** There is considerable support for infrastructure improvements to support walking and biking. Improved sidewalk connectivity, multi-use paths, and bike lanes are desired to make Winder more accessible and to provide alternatives to car travel.
6. **Fiscal Responsibility:** There are concerns about the cost of transportation improvements, with calls for financial transparency and efficient resource allocation. Some respondents worry about tax increases or inefficient use of funds.
7. **Strategic Development and Planning:** Many respondents highlight the importance of planning for growth, specifically managing how development impacts traffic and infrastructure. They want proactive transportation planning to accompany new developments rather than reacting after congestion worsens.
8. **Technology for Traffic Management:** Although not the highest priority, some respondents support the use of technology to manage traffic, improve traffic signals, and implement environmental and maintenance tracking systems.

These concerns indicate a desire for a balanced approach to transportation improvements in Winder, emphasizing immediate needs like road maintenance and congestion relief while planning for safer, more efficient long-term infrastructure development.



4. PROJECT RECOMMENDATIONS

Surface transportation project recommendations for the TIP were developed using a tiered approach. The process began with previously planned projects identified in existing plans and studies. The project team then generated new recommendations based on the technical analysis of current conditions and needs. These new ideas were further refined and validated through input from the community and stakeholders, with additional insights from discussions with City staff to help prioritize the projects.

The previously planned projects were sourced from the following documents:

- City of Winder Livable Centers Initiative (LCI) Study, 2010
- Barrow County Comprehensive Transportation Plan (CTP), June 2023
- Barrow County Transportation Special Purpose Local Option Sales Tax (TSPLOST)
- Atlanta Regional Commission (ARC) 2050 Metropolitan Transportation Plan (MTP) and Transportation Improvement Program projects

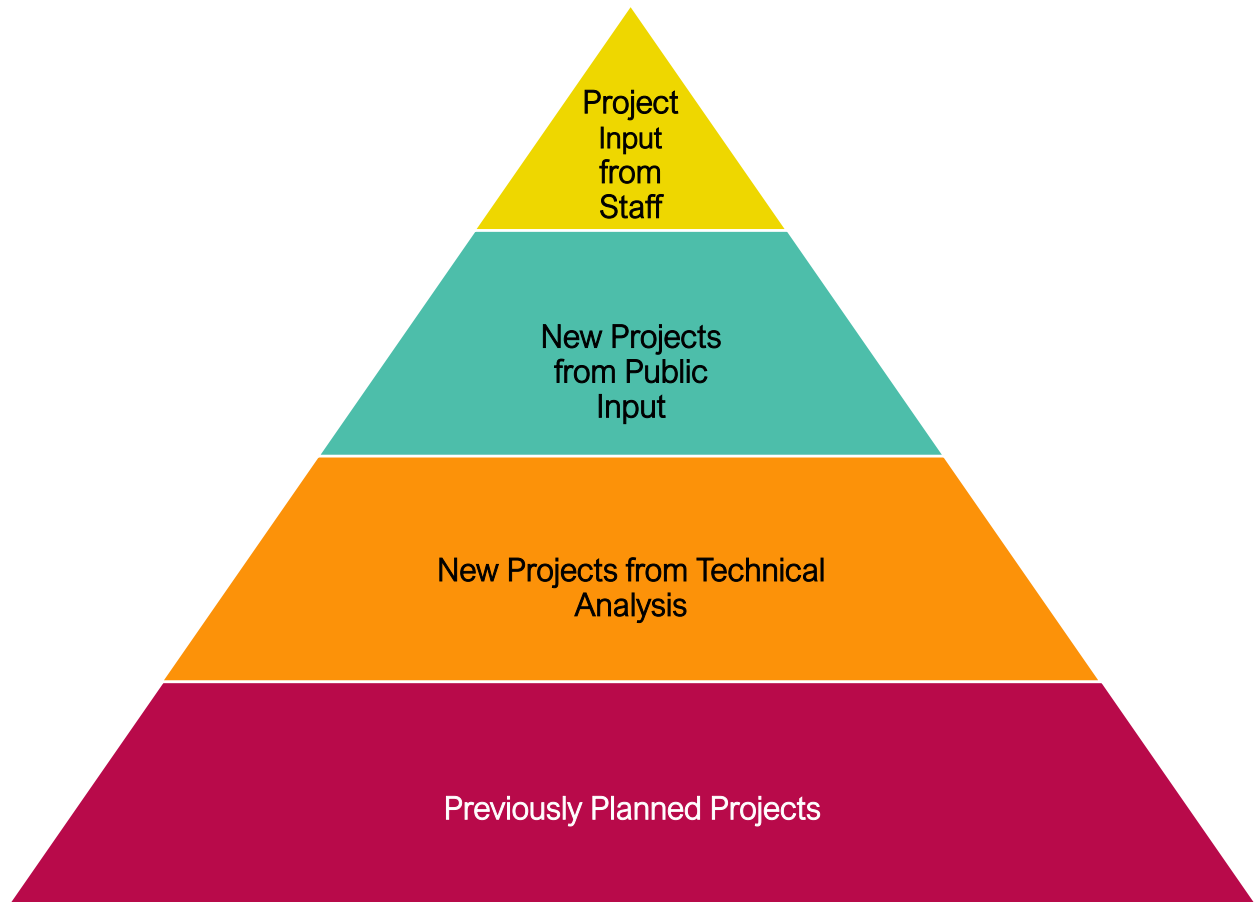


Figure 24: Project Recommendations Process

The Winder TIP project process provided the public and stakeholders with in-person and virtual opportunities to learn about the plan and provide input. A transportation survey was made available on the Social Pinpoint platform, allowing the community to share their suggestions for



roadway improvements directly. Georeferenced comments from the interactive map were also used for the project evaluation analysis for the overall project list.

The project team facilitated a project development workshop with City staff, including representatives from Winder public safety departments. Furthermore, a stakeholder Steering Committee meeting was held in October 2024 during which members reviewed the preliminary project recommendations and provided input on which projects they felt would be most beneficial to Winder.

Comments from the community included:

- Improve sidewalk connectivity.
- Improve access for disabled persons.
- Address traffic on SR 316
- Signal timing and progression.
- Roadway lighting needed.
- Safe large truck parking
- Limit large truck traffic downtown.
- On-demand public transportation
- Mitigate flooding at underpasses.



Figure 25: Steering Committee Meeting #2





The projects were organized into three categories: Active Transportation, Intersection Improvements, and Roadway Operations. Active Transportation projects aim to improve pedestrian and cycling infrastructure. Intersection Improvements focus on enhancing safety and traffic flow at specific intersections, while Roadway Operations projects seek to optimize road efficiency through upgrades and traffic management, generally along a section of roadway. The project team developed cost estimates for new projects, factoring in engineering, right of way, utility, and construction costs, and adjusted previous costs-estimates to 2024 dollars using a 4% annual inflation rate.





Project Evaluation

All projects from the universe of projects were evaluated based on criteria that aligned with the TIP’s transportation goals. Projects were given evaluation scores based on their project type and then compared to other projects of that type. The transportation objectives, their respective evaluation criteria, and which project types each apply to are shown below.

Table 6: Project Evaluation Criteria

Objective	Evaluation Criteria
<p>Improve operational efficiencies at intersections and along corridors, especially along major corridors.</p> 	Project is on roadway segment with significant recurring delays.
	Presence and intensity of bottlenecks
<p>Reduce crashes and unsafe conditions for all road users.</p> 	Property damage versus bodily injury
	High crash-rate intersection
	Risks to pedestrians and bicyclist
<p>Enable residents to reach destinations safely and efficiently throughout the city by walking or bicycling.</p> 	Community resources within 1/4 mile and 1/2 mile
	Fills gaps in sidewalk and/or road network
<p>Use transportation investments to encourage/redevelopment at strategic locations in the central business district and throughout the city.</p> 	Residential growth within 1/4 mile and 1/2 mile
	Inside of or within 1/4 mile or 1/2 mile of Downtown, Downtown Gateway, or Commerce Corridor



Objective	Evaluation Criteria
<p>Enable the City to develop better traffic patterns in relation to RR crossing and document the freight movement across the city by truck and rail.</p> 	<p>On a truck route, rail crossing, and/or near commercial, retail, or industrial zoning</p>
<p>Clearly prioritize projects and initiatives accompanied by a realistic financial program.</p> 	<p>Aligns with need identified by public</p> <hr/> <p>Has potential for collaboration with other agencies (GDOT, Barrow County), or “Ability to leverage local dollars with state and federal funds”</p>

The projects were scored on a scale from 0 to 100. The purpose of this exercise was to assign an objective score that represents the relative merit of one project compared to other candidate projects in that category. Different metrics were used for each of the three project categories. For example, reducing crashes was weighted higher when scoring intersections, whereas improving throughput was considered as a primary purpose for roadway projects. Once evaluated, all projects were ranked within their project categories and then brought forward for prioritization.



Intersection Projects

Figure 26 shows the recommended intersection projects that were evaluated. These safety and operational projects at intersections included geometric improvements, roundabouts, and new signals. Bridge improvements were also evaluated in this category. Intersection projects near areas of congestion and locations with notable crash trends were given a higher priority. Table 7 below details the intersection projects shown in Figure 26.

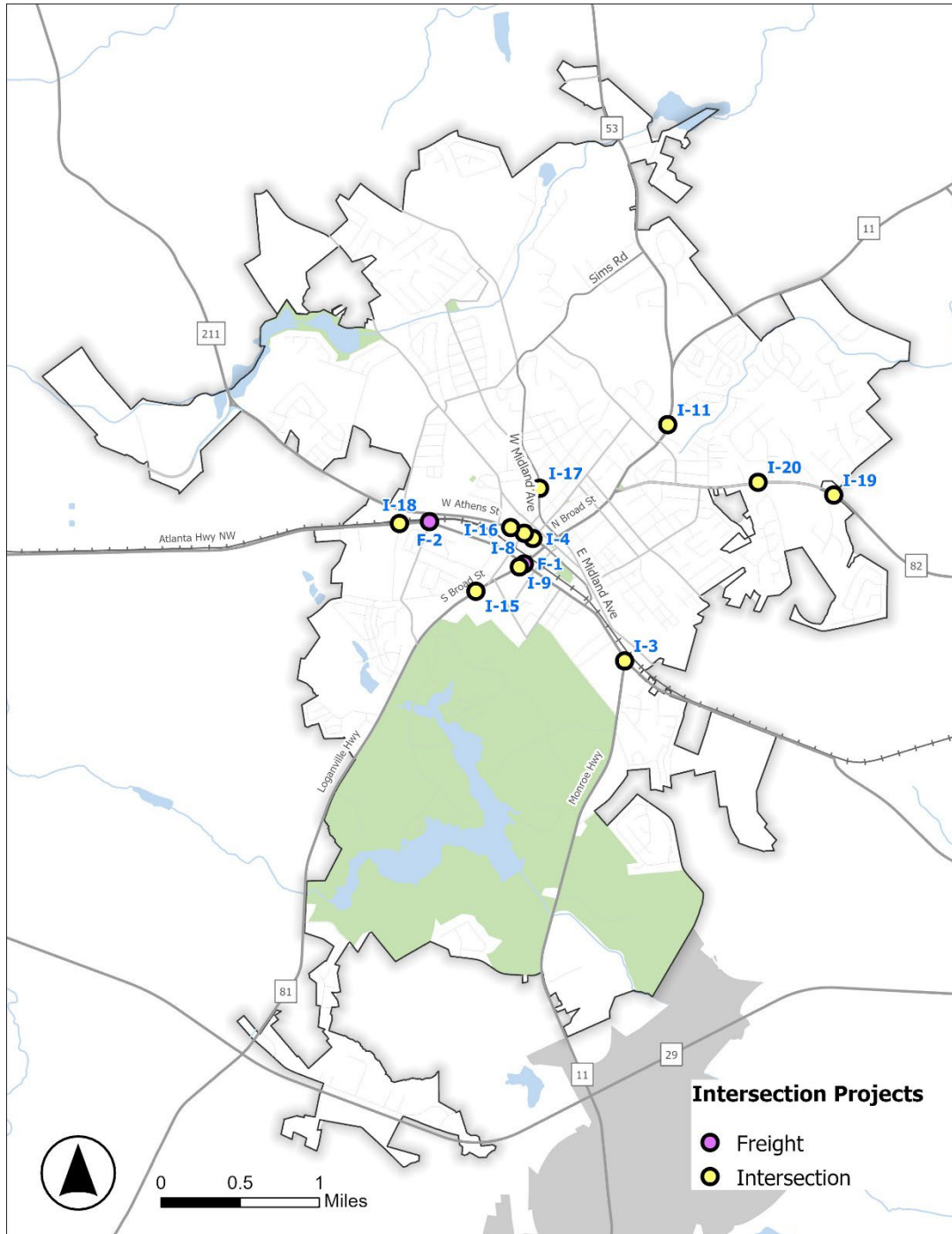


Figure 26: Recommended Intersection Projects



Table 7: Intersection Projects

Project ID	Project Category	Project Name	Project Description	Total Cost
F-1	Intersection Projects	US 29 BUS (W. May Street) at SR 81 (Broad Street)	Operational and safety improvements; also includes improvements for freight traffic through widening intersection.	\$2,976,000.00
F-2	Intersection Projects	Horton Street at US 29 BUS (W. May Street)	Operational and geometric improvements include evaluating the ROW to determine if a turning lane can be added. This is a high-priority project for Winder, with a lower cost and potentially easier implementation compared to NRC-3.	\$1,488,000.00
I-11	Intersection Projects	SR 11 (N. Broad Street) at Ingles Market	Signal Warrant Analysis	\$728,000.00
I-15	Intersection Projects	SR 81 (S. Broad Street) at Patrick Mill Road	Prioritize study with GDOT; Operational improvements; Realignment; Adding right turn lane on SR 81 (S Broad Street).	\$1,186,900.00
I-16	Intersection Projects	SR 211 (W. Athens Street) at Beulah Street	Roadway Operational Improvements, Sight distance improvements	\$760,000.00
I-17	Intersection Projects	Midland Avenue at 3rd and Stephens Street	Roundabout, may be a part of TSPLOST 5	\$6,970,500.00
I-18	Intersection Projects	Bill Rutledge at US 29 BUS (W. May Street)	Signal Warrant Analysis	\$760,000.00
I-19	Intersection Projects	SR 82 (E. Broad Street) at Dunahoo Road/St Germain Place	Improved signage and pavement markings along with clearing and grubbing.	\$100,000.00



Project ID	Project Category	Project Name	Project Description	Total Cost
I-20	Intersection Projects	SR 82 (E. Broad Street) at Lays Drive	Geometric Change, Safety Improvements	\$2,053,500.00
I-3	Intersection Projects	US 29 BUS (Atlanta Highway SE) at SR 11 (Monroe Highway)	Intersection Safety Improvement, Pavement markers guiding left turns through the intersection.	\$877,400.00
I-4	Intersection Projects	Woodlawn Avenue at W. Athens Street	Intersection improvement; Evaluate Signal Warrant Analysis	\$734,000.00
I-8	Intersection Projects	SR 211 (W. Athens Street) at N. Center Street	Safety Improvements including pavement guidance and a dedicated left turn lane for westbound approach.	\$728,000.00
I-9	Intersection Projects	SR 81 (S. Broad Street) at Stafford Street	Safety improvements; Access management including Right-in, Right-out	\$364,000.00
TSPLOST-4	Intersection Projects	Intersection Improvements at the intersections of Midland Avenue, Sims Road, Miles Patrick Road, Saint Anthony Drive	N/A	\$1,208,900.00



Roadway Capacity and Operation Projects

Figure 27 shows the three new roadway connections, two roadway capacity (i.e., widening), and nine roadway operations projects that were evaluated as part of the TIP. Congestion trends, crash severity trends, and concurrence with multimodal improvements were among the criteria for evaluating roadway capacity (new connections and widening) projects. Roadway level of service (LOS) and crash severity were the most important criteria for prioritizing roadway operations projects. Table 8 below details the roadway improvement projects shown in Figure 27.

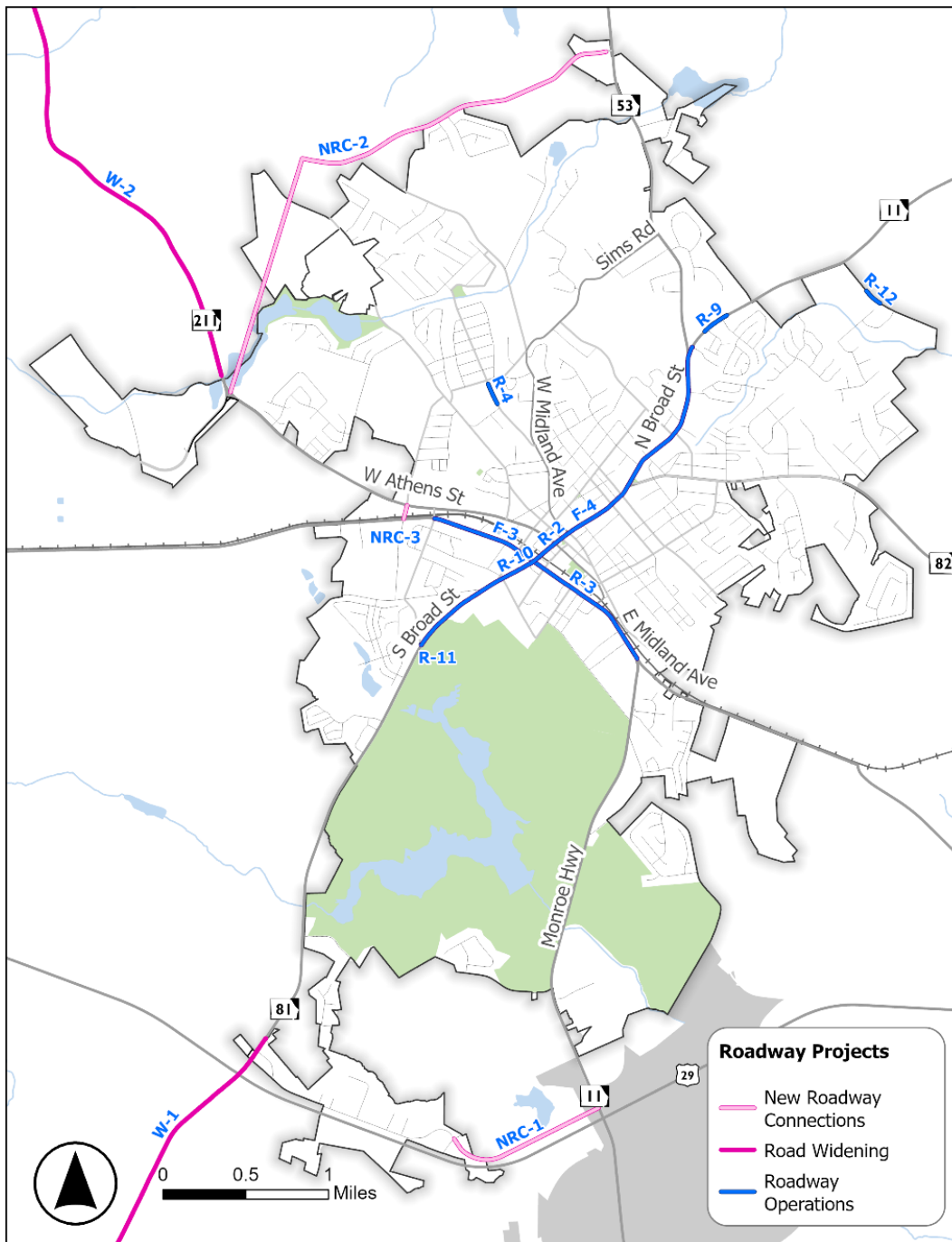


Figure 27: Recommended Roadway Projects



Table 8: Roadway Projects

Project ID	Project Category	Project Name	Project Description	Total Cost
F-3	Roadway Operations	US 29 BUS (May Street) from Horton Street to SR 11 (Monroe Highway)	Access Management Plan: Elimination of driveways, Right-in, Right-out, and Operational improvements for freight traffic	\$4,277,500.00
F-4	Roadway Operations	SR 81 (Broad Street) from Horton Street to Amherst Drive	Signal retiming, Operational improvements: Access Management Strategies, Physical Medians in the form of Right-in, Right-Out, and Operational improvements for freight traffic	\$4,555,400.00
NRC-1	Roadway Capacity	Exchange Boulevard from CR 110 to SR 11	New connection (2 through lanes)	\$27,634,398.90
NRC-2	Roadway Capacity	Winder West Bypass: Phase 4 from SR 211 to SR 53	New connection (4 through lanes)	\$25,000,000.00
NRC-3	Roadway Capacity	McNeal Road from SR 211 (West Athens Street) to US 29 BUS (West May Street)	New roadway connection includes an at-grade railroad crossing connecting McNeal Road to Polite Road.	\$8,730,500.00
R-12	Roadway Operations	Holsenbeck Elementary School at Holsenbeck School Road	Partnership with Barrow County; Operational improvement for queuing at school pick-up/drop-off; perform feasibility study	\$1,281,400.00
R-1	Roadway Operations	SR 81 (N. Broad Street) from SR 53 (Gainesville Highway) to Mimosa Street	Operational improvements of Right-in, Right-out and median	\$4,300,000.00



Project ID	Project Category	Project Name	Project Description	Total Cost
R-4	Roadway Operations	N. 5th Avenue from Marion Street to Langford Street	School Circulation and Traffic Operation Study, Operational improvements for school traffic	\$764,900.00
R-9	Roadway Operations	SR 11 (Monroe Highway) from Fire Tower Road to US 29 (Atlanta Highway SE)	Safety improvements: Operational improvements including access management Right-in, Right-out	\$1,208,900.00
TSPLOST - 1	Resurfacing	Citywide Resurfacing/Rehabilitation Program	N/A	\$1,208,900.00
TSPLOST - 2	Roadway Operations	E. Athens Street Corridor Improvements	N/A	\$1,208,900.00
TSPLOST- 3	Roadway Operations	Sims Road Realignment and Drainage Improvements	N/A	\$1,208,900.00
TSPLOST- 5	Roadway Operations	Midland Avenue Operational Improvements	N/A	\$1,208,900.00
W-1	Roadway Capacity	SR 81 from Bold Springs Road NW to Punkin Junction Road	Widening from 2 to 6 through lanes; Ask GDOT about extending limits to May Street	\$55,851,100.00
W-2	Roadway Capacity	SR 211 (W. Athens Street) from West Winder Bypass to I-85	Roadway widening from 2 to 4 through lanes	\$60,965,600.00
W-3	Roadway Capacity	Hal Jackson Road from W. Candler Street to SR 211 (W. Athens Street)	Widen from 2-lane undivided to 2-lane with center left turn lane with curb and gutter and sidewalks	\$3,500,000.00
W-4	Roadway Capacity	Sims Road from SR 53 (Gainesville Highway) to Miles Patrick Road	Widen from 2-lane undivided to 2-lane with center left turn lane with curb and gutter and sidewalks	\$3,000,000.00



Active Transportation Projects

Figure 28 shows the recommended active transportation projects that were evaluated. These include new sidewalks, trails, pedestrian crossings, and pedestrian safety improvements at intersections. Active transportation projects that overlapped with high ARC Pedestrian Risk Factor areas were given higher priority. Table 9 below details the active transportation projects shown in Figure 28.

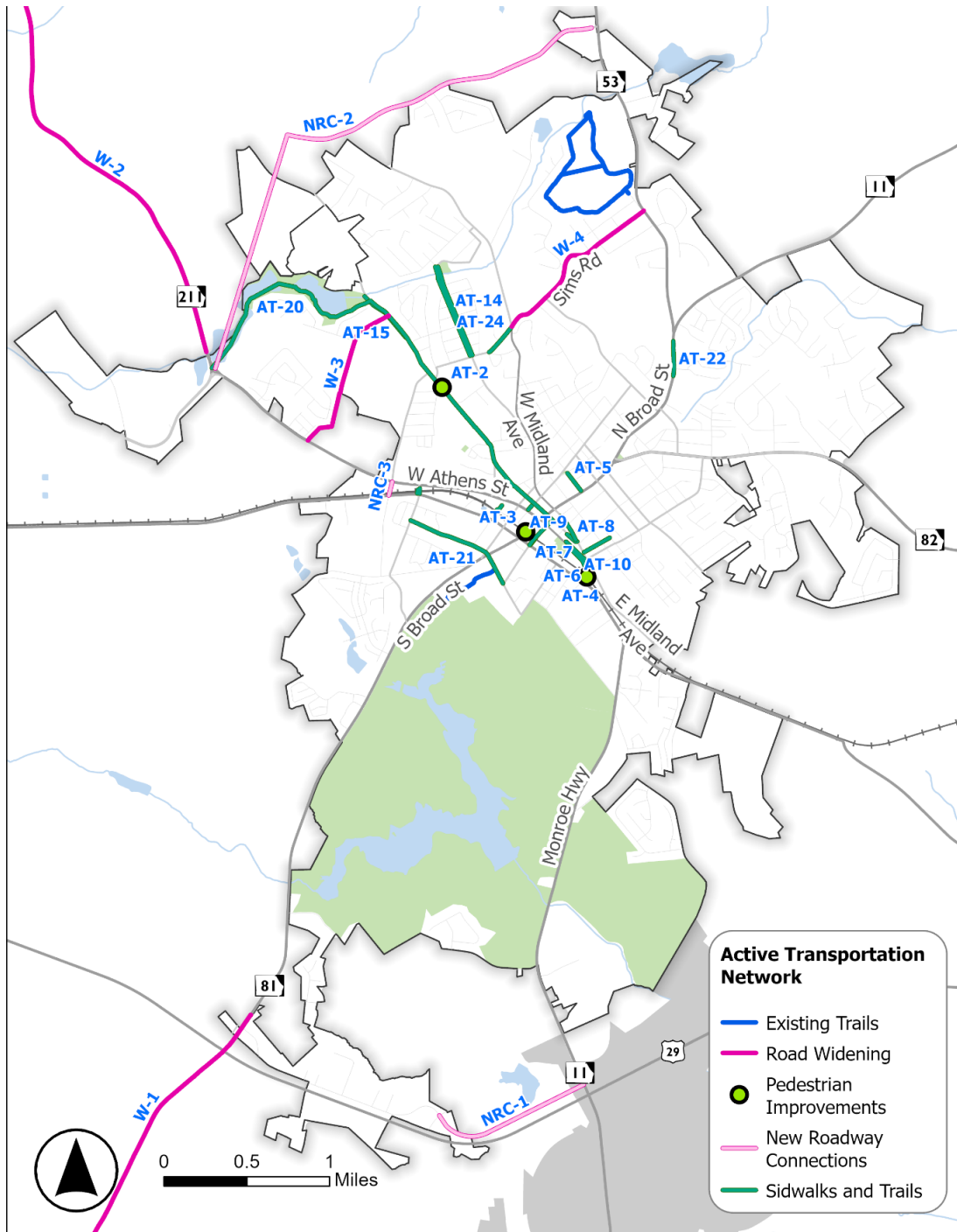


Figure 28: Recommended Active Transportation Projects



Table 9: Active Transportation Projects

Project ID	Project Category	Project Name	Project Description	Total Cost
AT-10	Active Transportation Projects	Griffith Street from East Midland Avenue to Capitol Avenue	Sidewalk infill	\$925,200.00
AT-13	Active Transportation Projects	N. Jackson Street from S. Jackson Street to CSX Transportation Railroad	Sidewalk infill	\$1,174,600.00
AT-14	Active Transportation Projects	N. 5th Avenue from Valleyview Drive to Langford Street	Sidewalk infill	\$2,660,700.00
AT-15	Active Transportation Projects	City Pond Road from Ridgeway Street to Cedar Creek	Sidewalk infill	\$1,890,500.00
AT-16	Active Transportation Projects	Horton Street at CSX Transportation Railroad	Pedestrian Crossing, At-Grade Crossing Improvement	\$1,000,200.00
AT-17	Active Transportation Projects	Beulah Street at CSX Transportation Railroad	Pedestrian Crossing, At-Grade Crossing Improvement	\$1,082,800.00
AT-2	Active Transportation Projects	Brookview Terrace at W. Candler Street	Pedestrian Crossing	\$455,000.00
AT-20	Active Transportation Projects	West Winder Bypass to Downtown	Bike/ped improvements	\$24,477,900.00
AT-21	Active Transportation	Lily Drive from Horton Street to S. Jackson Street	Bike/ped improvements	\$3,510,200.00
AT-22	Active Transportation Projects	SR 53 from Winder First United Methodist Church to Northeast Georgia Medical Center	New sidewalk	\$1,159,800.00
AT-24	Active Transportation Projects	St Anthony Drive from Langford Street to Midland Avenue	Sidewalk infill	\$1,159,800.00



Project ID	Project Category	Project Name	Project Description	Total Cost
AT-3	Active Transportation Projects	SR 81 (N. Broad Street) at Historic Train Depot	Pedestrian Crossing, At-Grade Crossing Improvement	\$780,000.00
AT-4	Active Transportation Projects	SR 211 (E. Athens Street) at Railroad	Pedestrian Crossing, At-Grade Crossing Improvement monitor until MLK at East Athens Street is complete.	\$780,000.00
AT-5	Active Transportation Projects	W. Kimball Street from SR 81 (N. Broad Street) to Hamilton Avenue	Sidewalk infill	\$699,200.00
AT-6	Active Transportation Projects	SR 211 (E. Athens Street) from N. Williams Street to Park Avenue	Sidewalk infill, monitor until MLK at East Athens Street is complete.	\$1,015,600.00
AT-7	Active Transportation Projects	E. Candler Street from E. Midland Avenue to Park Avenue	Sidewalk infill	\$329,400.00
AT-8	Active Transportation Projects	Midland Avenue from N. Jackson Street to E. Candler Street	Sidewalk infill	\$329,400.00
AT-9	Active Transportation Projects	Woodlawn Avenue from SR 211 (W. Athens Street) to W. Candler Street	Sidewalk infill	\$205,300.00



Addressing Broad Street and May Street Traffic

Several major state highways (SR 8, SR 11, SR 53, and SR 81) currently make up the main streets in Winder. As such, these roadways serve local, as well as regional travel. Freight and through traffic in the central business district contribute to significant traffic congestion and have other adverse impacts on quality of life in Winder.

A number of particular strategies were considered as options to relieve traffic congestion, reduce trip times, and improve safety for local vehicle trips and pedestrians. Also, because transportation investments both support and affect land uses, the chosen strategy should be consistent with the City's long range economic and growth plans. Roadway widening, intersection treatments, signal progression improvements, and the completion of the Winder bypass were all considered as potential recommendations to improve the May Street/Broad Street corridors.

Local Roadway Capacity Additions (Widening)

In many locations, additional through lanes combined with additional turn lanes are advantageous and can significantly improve throughput. A two-way center turn lane and adequate left turn storage at intersections allow through traffic to continue with fewer delays. Unfortunately, neither May Street nor Broad Street are good candidates for widening. The current right of way is not sufficient to add lanes, and the acquisition of additional right of way is not feasible along these corridors where most of the congestion is occurring. Any widening of these roadways would not alleviate the presence of freight traffic.

System Intersection Improvements

In some cases, where congestion is present but increasing the number of through lanes is not desirable, improving downstream intersections can greatly improve throughput on arterial roadways. Most turns are managed at the intersections, allowing the through traffic to move more efficiently with fewer slowing and stopped turning vehicles. Freight traffic in particular moves better in these settings. This strategy is most effective in a medium-to-low density suburban setting. Unfortunately, again, due to the existing street grid and density, simply improving intersections in the vicinity of May Street nor Broad Street would not address the traffic delays being experienced in downtown Winder. Some intersections could be reconfigured to facilitate turns for large freight vehicles; however, these changes would not reduce the number of trucks passing through. Furthermore, infrastructure that accommodates freight traffic is often inconsistent with cultivating an environment where pedestrians feel safe and where walkable scale developments are desired.

Traffic Signal Progression

Another tool that is used to effectively increase throughput without significant capital improvements is the utilization of technology to optimize traffic signal timing. Because peak period traffic is relatively predictable, traffic engineers can often pre-time signals to move traffic efficiently along high-volume corridors. The signals along major roads are programmed to permit vehicles to continue to progress at or near the posted speed limit while encountering only green phases.



In densely developed areas, such as in central Winder, signal progression becomes problematic due to the demand for green time on cross streets of equal volume. More helpful is the use of a traffic control center, as previously described, to monitor and better manage traffic based on current, or “live” conditions. Realistically, a signal timing optimization effort would likely only have a minimal impact on delays and congestion for those traveling May Street and Broad Street in the vicinity of downtown Winder. Sophisticated traffic signal management often has a favorable benefit-to-cost ratio and can result in significantly reduced delays. Nonetheless, a well-timed corridor would not divert through heavy truck traffic which is a core cause of the length traffic queues in downtown Winder.

West Winder Bypass

When complete, the Winder West Bypass will provide a bypass route on the west side of the City of Winder from SR 316 to SR 211. This project will alleviate the percentage of trucks utilizing minor arterial routes and reduce congestion and accident rates along Patrick Mill Road, SR 8, SR 211, and Pearl Pentecost Road.

West Winder Bypass - Phases 1 and 2

A bypass is defined as a road passing around a town or its center to provide an alternative route for through traffic. A partial bypass exists east of Winder, known as the West Winder Bypass. The bypass was divided into four phases, as described below.

Phase 1 of the project realigned SR 211 over SR 8 and the railroad in Winder onto the existing Patrick Mill Road.

Phase 2 was completed together with Phase 1 and consisted of the realignment of SR 211 onto existing Patrick Mill Rd. Phase 2 included realignments at Patrick Mill Road at Burson Maddox Road; Carl Bethlehem Road; and Bill Ruthledge Road/Fred Kilcrease Road. The project also relocated SR 211 at Matthews School Road. The new roadway is a 4-lane divided highway that currently stops east of its intersection with SR 316.

West Winder Bypass – Phase 3

Phase 3 will construct an interchange at the Patrick Mill Road. Patrick Mill Rd (relocated SR 211) will bridge over SR 316 to the south of its current location. Ramps will be constructed for access onto and off of SR 316. Additionally, Tom Miller Road will be relocated to the southwest. Phase 3 is currently under construction and estimated to be completed in summer 2027.

West Winder Bypass – Phase 4

The fourth and final phase 4 will be from SR 211 near Cedar Creek to SR 53 near Rockwell Church Road, approximately 3 miles. All preliminary engineering, right of way acquisition and construction stages are currently shown as Long Range (fiscal years 2029-30) in the Atlanta Regional Commission’s 2050 Metropolitan Transportation Plan (MTP).



Travel Demand Model Forecasts

The Atlanta Regional Commission's Activity-Based Model (ABM) is the regional Travel Demand Model associated with the current 2050 Metropolitan Transportation Plan (MTP). The ABM is a mathematically adjusted tool that uses a set of socio-economic, and roadway network data to project changes in future traffic volume and travel time. One application of this data is the ability to perform a hypothetical analysis which considers the effect on traffic due to a major future roadway investment such as the completion of the West Winder Bypass.

The calibrated ABM estimates that the daily traffic volume on May Street in the vicinity of Broad Street is 15,000 in 2023. The ARC's future network that includes all phases of the West Winder bypass estimates 15,000 vehicles in the year 2050. This region is expected to undergo tremendous growth, through new residential, commercial, and industrial developments. Evidently, the existence of the bypass will manage many of the trips currently utilizing May Street and should effectively draw a majority of the through large truck trips.

Similarly, the ABM estimates that the daily traffic volume on Broad Street in the vicinity of May Street is 14,000 in 2023. The ARC's future network estimates 11,000 vehicles in the year 2050. Again, these forecasts are an indication of the importance of the bypass in handling not only future growth but also offering an appealing alternative to through traffic passing through the Winder central business district.

Conclusion

A high percentage of trips currently using Broad Steet and May Street are just passing through. A bypass will relieve traffic congestion and improve travel time for those making regional trips – especially trucks. The West Winder Bypass is particularly attractive to freight operators and will significantly improve the traffic conditions along May Street and Broad Street. The city should experience some relief when Phase 3 of the West Winder Bypass is completed in 2027. Winder should continue to collaborate with its partners at Barrow County and GDOT to ensure the timely completion of Phase 4. Measures such as roadway capacity improvements and the utilization of traffic signal technologies are either not practical or would have minimal impact. Without a bypass option, freight and through traffic will contribute to traffic congestion and otherwise continue to adversely affect the quality of life in Winder.

Project Tiers and Funding Plan

The purpose of this section is to describe a comprehensive list of funding sources and amounts that could be used to implement Winder's TIP over time. Projected federal, state, and local revenues for the TIP period, 2025-2040, totals approximately \$79 million. Estimating future funding availability is determined using several assumptions related to transportation revenue forecasting. For example, GDOT recommends that anticipated revenue estimate assumptions for federal and state funds should increase at a rate of one percent per year. Federal, state, and local funding available for future projects is based on historical averages. Policy changes, the economy or natural events can all impact future revenue streams, however, none of these changes are predictable. The revenue projections are conservative in nature and adjusted for normalcy where



applicable. The TSPLOST is expected to continue, and incremental growth is assumed across all programs, however, no major increase in revenues is anticipated. As is typical in planning studies, cost and revenue projections are developed as planning level estimates and are not used for financing purposes.

A detailed breakdown of the yearly projections and financial planning assumptions is detailed below. The recommendations phase includes a tiered approach to program implementation and planning-level cost estimates. This funding element identifies potential revenues needed to operate and maintain highways and make capital improvements. It should be noted that a significant percentage of federal transportation dollars will be spent on the start-up and operation of public transit systems. The Winder TIP plan does not include specific investments in starting or maintaining public transportation so federal transit program funds potentially available to the City of Winder are not included. In addition to projected revenue amounts, this element describes the process and methodology for identifying funding available for the development of a fiscally constrained plan. The City of Winder could consult with Gwinnett and Athens about an aspirational Athens-Lawrenceville-Atlanta bus route. Potentially, Winder could be a stop along the route and would enable transit dollars to be spent more efficiently.

5-YEAR REVENUES

For the City of Winder, historical revenues are available for the years 2019-2023 for the following programs: General Funds, SPLOST, TSPLOST, the Department of Housing and Urban Development’s (HUD) CDBG program, and the GDOT Local Maintenance Improvement Grant Program (LMIG) program. Available city budget data shows revenues dedicated to the Public Works department, which has responsibility for the roadway system, among other public infrastructure costs. It is assumed for this summary that while some percentage of General Funds and SPLOST funds were utilized for transportation improvements and maintenance, a TSPLOST will supplant SPLOST funds in the future for capital projects. The projects in the TIP will be funded primarily from TSPLOST, and state and federal grants. Therefore, a summary of General Fund and SPLOST revenues is not included. The table below summarizes the revenues for GDOT’s LMIG program (2019-23), TSPLOST (2023), and CDBG (2022):

Table 10: City of Winder 5-Year Revenues from TSPLOST, CDBG, & LMIG Funds

Program	2019	2020	2021	2022	2023
TSPLOST	n/a	n/a	n/a	n/a	n/a
CDBG	n/a	n/a	n/a	\$1,000,000	n/a
LMIG	\$194,061	\$216,357	\$246,187	\$207,414	\$214,841



POTENTIAL FUNDING SOURCES

In addition to TSPLOST, CDBG, and LMIG, multiple Federal and state grant programs are anticipated to be available to local governments for transportation needs. Both GDOT and Barrow County will invest in transportation improvements in and near the City of Winder, however the amounts and dates of these investments would be determined by their work programs and is not included in the amount available to the city for its program. Formula grants, such as LMIG are the easiest to forecast because the amount is based on population and road centerline. Less predictable is the amount available to Winder via competitive grants, such as the ARC's LCI program, CDBG grants, and GTIB grants.

When preparing a financial forecast, it is reasonable to assume that some historic sources of revenue, such as GDOT's LMIG program, will continue far into the future, at least in some form. Furthermore, it is sensible to apply a growth rate to these sources because these revenues will likely be higher in the future due to inflation and economic growth. Less certain are the continuation of local options sales taxes which must be approved by voters from time to time. Due to the probability that SPLOST tax programs will be approved by voters in the future, a TSPLOST will be assumed for the duration of the TIP plan period and the future revenues will be calculated using a conservative growth rate.

A formula will be used to estimate total GDOT LMIG revenue by the year 2040. The amounts collected by the city for 2019 through 2023 are known. These will be averaged to create a base amount which will grow at 1% per year. This is the total expected LMIG fund available to the city for pavement patching/resurfacing, new location, widening turn lanes, rehabilitation, intersections, dirt road upgrades, safety upgrades, culvert/ bridge repair or replacement, roadway signing and markings, engineering, construction inspection, etc.

Similarly, TSPLOST revenues are expected to be available through 2040. The estimated 2024 collections (\$3.6 million) will be shown as available each year for the 5-year life of the program. It is assumed that future 5-year TSPLOST programs will be approved, and a growth factor will be applied every 6th year (2029, 2034, and 2039) to show the expected revenues in future years. This will result in the total amount of TSPLOST anticipated to be available for city capital projects through 2040. The summary of forecasted funding is shown in Figure 29 below.



Available LMIG Funding Assumptions

\$215,772 is average amount of LMIG 2019-2023.
1% increase in LMIG funding per year through 2040.

Available LMIG Funding Assumptions

\$	215,772.00	Assumed 2025 Base Amount
	1.00%	Annual Increase in Funding

Available T-SPLOST Funding Assumptions

\$3,600,000	Assumed 2024 share of Barrow County T-SPLOST
6.00%	Five-Year Increase in Funding

1.010 Annual Growth Factor

1.060 Five-Year Growth Factor

Available T-SPLOST Funding Assumptions

5 Year program - collections began in 2024
Will be renewed every 5 years
5 year growth rate = 6%

LMIG		Local	
TOTAL	\$	TOTAL	\$
	3,723,764		\$62,280,115
2025	\$215,772	2025	\$3,600,000
2026	\$217,930	2026	\$3,600,000
2027	\$220,109	2027	\$3,600,000
2028	\$222,310	2028	\$3,600,000
2029	\$224,533	2029	\$3,816,000
2030	\$226,779	2030	\$3,816,000
2031	\$229,046	2031	\$3,816,000
2032	\$231,337	2032	\$3,816,000
2033	\$233,650	2033	\$3,816,000
2034	\$235,987	2034	\$4,044,960
2035	\$238,347	2035	\$4,044,960
2036	\$240,730	2036	\$4,044,960
2037	\$243,137	2037	\$4,044,960
2038	\$245,569	2038	\$4,044,960
2039	\$248,024	2039	\$4,287,658
2040	\$250,505	2040	\$4,287,658

Figure 29: Summary of Forecasted Funding

Revenue projections from grants for transportation purposes considers that the city has been successful in being awarded its share of competitive grants and that the city will continue to aggressively pursue grant funds as part of its financial strategy. Nonetheless, to be conservative, revenue from competitive grants will be based on typical amounts awarded to similarly sized cities in the metropolitan Atlanta planning area and is anticipated to be a relatively minor part of the city's overall revenue.

This financial forecast assumes that the City of Winder will apply for and be awarded grant funds from the Atlanta Regional Commission (ARC), the Georgia State and Tollway Authority (SRTA), and HUD. The primary source of ARC grant funding is the LCI program. The ARC board has allocated \$600 million for transportation projects through 2050. The grants require a 20% match. Based on previous application windows and awards, it is reasonable to assume that the city may receive up to \$5 million in ARC-programmed funds through the year 2040. Although more competitive, SRTA's GTIB grant program could supplement the city's transportation needs in an amount up to \$2 million. Finally, HUD's CDBG can be pursued by the city. Awards of up to \$1,000,000 have been secured by Winder in the past, and CDBG funds will be shown in the funding table in similar amounts albeit at irregular intervals.

Forecasting long-range federal revenues at the MPO level, such as the ARC, is predictable to some degree; however, it is difficult to estimate how much of the total regional programmed funds will be realized by any one city in the region. The Infrastructure Investment and Jobs Act (IIJA) was signed into law on November 15, 2021 and covers five years (FY 2022-2026). The Act directs \$1.2 trillion in total investment across a broad range of types of infrastructure. As shown in the table below, the IIJA spending bill resulted in significant increases in federal spending for transportation. Future bills may reduce federal obligations, or regress to normal amounts. Therefore, future federal revenue to local governments should show growth over time, but the growth rate should reflect historical increases rather than assuming the dramatic increases seen



in IIJA. In addition to anticipating funding based on its grant history, the city will likely be able to take advantage of some of the new programs established in IIJA, such as the Safe Streets for All (SS4A) which allocates federal funds to local governments for traffic safety improvements. This funding, estimated to be up to \$4 million in awards to the city (2025-2040), is represented in the table as Future Federal Programmed Funds.

Table 11: Comparison of Fast Act to IIJA Funding

	2021	2022	2023	2024	2025	2026	Total IIJA 2022-2026
Urbanized Area Formula Program (5307/5340)	\$5.46B	\$6.96B	\$7.11B	\$7.29B	\$7.44B	\$7.63B	\$36.4B
Enhanced Mobility of Seniors and Individuals with Disabilities Formula Program (5310)	\$293M	\$421M	\$429M	\$439M	\$447M	\$457M	\$2.2B
State of Good Repair Formula Program (5337)	\$2.71B	\$4.41B	\$4.48B	\$4.58B	\$4.65B	\$4.74B	\$22.9B
Bus and Bus Facilities Formula Program (5339)	\$593M	\$604M	\$617M	\$633M	\$646M	\$662M	\$3.2B
Metropolitan Transportation Program (5303)	\$107M	\$185M	\$189M	\$193M	\$197M	\$202M	\$1.0B

FAST
IIJA
+43.4%

Table 12: TIP Period Revenue (2025-2040) by Program

PROGRAM	2025-2040
TSPLOST	\$62,280,115
CDBG	\$2,000,000
LMIG	\$3,723,764
ARC LCI	\$5,000,000
SRTA GTIB	\$2,000,000
Future Federal Programmed Funds	\$4,000,000
TOTAL	\$79,003,879

PROJECT TIERS AND CONSTRAINING

A total of three project tiers were created for the purposes of financial constraining and project prioritization. Financial constraining for the purposes of the TIP is based primarily on local funding amounts because Winder can largely determine how, when, and where to allocate these dollars. In general, the funding amounts in Tier 1 are likely because this revenue is based on an ongoing TSPLOST program and conservative estimates of state and federal programs. The Tier 2 forecast is less certain but probable because SPLOST programs, such as the current single county TSPLOST, are popular and widely approved by voters in Georgia and in the metropolitan Atlanta area in recent history. Further, state, and federal transportation funding is generally stable over the mid-range years. It is not uncommon for a large-scale transportation project to take 5 or more years to complete so USDOT and GDOT must ensure that they can



meet their long-range financial obligations. The Tier 3 forecast is possible if historic trends hold and the TSPLOST continues.

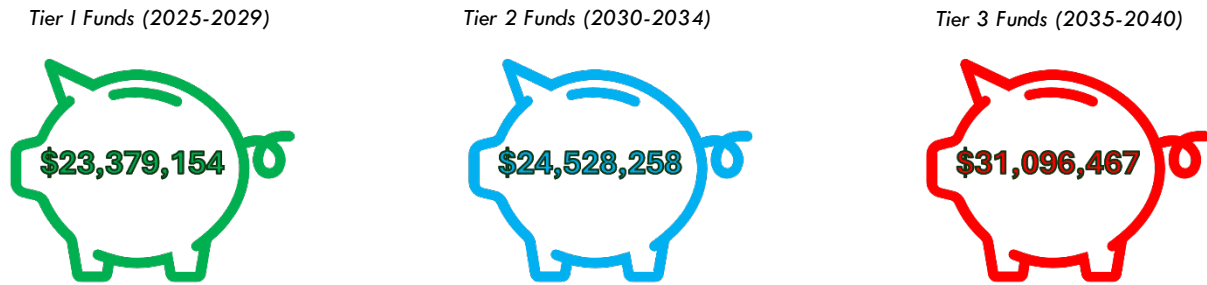


Figure 30: Tiers 1-3 Forecasted Funding

CAPITAL BUDGET VERSUS OPERATIONS & MAINTENANCE (O&M) BUDGET

Traditionally, government accounting separates capital costs, usually one-time outlays for new projects, from the costs of operating and maintaining the city on a day-to-day basis. Except for future LMIG revenue, it is expected that most Public Works operations, including the routine operation and maintenance of the roadway system, will be funded out of the city’s general fund. TSPLOST and federal aid are typically limited to capital projects. The City of Winder currently effectively manages has road resurfacing program in place.

FUNDING SET-ASIDES

The anticipated funding in the short-range period should allow the city to set aside some dollars for unspecified needs. For example, transportation planning funds can be used to refine concepts or pay for special studies. Also, as grant opportunities come along, the city will almost certainly need matching funds on hand. Historically, state, and federal grants either require a minimum local match or at least granting agencies favor applications that show a significant local monetary investment in the project. The city could also use transportation funds to employ professional service firms to supplement staff in the preparation of competitive applications. Finally, the city can set aside funds to initiate a major update to this 2024 TIP which will be needed soon after the final year of the short-range work program.

5. POLICY RECOMMENDATIONS

Long Range Road Classification

This section presents the recommended roadway reclassifications for several local and minor arterial roads to improve traffic flow, accessibility, and connectivity within the area. These changes are based on an assessment of the current and anticipated usage of each roadway, as well as the need to improve connectivity to key destinations and support regional transportation and development needs. The table below shows the recommended roadway classification changes within the city of Winder and the proceeding sections detail the proposed reclassifications with a map (Figure 31) showing the proposed long-range road classification system.

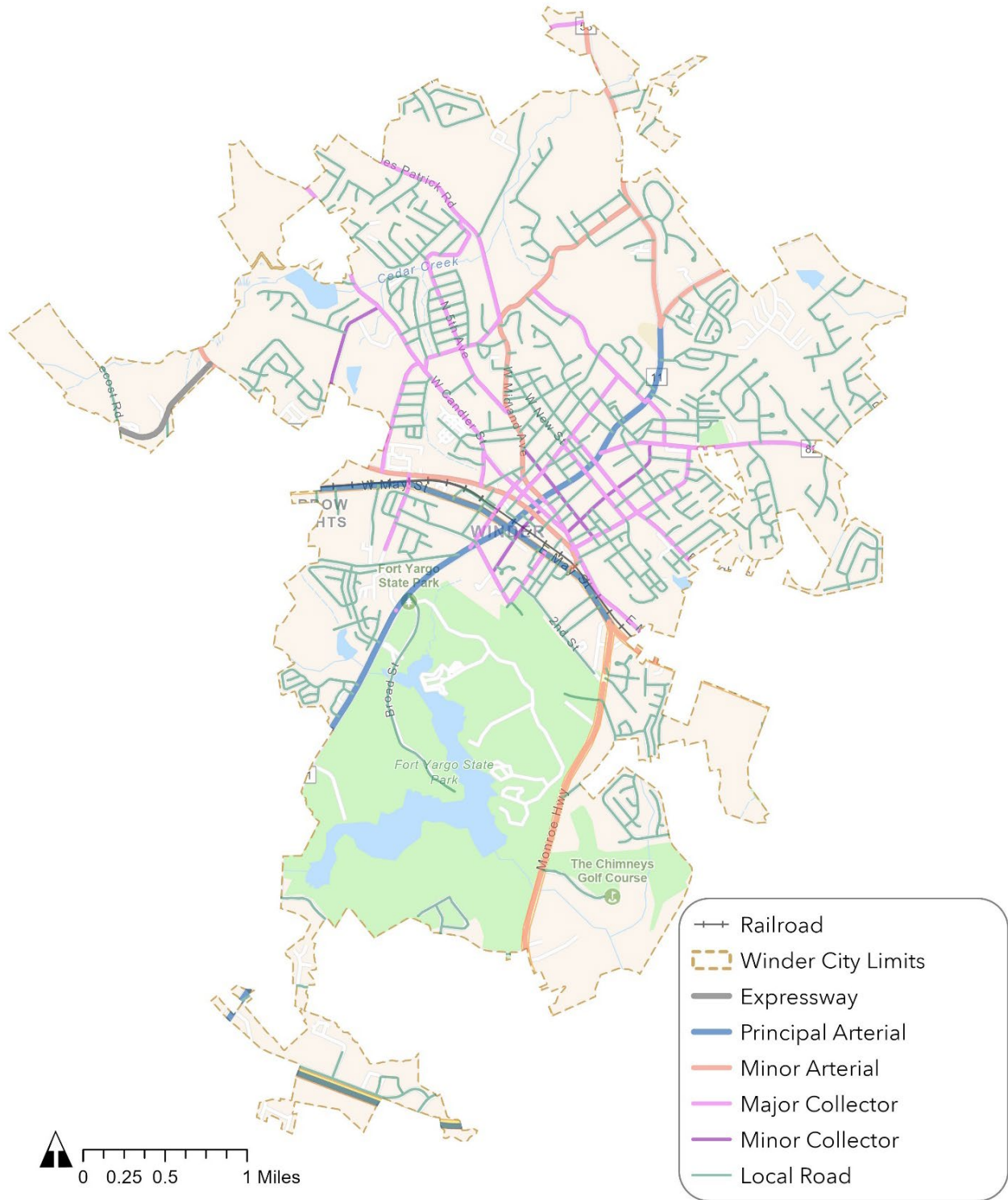


Figure 31: Long Range Road Classification Map



Local to Minor Collector Classification

The following local roads are recommended for reclassification as Minor Collectors to facilitate improved neighborhood connectivity and better distribution of traffic to larger roads:

- **East Stephens Street** (from MLK Jr. Drive to State Route 211)
- **Georgia Avenue** (from East Midland Avenue to East Broad Street)
- **Hal Jackson Road** (from City Limit to City Pond Road)
- **North Jackson Street** (from May Street to East Candler Street)
- **South Jackson Street** (from Lee Street to May Street)
- **West Stephens Street** (from State Route 211 to West Midland Avenue)

An updated Long Range Road Classification map will enable the city to maximize its investments in the street grid. Over time, the major travel corridors will feature design characteristics in place to accommodate higher traffic counts, such as turn lanes, adequate storage, and medians.

Minor Arterial to Principal Arterial Classification

The following roads, currently classified as either local or Minor Arterials, are recommended for reclassification as Principal Arterials to support higher volumes of through traffic and enhance citywide connectivity and progression:

- **State Route 81** (from City Limit to May Street)
- **West May Street** (from Broad Street to City Limit)
- **West Winder Bypass**

Table 13: Recommended Roadway Classification

Road Name	Extent A	Extent B	Classification (Existing)	Classification (Recommended)
East Stephens Street	MLK Jr. Drive	State Route 211	Local	Minor Collector
Georgia Avenue	East Midland Avenue	East Broad Street	Local	Minor Collector
Hal Jackson	City Limit	City Pond Road	Local	Minor Collector
North Jackson Street	May Street	East Candler Street	Local	Minor Collector
South Jackson Street	Lee Street	May Street	Local	Minor Collector
State Route 81	City limit	May Street	Minor Arterial	Principal Arterial
West May Street	Broad Street	City Limit	Minor Arterial	Principal Arterial
West Stephens Street	State Route 211	West Midland Avenue	Local	Minor Collector
West Winder Bypass	State Route 211	Pearl Pentecost Road	Local	Expressway

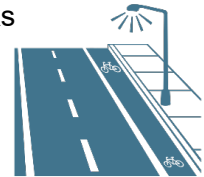


Vulnerable Road User (VRU) Safety

As defined by the Federal Highway Administration (FHWA), a vulnerable road user (VRU) is a pedestrian, bicyclist, other cyclist, or person on a personal conveyance device. A VRU may include people walking, biking, or rolling but not motorcyclists. VRU laws prioritize the safety of these individuals and recognize the vulnerability of not being protected by a car. The laws focus on raising awareness around the importance of safety and holding drivers accountable for their actions, particularly when VRUs are involved.

According to the Infrastructure Investment and Jobs Act (IIJA), all states are required to develop a VRU Safety Assessment as part of their Highway Safety Program. In Georgia GDOT analyzed crash trends and increased VRU safety funding, specifically for infrastructure and education. Additionally, Georgia has taken steps to improve VRU safety by updating legislation (O.C.G.A. § 40-6-56), mandating that motorists must pass bicyclists with a minimum distance of three feet. Local governments can build on these laws and further protect cyclists and promote practices by establishing unique policies in their area. The City of Winder should consider the following initiatives:

Enhance Infrastructure: The current pedestrian and bicycle network lacks connectivity throughout the whole City and would benefit from safety improvements. Winder should consider implementing measures such as expanding the multi-use path network, creating dedicated bicycle lanes, installing pedestrian crosswalks at intersections, ensuring pavement marking visibility, and improving lighting in areas with heightened pedestrian and bicycle traffic.



Educational Campaigns: Executing a public awareness campaign is crucial in educating both motorists and VRUs about laws and safety measures. GDOT has resources for campaigns and an education curriculum that Winder can utilize, including the See and Be Seen campaign. Partnerships with local organizations can aid in promoting educational resources and create a stronger effort toward making the roads safer for VRUs.



Enforcement and Compliance: Collaborate with local law enforcement agencies to ensure the consistent enforcement of laws that aim to protect VRUs. Engage in regular traffic enforcement operations that specifically target violations related to safe passing distances.



Alignment with ongoing ADA Transition Plan Activities

The City of Winder is developing an ADA Transition Plan, including a Self-Evaluation. The draft Transition Plan was completed in April 2024. Completed tasks included the development of the Transition Plan framework, documentation of City's efforts to date related to Title II compliance, inventory of City facilities and programmatic elements to be evaluated in future phases, and development of a budget and schedule to complete the City's Self-Evaluation. The facility



inventory included documentation of buildings, parks, signalized intersections, and sidewalk corridors including 595 unsignalized intersections and driveways. All facility inventories were summarized in an ArcGIS geodatabase for future use.

The city intends to complete evaluations of all City facilities, programs, services, and activities for ADA compliance in 2025 and 2026. The outcome of these evaluations will provide the City with ADA compliance status, estimated costs of improvements, prioritization information, and a multi-year plan for implementing improvements for all non-compliant City facilities and programmatic elements. These improvements will support pedestrian mobility, participation, and inclusion citywide. ADA plan recommendations will be consulted and followed in all future transportation engineering documents.

Traffic Calming Policy

Safe Routes to School (SRTS) Program

The most effective approach for addressing pedestrian safety in the vicinity of schools is a comprehensive approach outlined in programs such as GDOT's Safe Routes to School (SRTS) program. This method involves, at a minimum, education, engineering, and enforcement. On the occasions where a school is located in an industrial area or along a major highway, pedestrian traffic is likely to be minimal in any case. In the City of Winder, current school sites are good candidates for walk-or bike-to-school trips by children of many ages.

The first "E" of most SRTS programs is usually Education. Not only do students need to understand basic traffic safety behavior, but also parents must reinforce these habits, and, ultimately, must also feel comfortable with their students walking to school. Another part of the Education element is support from the school administration. The local school board should adopt policies that acknowledge student pedestrian activity as a viable mobility option. For example, school grounds should be designed to offer multiple access points, especially connections to adjacent subdivisions, instead of fencing the entire boundary of the property, as is common for security or other reasons.

With the local school leading the effort, the local government should investigate proven countermeasures that improve student pedestrian safety. Such countermeasures include connected sidewalks, reduced speed limits during certain school hours, and well-marked crosswalks. In general, two or more countermeasures should be installed in most situations.

Through various state laws, local regulations, and planning, many elements to help ensure safe student pedestrian activities are already in place in most communities. Nonetheless, even when all elements of a well-constructed SRTS program are in place, it is unlikely that walk-to-school trips will make up a significant percentage of all school trips in the absence of an activist. Most SRTS initiatives fail to get traction because of a missing advocate. The most effective programs can enlist a volunteer parent or committee to organize walk- or bike-to-school days, and other activities. These efforts can help remove the stigma that walking to school is too dangerous for school-age children. In addition to influencing parents, SRTS advocates can meet regularly with administrators and school board members. When walking to school is commonplace, there is less



resistance from parents and it becomes an acceptable mode choice, even for grade school children.

School Pedestrian Recommendations

Based on a desktop survey and in alignment with pedestrian safety guidelines, the following prioritized recommendations are provided for enhancing pedestrian infrastructure at schools within the Winder city limits. The schools assessed include Winder-Barrow High School, Russell Middle School, and Winder Elementary School.

Winder-Barrow High School

Current Conditions: A survey of current conditions revealed that many features are in place to encourage safe pedestrian activities. However, local agencies should consider additional improvements based on recent traffic safety research.

Recommendations:

- Install sidewalks on both sides of streets in school zones and moderate residential density areas to ensure thorough coverage along primary routes, intersections, and neighborhood connections.
- Upgrade crosswalks with high-contrast markings and incorporate pedestrian-activated signals at key high-traffic crossings where applicable.
- Establish buffer strips along major pedestrian routes to enhance separation from vehicle lanes and support increased pedestrian safety.
- Conduct a detailed ADA compliance review to address any missing curb cuts or ramps, ensuring full accessibility for all users.
- Undertake repairs and regular maintenance of any cracked or uneven sidewalk segments, particularly at crosswalks, school entrances, and intersections.
- Install trees within buffer zones (minimum width of 4 feet) to provide a natural buffer between pedestrians and traffic, enhancing comfort and aesthetics along pedestrian corridors.
- Widen sidewalks to 6 feet where feasible, particularly in downtown and pedestrian-priority areas, to meet current ADA standards.

Russell Middle School & Winder Elementary School Complex

Current Conditions: This dual-school complex, constructed in 2018, includes several modern pedestrian safety features such as setback sidewalks and pedestrian-scale lighting. Further enhancements, however, would support additional safety and aesthetic benefits.

Recommendations:

- Add appropriately spaced trees within the buffer zone (minimum width of 4 feet) to create a more substantial separation between pedestrians and the travel lane, while enhancing the overall comfort and visual appeal of the pedestrian environment.
- Install continuous sidewalks connecting key intersections and nearby neighborhoods to ensure comprehensive pedestrian access throughout the surrounding area.



- These recommendations are aligned with established best practices in pedestrian infrastructure design, aimed at enhancing the safety, accessibility, and overall experience for students and community members traveling to and from these schools.

Sidewalk Improvement Plan

Winder's downtown area features a well-built pedestrian core, with robust sidewalks and infrastructure, particularly along key streets like Broad Street, enhancing walkability and access to local businesses. This established area should serve as a foundation for expanding walkable infrastructure throughout the city. Moving outward from this core, the city can connect more neighborhoods, schools, and commercial zones, creating a safe and accessible network for residents and visitors.

However, as one moves beyond the downtown area, sidewalks become less consistent, with some neighborhoods and commercial areas lacking adequate pedestrian pathways. This inconsistency poses challenges for those seeking safe routes across the city. Additionally, certain intersections and crossings may benefit from enhanced safety features, such as improved crosswalks and pedestrian signals, to better accommodate foot traffic.

To enhance Winder's sidewalk and pedestrian infrastructure, the city should consider the following recommendations:

- **Develop a Comprehensive Pedestrian Safety and Mobility Plan**
Winder should consider a detailed pedestrian safety and mobility plan that assesses current conditions, identifies gaps, and outlines strategies for improvement. This plan would serve as a roadmap for developing a safe, connected, and accessible pedestrian network.
- **Prioritize Safety Enhancements**
Installing pedestrian crosswalks, curb ramps, and adequate lighting at key intersections improves visibility and accessibility. Traffic calming measures, such as raised crosswalks and narrowed lanes, can help reduce vehicle speeds in pedestrian-heavy areas.
- **Ensure ADA Compliance**
All sidewalk additions and upgrades should meet GDOT Pedestrian and Streetscape Guide recommendations and ADA compliance standards. This includes incorporating tactile paving for visually impaired pedestrians and ensuring sidewalks are wide enough to accommodate individuals with mobility aids.
- **Enhance Connectivity**
Filling in existing sidewalk gaps, especially near schools, parks, and commercial centers, will better inter-connect the pedestrian network. Adding sidewalks along busier roadways where pedestrians currently walk along shoulders or unpaved paths will further ensure safety and accessibility. Pedestrian connectivity should be expanded to include areas where neighborhood cut-through routes are feasible, such as bike or pedestrian trails and steps that provide direct access to main roads or schools, rather than following the longer, winding paths through neighborhoods.
- **Improve Aesthetics and Comfort**
Planting trees or creating green buffers between sidewalks and roadways, (a 5' setback is required for streets with speed limits exceeding 35mph), can enhance the visual



appeal and comfort of pedestrian pathways. Using durable, visually appealing materials like permeable pavers can give sidewalks a unique look while promoting water drainage. Adding street furniture, benches, and public art installations along sidewalks will make these routes more inviting, establishing a pleasant and cohesive pedestrian environment.

- **Coordinate with Developers and Regional Partners**

Winder should collaborate closely with developers and regional partners such as the ARC, GDOT, and the NEGRC to coordinate the creation and expansion of planned multiuse paths and trail systems at the city, county, and regional levels. This collaboration will ensure cohesive development of these pathways, promoting connectivity across municipal boundaries and supporting an integrated approach to active transportation and recreational spaces.

By adopting these strategies, Winder can develop a pedestrian-friendly sidewalk environment that promotes safety, accessibility, and community engagement.

Bicycle Network Recommendations

Building on the popularity of Fort Yargo and the network of parks in Winder, the city aims to enhance bicycle connectivity to its natural assets. By improving roadways with features such as protected bicycle lanes and multi-use trails the City can create a more accessible and appealing environment for recreational cyclists and everyday riders. As roadways undergo routine repaving, this presents an ideal opportunity to assess the feasibility of lane narrowing, which could free up additional space for dedicated bike infrastructure such as protected bicycle lanes. Evaluate the opportunity to add bike or pedestrian infrastructure or safety improvements concurrent with major roadway improvements or maintenance projects.

Figure 32 shows the proposed bike network paths informed by input from stakeholders, the public, and previous technical findings (i.e., popular Strava Metro routes and roadways with higher ARC Pedestrian/Bicycle risk). Note that roadway capacity projects are shown as current GDOT policy requires for the inclusion of pedestrian infrastructure improvements with these project types.

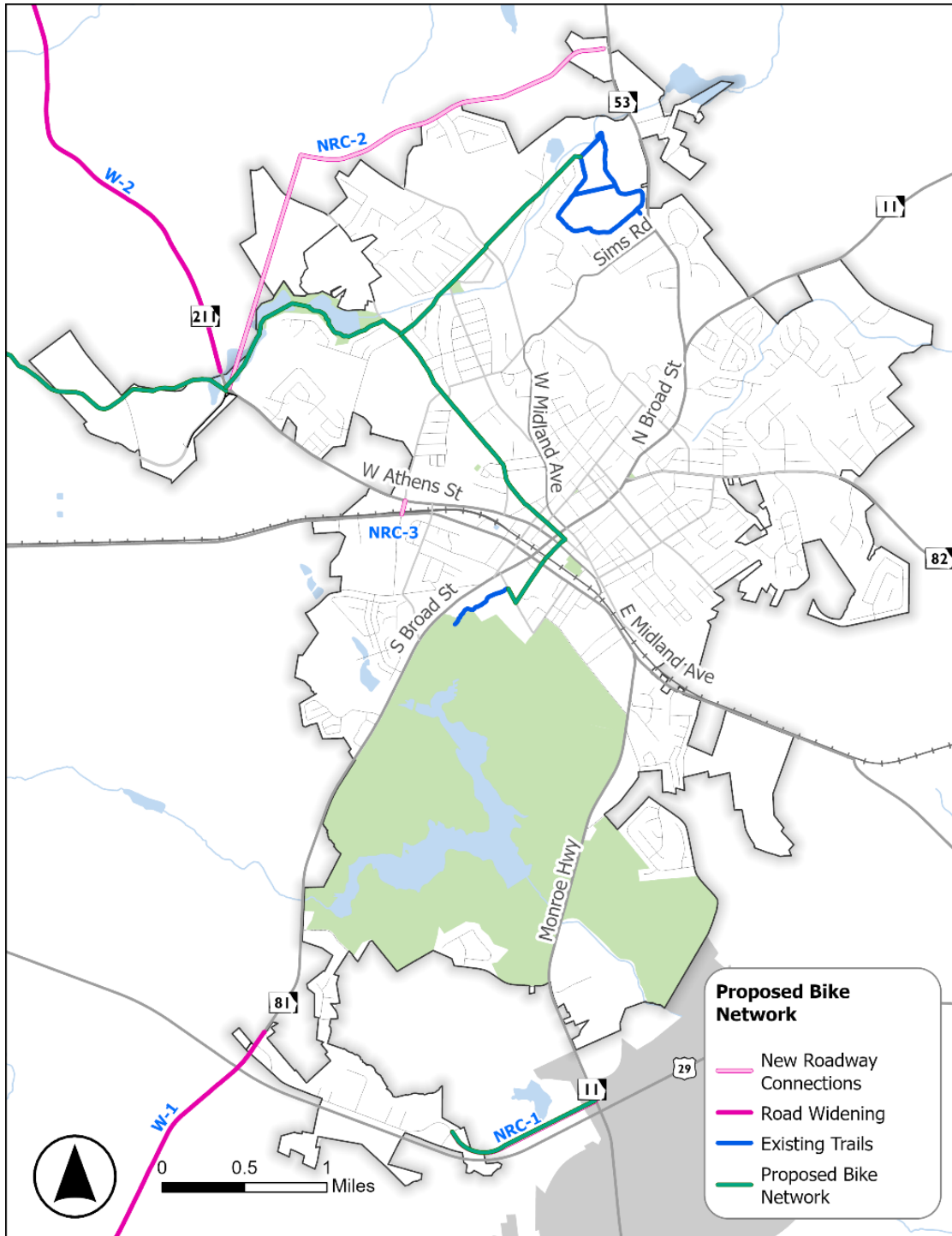


Figure 32: Proposed Bike Network

Freight Policy

Truck traffic along Winder roadways can be as high as 20% and can challenge the City's transportation system, as documented in the Existing Conditions and Future Needs Assessment. Freight pass-through trips (i.e., truck trips starting and ending outside of Winder) can add to congestion along Downtown Winder streets and intersections.



The following freight policies are recommended to improve truck mobility and safety in Winder:

- Continue to collaborate with Barrow County, GDOT, and other regional partners to complete the Winder West Bypass project (NRC-2). This bypass would provide an alternative route for trucks to bypass congested areas in Winder, further improving truck mobility and reducing travel times.
- Evaluate all state route designations currently in the city. Key downtown Winder corridors, such as SR 11 experience a notable number of truck passthrough trips according to Replica and RITIS Trip Analytics data and are a part of the regional truck route system. Changing state route designations will allow the city to have more control over the management and optimization of these roadways, specifically for freight traffic. Removing heavy truck traffic from the central business district may contribute to a more vibrant, thriving downtown Winder experience.

Transportation System Management and Operations (TSMO)

In 2020, the ARC created the Transportation System Management and Operations (TSMO) Local Agency Deployment Guide to assist agencies in implementing TSMO strategies aimed at optimizing their current transportation networks. This guide offers detailed information on intelligent transportation systems (ITS) and technology strategies tailored to urban, suburban, and rural areas. Below is a list of technologies and policies relevant for consideration by the City of Winder.

Traffic Signal Management Suburban routes often experience heavy one-way traffic during peak commuting times, with cars moving in and out of the area. Adjusting signal timing to prioritize traffic flow during these peak hours can reduce congestion and delays. During off-peak hours, balanced signal timing helps keep traffic moving smoothly. Improved connectivity and advancing technology now make it easier to install and operate Emergency Vehicle Preemption (EVP) at intersections. These systems can reduce travel times and improve safety for both emergency vehicles and the public.

- It is recommended that the City of Winder gain access to GDOT's SigOps Performance Metrics Dashboard, as well as the GDOT CCTVs in the county to monitor the county's signals and identify needs. The Dashboard shows one CCTV within the city of Winder at the intersection of May Street and Broad Street. An initial GDOT workshop is recommended to allow county staff to become familiar with accessing this data.
- A few cities across the State of Georgia have been able to design, build, operate, and staff a fully functional traffic control center (TCC). Winder's population does not yet warrant a full time TCC, however the City could take some exploratory steps to be operational beyond the time horizon of this plan.

Emergency Vehicle (EVP) and Signal Rail Preemption can improve safety by providing emergency vehicles additional green time at signalized intersections and reduce the risk of crashes.

- EVP is recommended in the City of Winder at locations near the Northeast Georgia Medical Center and other medical facilities as needed within the city limits.



- It is recommended that when a signalized highway intersection is near a railroad crossing and queues from one affect the other, the railroad and traffic signals should be linked. As a train approaches, the traffic signals should shift to a special mode to allow safe movement for vehicles and pedestrians. According to FHWA's Manual on Uniform Traffic Control Devices (MUTCD) this coordination helps the signals work together smoothly and avoid conflicts. Also, the signal timing can be adjusted to allow for the queue caused by the train crossing to be cleared in one cycle.

Work Zone Management Work zones are essential for infrastructure maintenance and construction but can also create safety risks and congestion. Actively managing these zones helps reduce these issues. A smart, consistent approach improves safety for drivers and workers, reduces delays, speeds up construction, and ensures access to homes and businesses. In suburban areas, limited right of way, high speeds, and heavy traffic create safety risks if work zone strategies are not used. Implementing strategies to reduce travel speeds can greatly improve safety. Limiting construction to off-peak hours also adds safety benefits in these areas.

- The City of Winder is encouraged to work with GDOT to share real-time information about road construction. Dynamic message signs (DMS) on roadways and updates via Traveler Information Portals can alert motorists to construction areas and suggest alternate routes.

ITS Supporting Deployments can be used to improve safety by deploying technologies to strategic locations.

- **Warning Systems** that detect unwanted driver behavior and warn the driver could be deployed in key locations in Winder such as high crash areas or along dangerous curves in the roadways.
- **Road Weather Information Systems (RWIS)** that detect real time weather data and provide information on visibility and/or pavement conditions to drivers could be deployed to crucial safety locations in Winder, such as critical bridge locations. ¹

Implementation Plan

Short-term (4 years) Action Plan

The short-range program consists of a major roadway operational improvement, a project that addresses freight movement, and several active transportation projects. Each of these projects addresses a specific mobility need, and, if implemented, will positively affect the lives of residents of and visitors to the City of Winder. The roadway projects score well in terms of reducing congestion and improving safety. The active transportation projects offer benefits such improved mobility for zero vehicle households, as well as possibly reducing the number of trips made by private automobiles. Since the early 2000's, the ARC has encouraged projects and programs that reduce the reliance on single occupant vehicles. Residents benefit not only from more trip choices but also improved air quality. These active transportation projects, combined with strategic development regulations further the city's vision and align with the goals set for the 2024 TIP.

¹ ARC's TSMO Local Agency Deployment Guide, May 2020 (<https://cdn.atlantaregional.org/wp-content/uploads/arc-tsmo-local-agency-deployment-guide-final-1.pdf>)



Next Steps

To this point, the Recommendations document provides a well-thought-out list of projects in priority order as well as a rich source of information to describe the need and purpose clearly and concisely for any of the projects. In order to maximize the value of the plan and ensure long-term benefits, the city should pursue the following actions:

- Present the TIP to City Council for formal adoption.
- Present the Long Range Road Classification (LRRC) Map for formal adoption.
- Review City of Winder development regulations to ensure consistency with the projects and priorities as shown in the TIP.
- Incorporate the LRRC map into development regulations. Set specific conditions based on the proposed new development and the functional class of roadway(s) that serves the development.
- Leverage reservation of ROW to implement wide sidewalks and multi-use paths.
- Review and update land-use policies and standards related to bicycle and pedestrian infrastructure standards.
- Add a GIS database to the existing pavement management process.

Conclusion

The above recommendations are a result of sound engineering judgment, public input, demographic trends, and state of the practice geodatabase analysis. The plan begins with a fiscally realistic 4-year action plan. A wide variety of policies and projects have been identified for implementation through the plan's horizon year of 2040. The projects, if completed, will positively affect the daily lives of Winder citizens and visitors to the city. Beyond safer and more efficient trips, these capital investments and policies support broader city initiatives that will create a more vibrant, financially responsible multi-modal community offering a higher quality of life across the entire age spectrum.



EXISTING CONDITIONS AND FUTURE NEEDS ASSESSMENT

CITY OF WINDER TRANSPORTATION IMPROVEMENT PLAN

PREPARED FOR:



IN PARTNERSHIP WITH:

Kimley»Horn

PREPARED BY:

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October 24, 2024

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1. INTRODUCTION

The City of Winder is in the process of updating its Transportation Improvement Plan (TIP) which will provide detailed insights into current traffic patterns, potential areas of improvement, and innovative solutions to enhance mobility and accessibility for Winder’s residents over the next 20 years. This 2024 TIP will serve as a document for Winder to prepare for its future while helping City staff and elected officials make transportation decisions. This plan follows the general outline provided by the Atlanta Regional Commission (ARC).

This report documents the existing conditions and future trends of Winder’s transportation system to identify project and policy recommendations to improve mobility and safety for all road users in Winder. This document includes the following sections:

- **Review of Plans:** Review of previous planning efforts in Winder and greater Barrow County.
- **Diagnostic Review:** Reviewing projects previously identified as a priority for Winder compared to the existing conditions.
- **Community Overview:** Understanding the people and populations that makeup Winder.
- **Transportation System:** Understanding the roadway network, congestion, and active transportation network of Winder.
- **Financial Overview:**
- **Next Steps:** Upcoming steps and activities building towards the recommendation phase.

1.1 Study Area

Winder, Georgia was incorporated in 1893 and has a population of approximately 19,368¹ today. The City is the county seat of Barrow County and is located 50 miles northeast of Atlanta and 24 miles directly to the west of Athens, Georgia, as shown in Figure 1. The City has an area of over 13 square miles, with nearly 20% of the land mass being made up by Fort Yargo State Park.

¹ ESRI Business Analyst April 2024.

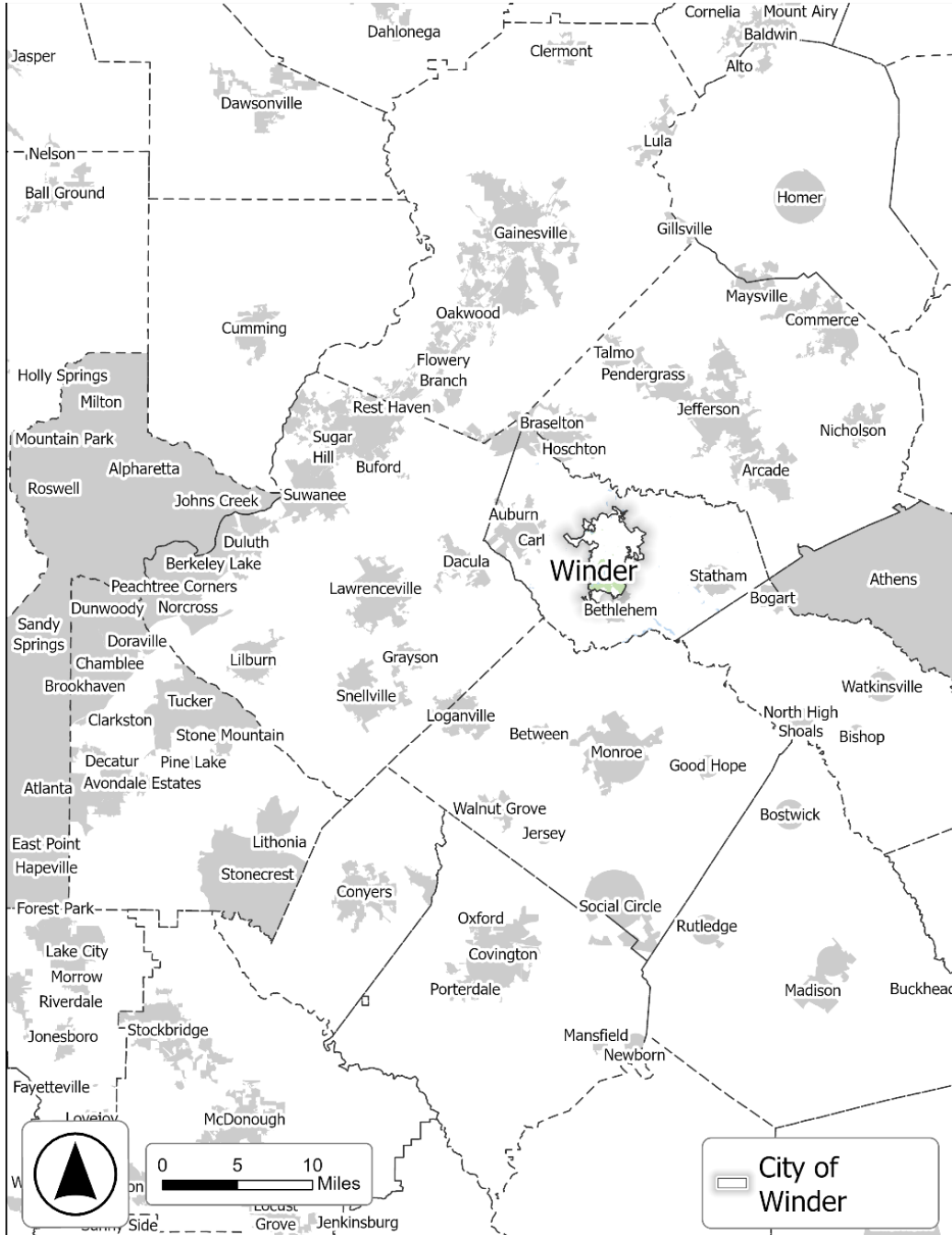


Figure 1: Regional Study Area



2. REVIEW OF RELEVANT PLANS

It is important to understand previous planning efforts before identifying new transportation project solutions for the City of Winder. The review of previous relevant plans included seven studies over the past 14 years. Relevant surface transportation projects and policies that were identified in previous planning efforts will form the basis of the universe of projects for the Winder TIP.

[Winder Comprehensive Plan](#)

The City developed the *Winder Comprehensive Plan* in 2023 to establish a clear vision for Winder's growth over the next 20 years. The *Winder Comprehensive Plan* identified surface transportation needs such as improving walkability between existing residential neighborhoods and downtown Winder, closing gaps in the sidewalk network, and reducing roadway congestion. Transportation improvement recommendations included implementing the Complete Streets and Trails Plan Priority 1 path projects, a new trail connection to Rose Hill Cemetery, a pedestrian connection between downtown and Fort Yargo State Park, and the development of the Winder TIP.

[Winder TSPLOST Program](#)

The 2023 Barrow County Transportation Special Purpose Local Option Sales Tax (TSPLOST) allocated over \$18 million in capital projects to the City of Winder. Over \$5 million was allocated to roadway resurfacing while over \$4 million was dedicated to intersection improvements at the intersection of East Athens Street, East Midland Avenue, and MLK Jr. Drive. Sims Road Realignment and Drainage Improvements were also identified with \$2.2 million in funding and stretching the whole length of the Sims Road corridor.

[Barrow County Comprehensive Transportation Plan](#)

The *Barrow County Comprehensive Transportation Plan (CTP)* was developed in 2023 to identify transportation needs and recommendations in Barrow County. The *Barrow County CTP* identified transportation projects and policies as well as funding strategies. There were 22 projects identified for the City of Winder.

[Winder Rose Hill Cemetery](#)

The City of Winder developed the *Rose Hill Cemetery Master Plan* in 2022 to help the City preserve, manage, and develop the Rose Hill Cemetery over the next 20 years. The mission of the Rose Hill Cemetery is to serve as a reverent historic burial ground that preserves and honors veterans and past residents of the City of Winder and Barrow County area while engaging the public through appropriate programming, welcoming open space, and educational opportunities. The master plan identified transportation improvements including the full-depth replacement of all asphalt road pavement, roadway spot improvements at locations where the private roads connect to City roadways, and pedestrian improvements where feasible.

[Winder Complete Streets & Trails Plan](#)

The City of Winder developed the *Complete Streets & Trails Plan* in 2021 to identify corridors that provide the greatest benefit to intra-city connectivity through alternative modes of transportation. The plan identified a series of multimodal transportation projects classified into four priority levels. The following is a summary of the Priority 1 bicycle lane and trail route projects, comprising over seven miles of trails and three miles of on-street bicycle lanes connecting downtown to major points of interest:

- Wimberley Center for Community Development
- Center for Innovative Teaching (CFIT)
- Winder Community Center
- Barrow County Health Department
- Winder-Barrow High School
- Fort Yargo Multi-Use Trail
- Victor Lord Recreational Park
- Barrow County Board of Education

[Winder Downtown Master Plan](#)

The *Winder Downtown Master Plan* was adopted in 2021 to provide a 10 to 15-year implementation strategy for managing future development and capital improvements within downtown. Transportation projects identified from the plan were placed into categories of new sidewalks, streetscapes, trails, and intersection improvements. Sidewalk projects were proposed where network gaps exist. A Jackson Street Trail project was also identified to connect the Wilkins Greenway Trailhead to Athens Street. The recommendations also focused on pedestrian improvements for at-grade railroad crossings in and near downtown Winder.

[Winder Livable Centers Initiative \(LCI\) Studies](#)

In 2010, the City completed a *Livable Centers Initiative (LCI)* study to find a unifying urban design theme and re-establish a pedestrian-friendly character in the area. Some of the key projects that were recommended include:

- Jackson Street Multiuse Trail, a crucial half-mile connection between downtown and Fort Yargo State Park.
- Pedestrian Improvements along Athens and May Street.
- Improving Pedestrian Accessibility at all Railroad Crossings
- Sweet Gum Lane Multiuse Trail, A connection between downtown, Rose Hill Cemetery, and the Holly Hill Mall area.

3. DIAGNOSTIC REVIEW

Understanding the current conditions of the City is an important part of the planning process. A diagnostic review was conducted to catalog the implementation status of surface transportation projects that were identified by City staff and included in the Barrow CTP and TPLOST project lists. Planned surface transportation projects were gathered and coded in a geographic information systems (GIS) shapefile that will form the working universe of projects list for the Winder TIP. Table 1 provides a summary of these projects by project source and implementation status.

As shown in Figure 2, projects in the queue for implementation include transportation safety, traffic operations studies, and intersection improvement projects. As of spring 2024, active projects include roadway improvements along Midland Avenue from downtown to Miles Patrick Road and realignment/drainage improvements along Sims Road.

Table 1: Summary of Diagnostic Review

Project Source	Active Projects	Projects Not Initiated	Total
Winder	5 ^(a)	5	10
Barrow CTP	0	22	22
TSPLOST	1	0	1
Livable Centers Initiative (LCI)	1	0	1
Total	7	27	34

Notes: ^(a)Citywide Resurfacing and Sidewalk Improvements are not mapped but included in the table.

Planned surface transportation projects in Winder were gathered from the following sources:

- City of Winder projects were gathered from City staff. These projects represent needed improvements from the community that have been compiled by City staff.
- Barrow CTP projects represent projects within the City of Winder that were developed as a part of the Barrow Comprehensive Transportation Plan in 2023.
- The Transportation Special Purpose Local Option Sales Tax (TSPLOST) is a funding mechanism in Barrow County aimed at addressing transportation infrastructure needs through a dedicated sales tax, for improving mobility systems within communities. These are the projects in Winder that were officially adopted for this program.
- ARC’s Livable Centers Initiative (LCI) aims to enhance the quality of life in the Atlanta region by promoting mixed-use developments, transportation options, and community connectivity to create more livable and sustainable neighborhoods. One active LCI project exists in Winder.



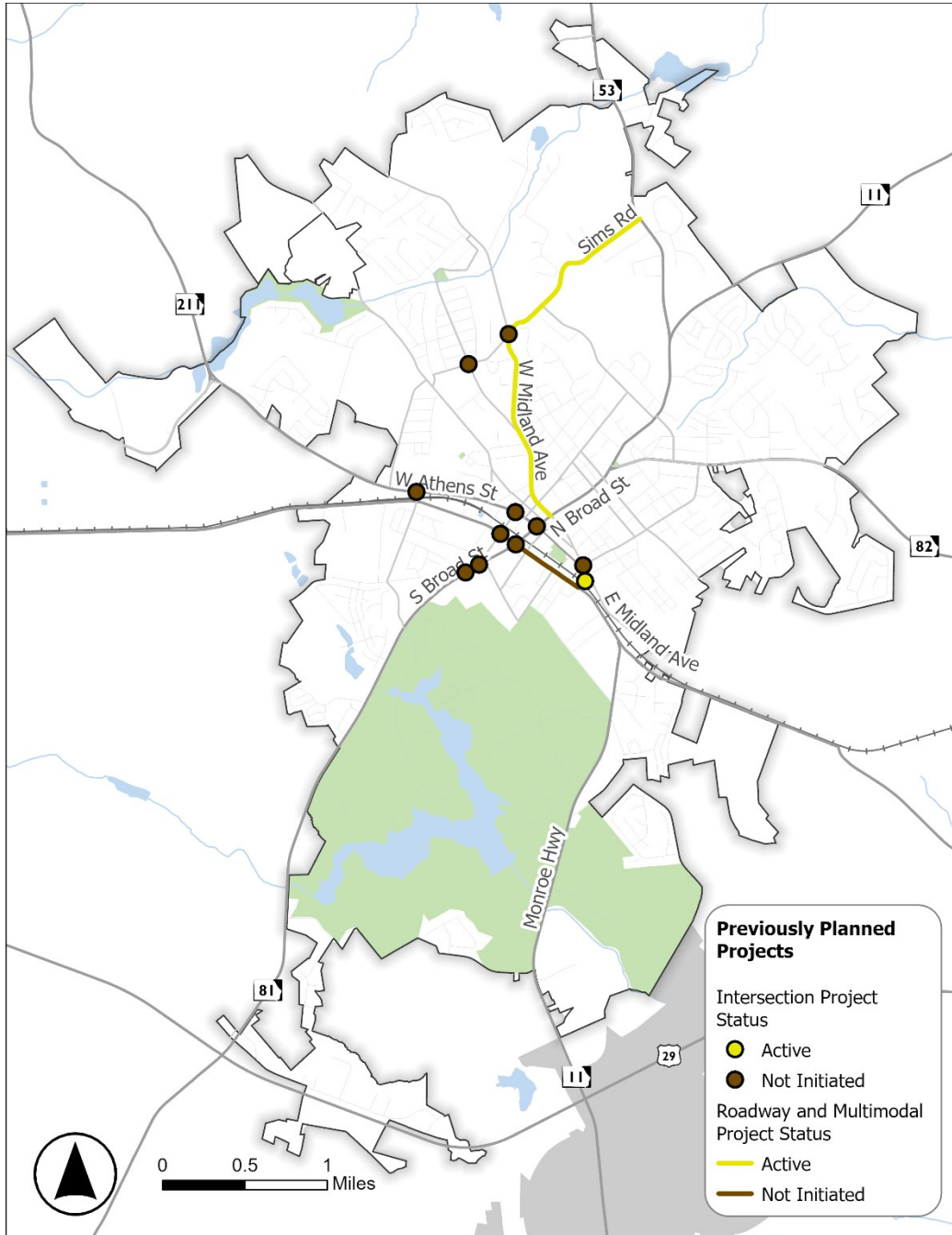


Figure 2: Previously Planned Projects in Winder

4. COMMUNITY OVERVIEW

Population and Housing

Winder is the County Seat of Barrow County located in northeast Georgia between the counties of Barrow, Jackson, and Oconee. Winder has 12.41 square miles of land area and 0.51 square miles of water area. As of 2023, the total Winder population is estimated to be 19,368, which has grown 61% since the 2000 census, when the total population was 12,035 residents. Winder’s population since 2000 has been growing at a rate of 2.09% annually which is higher than the statewide average growth rate of 1.35% (since 2000). Consequently, as Winder’s population is expected to top 20,000 residents by 2028, it is imperative that an efficient, safe, and reliable transportation system is provided to meet the growing population demands. Figure 3 below shows the total population growth since 2000.

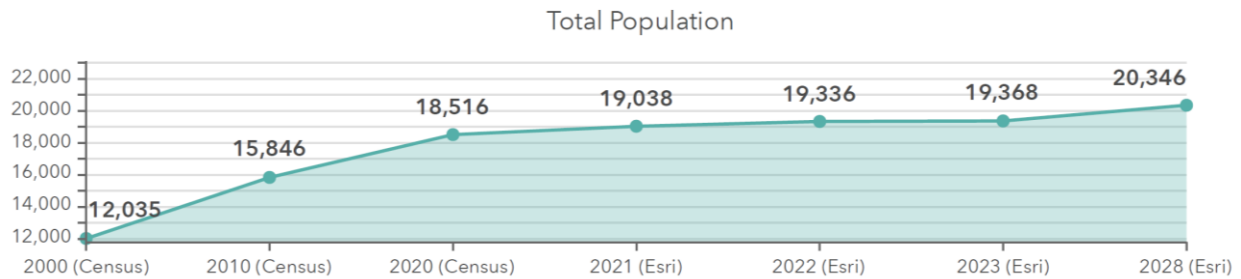


Figure 3: Total Estimated Population in Winder (2000 - 2028)

The rapid population growth in Winder from 2000 to 2010 (Figure 3) coincided with an initial growth in new housing construction, with 25% of all housing in Winder being built between 2000 and 2010 (the most over a decade since 1940). However, there was a sharp decline in new housing construction after 2010 potentially due to slowing demand in population growth and economic impacts from the Great Recession. While the housing supply since 2010 has decreased, the percentage of owner-occupied housing has increased while the percentage of rental properties has decreased.

The trend since 2000 is that there is an increase in overall owner-occupied housing compared to renter-occupied housing. As Winder advances and grows in the future it is important to plan for where and what type of housing development occurs within the county to maintain the downtown, suburban, and rural mix of land patterns. Figure 4 and Figure 5 illustrate the overall housing supply per decade (since 1940) and the owner vs rental housing market since 2000.

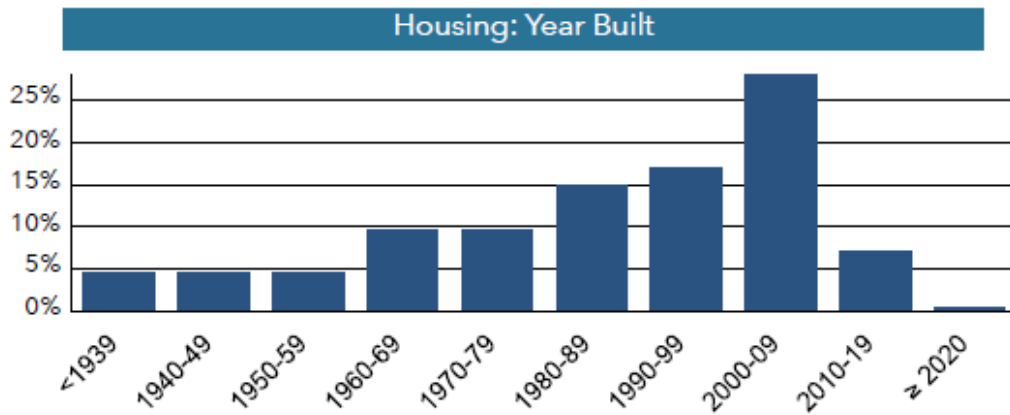


Figure 4: Winder's Housing Supply Per Decade

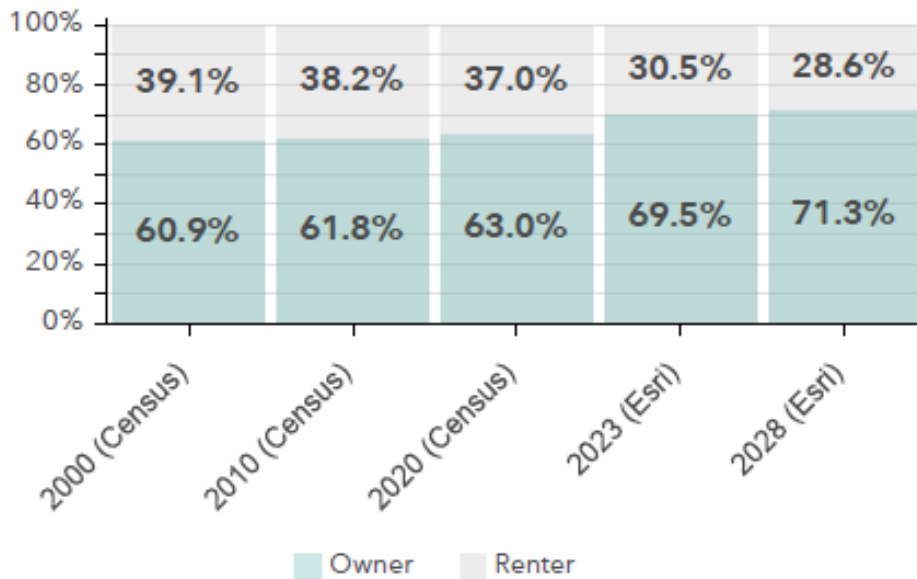


Figure 5: Winder's Owner vs Renter Housing Market Since 2000

Most of Winder's population (59%) is between the ages of 18-64 years old which is an indicator of a strong potential workforce population. Persons of age 65 and older comprise approximately 15.3% of Winder's total population while just over a quarter (25.7%) of Winder's population is under the age of 18. The combined population percentage of residents under the age of 18 or over the age of 65 is estimated at 41% of the total population which could be an indicator that almost half of Winder's population may have different transportation, maintenance, and access needs compared with the working age cohort of residents between the ages of 18 and 64 years old. The summary of Winder's population is listed in Figure 6 below.

Downtown Winder offers attractive areas to live, work, and socialize for young professionals. According to the 2021 Winder Downtown Master Plan the number of residents between the ages of 18 and 34 increased at almost twice the rate in Winder (22.9 percent) compared to Barrow County (12.2 percent), which suggests that a younger cohort is attracted to Winder's vibrant features. Additionally, the rate of growth for non-family households in recent years has outpaced

the growth rate for family households, however the absolute increase in family households was greater than the increase in non-family households. The numbers of both types of households increased, indicating demand for units of all sizes, including smaller units that can serve non-family households.

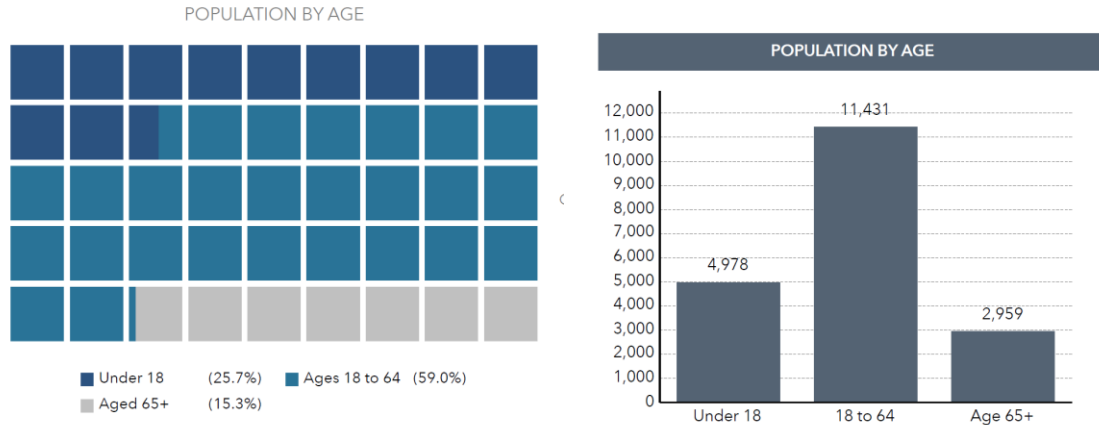
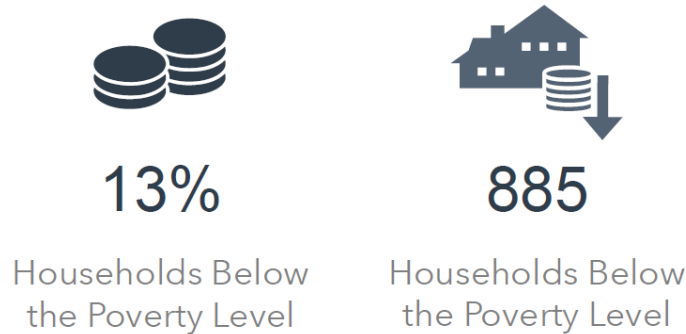


Figure 6: Winder's Population by Age Summary

According to the U.S. Census Bureau, the median household income (in 2022 dollars) in Winder was \$57,365². Additionally, 13% of households in Winder are below the poverty line which amounts to approximately 885 households out of Winder's total households of 7,031. Data from ESRI Business Analyst (2023) shows that an estimated 380 households in Winder do not have access to a vehicle, and approximately 2,118 households have a disability which could impact their respective mobility options and access. It is important that this plan considers the needs of the transportation-disadvantaged community as summarized in Figure 7 below.



² <https://www.census.gov/quickfacts/fact/table/windercitygeorgia,US/INC110222#INC110222>

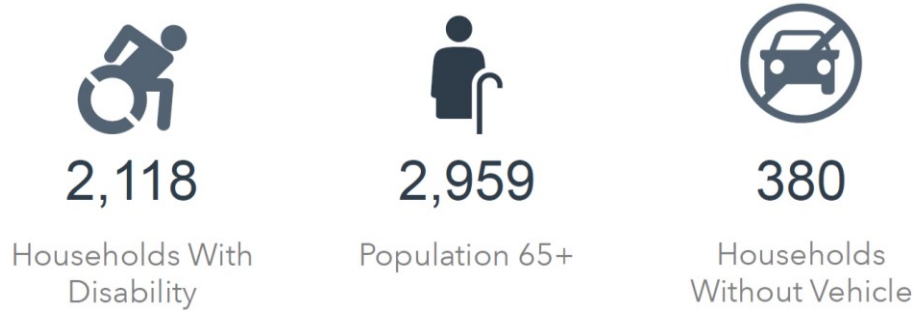


Figure 7: Winder's Transportation Disadvantaged Community Summary

Business and Employment

Data estimates from 2023 ESRI Business Analyst show that 878 total businesses in the City of Winder employ an estimated 8,593 employees. The percentage of employees per industry sector is detailed in the figure below, which shows that the leading job sectors are Retail Trade (15.2%), Manufacturing (12.9%), Professional/Tech Services (8.9%), and Health Care (8.6%). An inventory of work commute trips by time and mode in Figure 8 shows that the majority of workers in Winder commute alone via private vehicle to work (78%) with 17.2% of commuters carpooling and less than 1% of commuters walking or taking public transit to work. The median commute time in Winder is between 30-34 minutes (18.2% of commuters) with approximately 27.9% of commuters traveling less than 20 minutes to work. Whereas the City of Winder currently has no direct public transportation to serve commuter trips, some residents may use park and ride lots and buses in other neighboring counties. Moreover, the data shows zero bicycle trips to work, however, anecdotally, it appears that some residents are biking to work, although this is a small number.

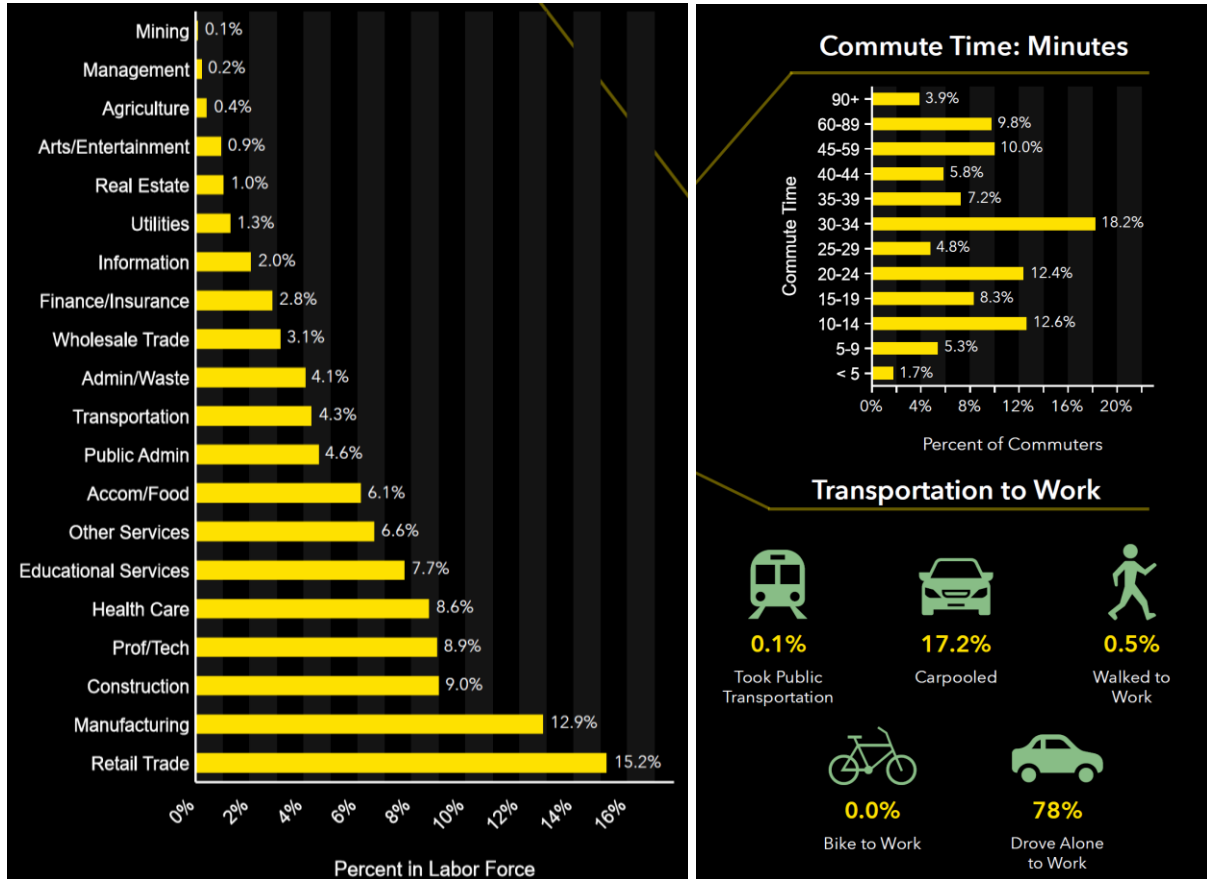


Figure 8: Labor Force by Industry and Commuter Transportation Summary in Winder

Job Flow Summary

In 2021 Longitudinal Employer-Household Dynamics (LEHD) data from the U.S. Census Bureau in Figure 9 below shows the direction of travel for work trips originating in the City of Winder, as well as approximate distances traveled. Most workers (41.7%) who live in the City of Winder travel between 10 to 24 miles to their work destination with 39.1% of all workers traveling more than 25 miles to work and 19.2% of commuters traveling less than 10 miles to work. It is evident from the LEHD job flow figure below (Figure 9) that a majority of these work trips have a destination in the westward direction towards western Barrow County, Gwinnett County, and other metro Atlanta destinations.

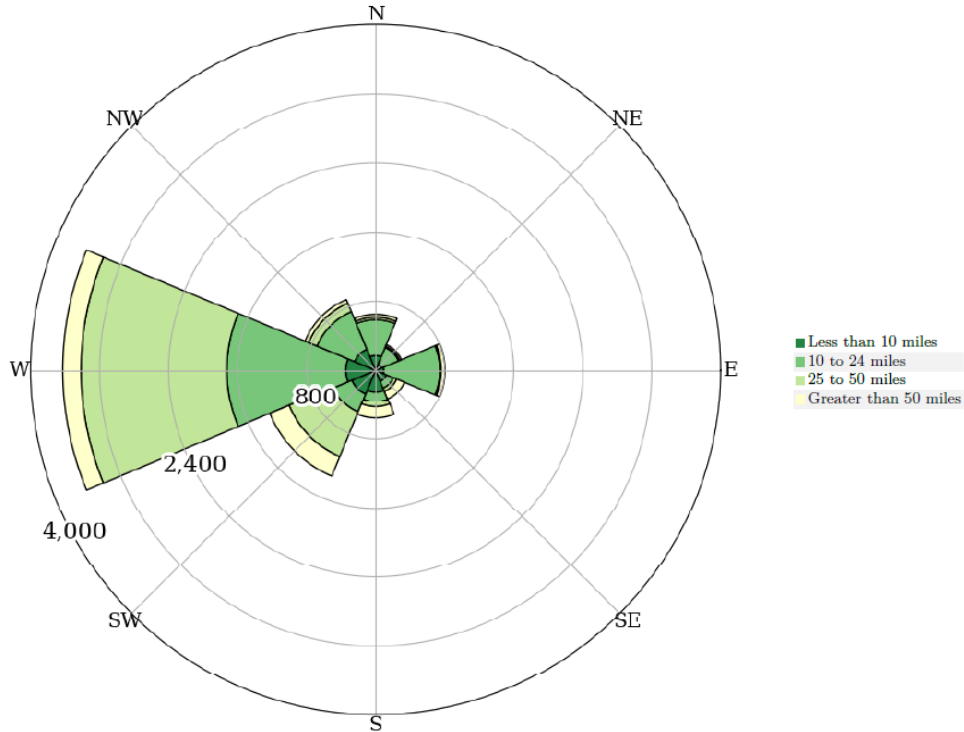


Figure 9: Job Flows for Commutes Originating in Barrow County (2021 LEHD)

LEHD data shows that in 2021 approximately 5,463 workers in the City of Winder live outside the city limits with only 591 employees living and working in the City of Winder. More than 7,900 (7,946) residents in the City of Winder travel elsewhere (outside the city limits) for work. Figure 10 shows where workers live and where residents work in the City of Winder.

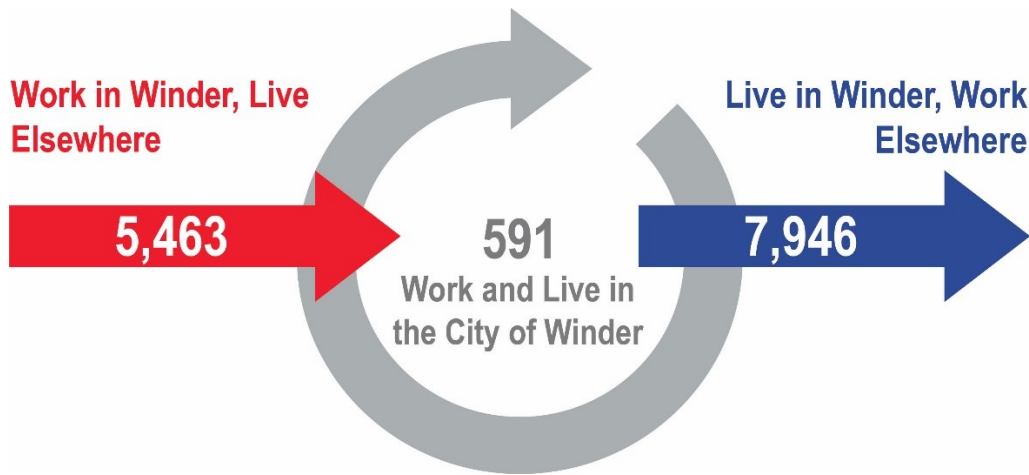


Figure 10: Job Flow Summary (2021 LEHD)

Zoning and Land Use

The City of Winder has a diverse mix of environments as reflected in the future land use and existing zoning shown in Figure 11 and Figure 12. Downtown Winder is in the City’s geographic



center and features many retail locations, restaurants, and historic buildings. Mixed land uses line key downtown gateway roadway corridors that propagate from downtown towards the city limits including May Street, Athens Street, and Broad Street. Further outward, there is a mix of neighborhoods, suburban residential, and conservation areas. Efficient and safe access for all road users is important for the roads that serve and connect these character areas.

The City features the Character Areas summarized in Table 2 of which the largest in total area are Suburban Residential, Conservation, and Old Winder.

Table 2: Existing Character Areas in Winder

Character Area	Percentage of Total Area
Suburban Residential	37%
Conservation	29%
Old Winder	13%
Downtown Gateway	9%
Glenwood	4%
Mill Village	4%
Commerce Corridor	3%
Downtown	1%

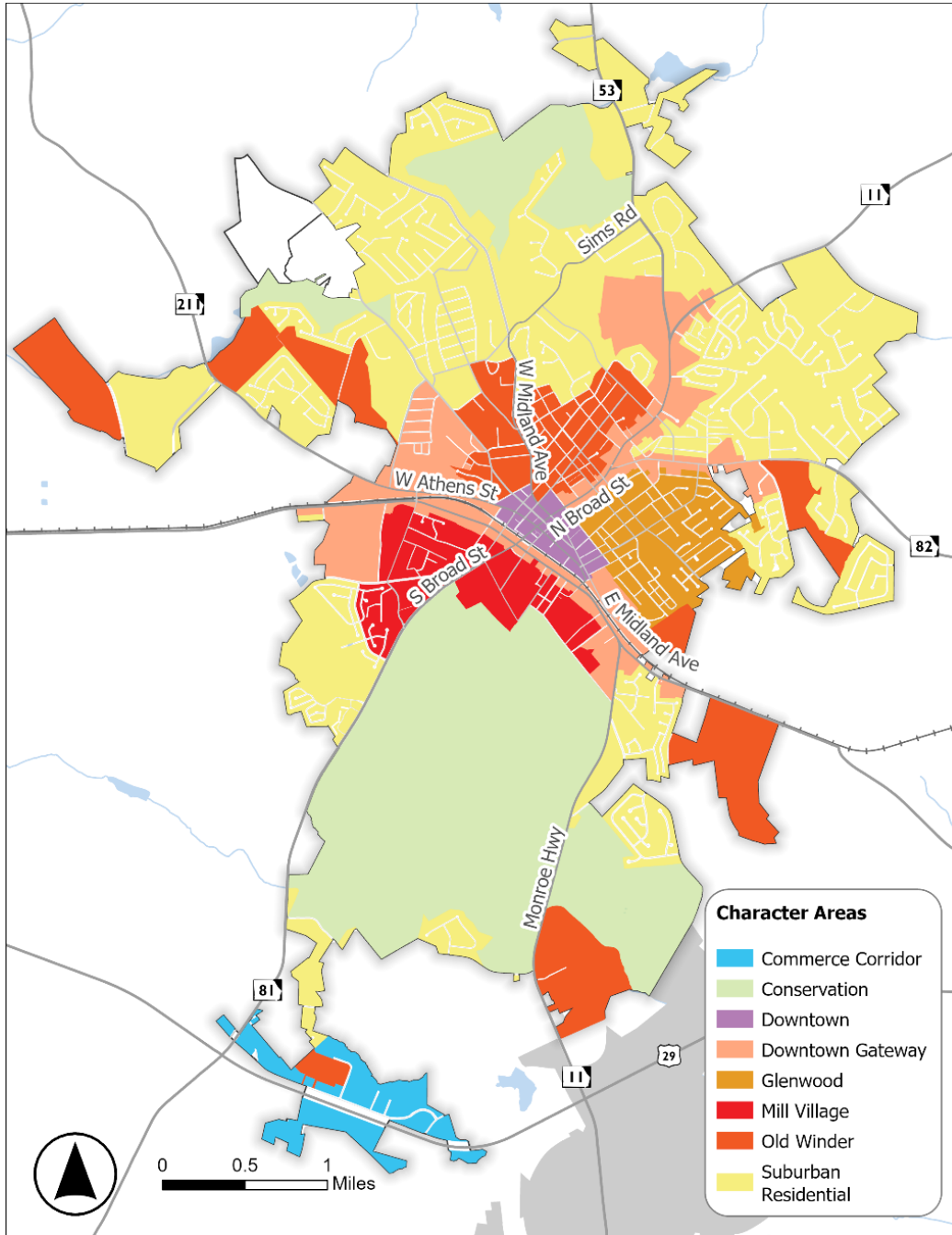


Figure 11: Existing Character Areas

Zoning data compiled from Winder’s municipal code shows that Winder is composed of several special districts (Airport, Downtown Development Authority, and Historic) and 14 zoning types from agricultural to downtown. Figure 12 shows that much of the northern part of the City includes R-1 Low-Density Single Family Residential while many of the neighborhoods surrounding downtown support a mix of uses such as B-1 Neighborhood Commercial and B-2 General Commercial. Fort Yargo State Park makes up a large part of southern Winder and is G-Government Institutional. Table 3 provides a summary of the zoning districts and their respective percentage of total area.

Table 3: Existing Zoning Districts

Zoning Type	Percentage of Total Area
AG Agricultural	4%
R-1 Low-Density Single-Family Residential	21%
R-1A Medium Density Single-Family Residential	8%
R-1B High-Density Single-Family Residential	6%
R-2 Two-Family Residential	2%
R-3 Multifamily Residential	3%
MH Manufactured Home	<1%
G-Government/Institutional	38%
B-1 Neighborhood Commercial	5%
B-2 General Commercial	3%
I Industrial	1%
TNPD Traditional Neighborhood Planned Development	3%
DT Downtown	<1%
PUD Planned Unit Development	6%



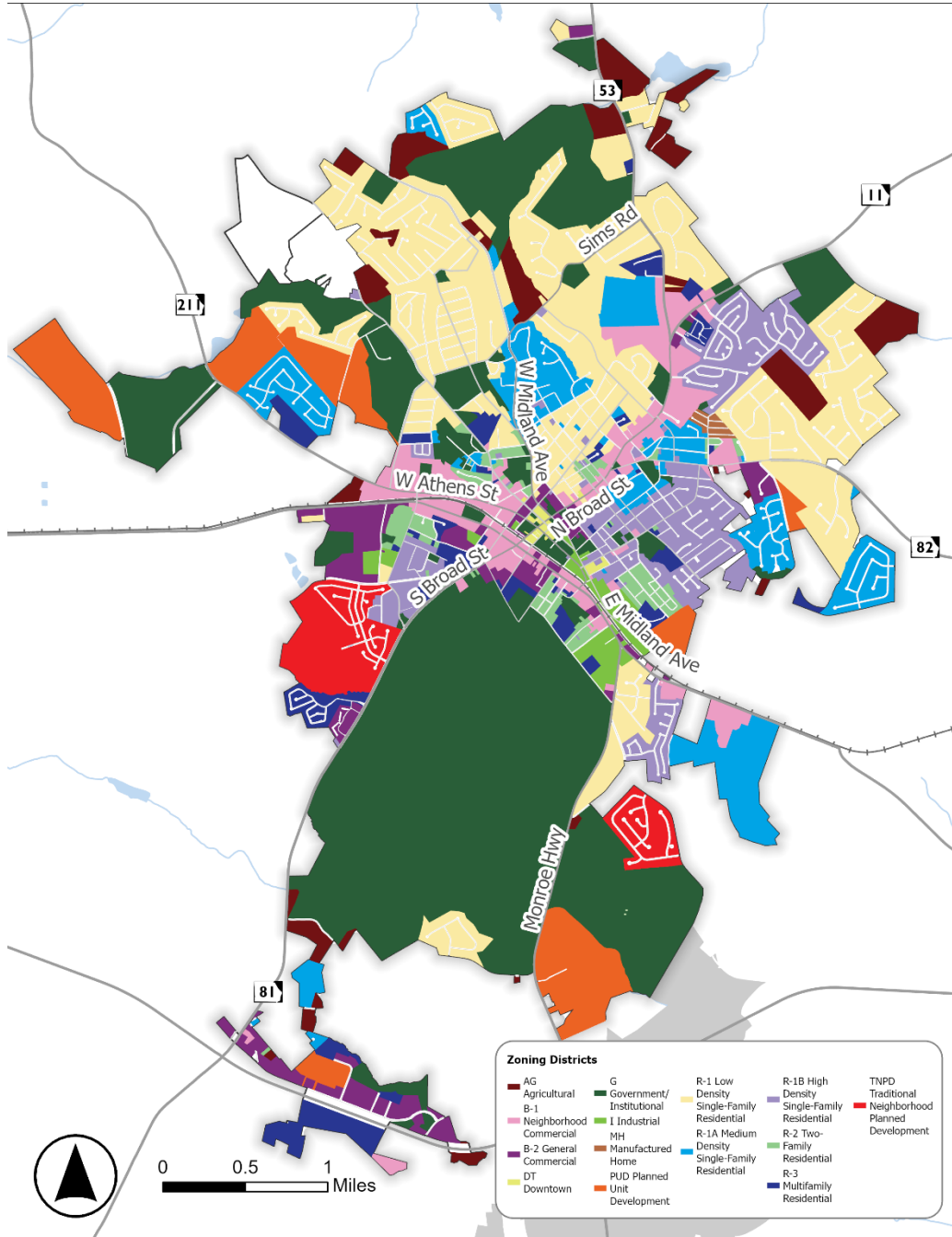


Figure 12: Existing Zoning District Map

Functional Classification

Functional classification describes the current character of streets and highways as defined by the Federal Highway Administration (FHWA) and Georgia Department of Transportation (GDOT). The functional classification system categorizes streets into a general hierarchy that accounts for the inverse relationship between land access and mobility. That is, roadways that are higher in speed and volume typically provide less access, while roadways that have lower volumes and travel speeds can more comfortably accommodate greater access. The following is a description of the functional classification of roads in Winder.

- **Principal arterials** typically have higher traffic volumes and provide access to urban and rural areas. They generally radiate outward from a city center to serve the surrounding region.
- **Minor arterials** provide access for trips of moderate length and offer connectivity to the higher arterial system. In rural areas, they form an integrated network providing interstate and intercounty access.
- **Major collectors** are used by residents to access the arterial network. They typically are longer, have more traffic volume, and have higher speed limits than minor collectors.
- **Minor collectors** are like major collectors but are typically shorter, have fewer travel lanes, and offer more access.
- **Local roads** provide direct access to properties for the start and end of trips. They have lower design speeds and often discourage cut-through traffic.

Figure 14 and Table 4 illustrate and summarize the functional class of roads in Winder as designated by GDOT’s statewide roadway inventory ³. Most roads in Winder are classified as local roads (74%), followed by major collector (14%) and minor arterial roads (9%). There are no interstate or freeway/ expressway roadways in Winder.

Table 4: Existing Functional Classification

Functional Classification	Percentage of Roadway Mileage
Local	74%
Major Collector	15%
Minor Arterial	9%
Principal Arterial	3%
Minor Collector	1%

³ GDOT Functional Classification Application; <https://www.dot.ga.gov/GDOT/Pages/RoadTrafficData.aspx>



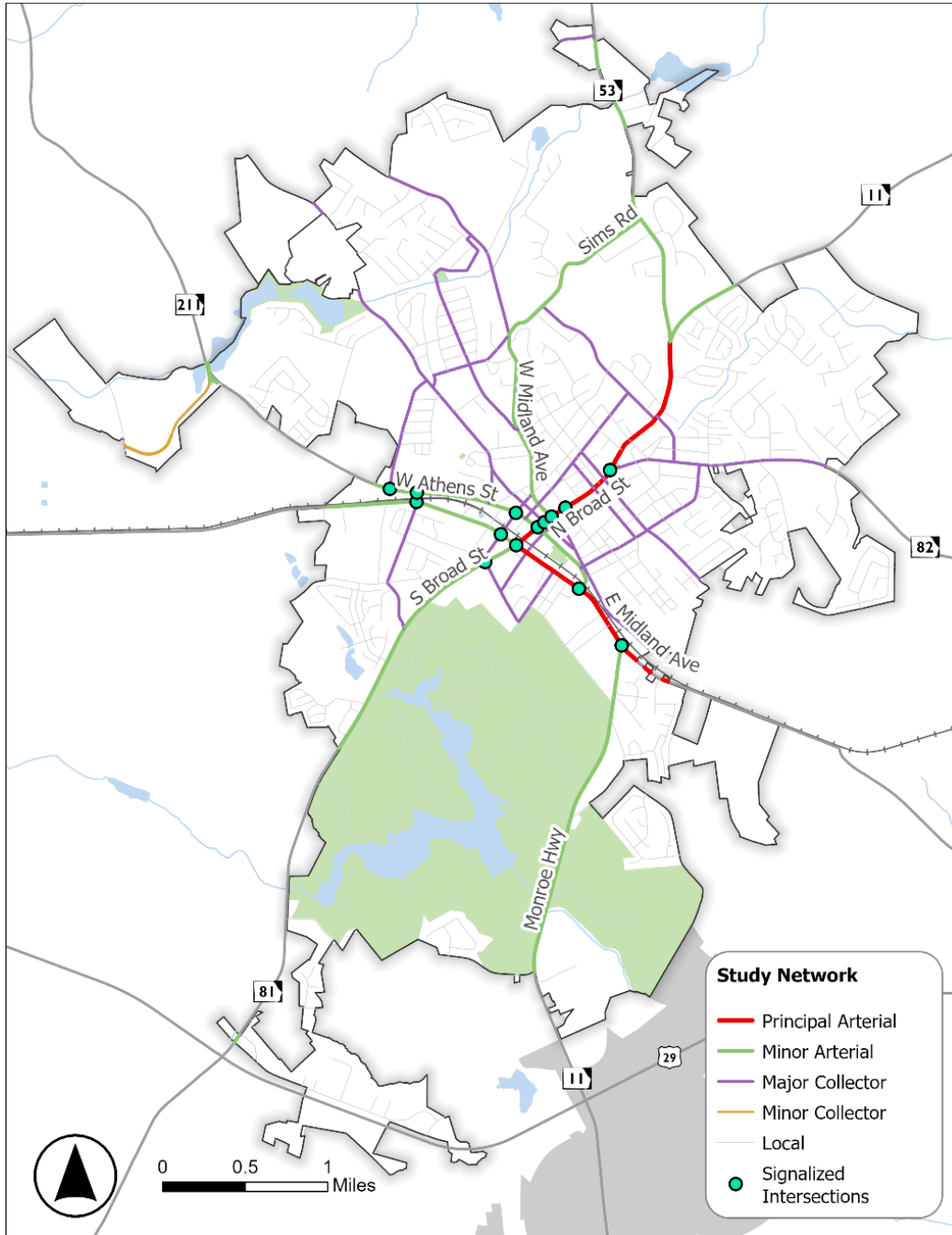


Figure 14: GDOT Functional Classification

The City of Winder seeks to evaluate the functional classification designation of roadways within City limits as part of the recommendations phase of this TIP. This evaluation will be based on Federal Highway Administration (FHWA) guidance and will consider roadway and land use characteristics like route length, number of access points (i.e., driveways and intersections), speed limit, daily traffic volume, regional significance, existing land use, and number of travel lanes. A Long Range Road Classification Map, specifically developed for, and to be submitted for adoption by, the City of Winder is shown under Section 5.2 of this document.

Road Lanes and Intersection Control

The number of through lanes is a characteristic that can be used to determine and evaluate a road’s vehicular capacity. Lane information was obtained from GDOT’s 2021 road inventory data and Winder’s roadway centerline data. The number of through lanes on roadways in Winder is shown in Figure 15. Table 5 provides a summary of total centerline miles for roads with two, three, and four through lanes in Winder. There is potential for vehicular congestion when there are abrupt changes in the number of through lanes along a road.

Table 5: Existing Roadway Laneage

Lanes	Miles	Percentage of Miles
2 Lanes	120	98%
3 Lanes	1.2	1%
4 Lanes	1.5	1%

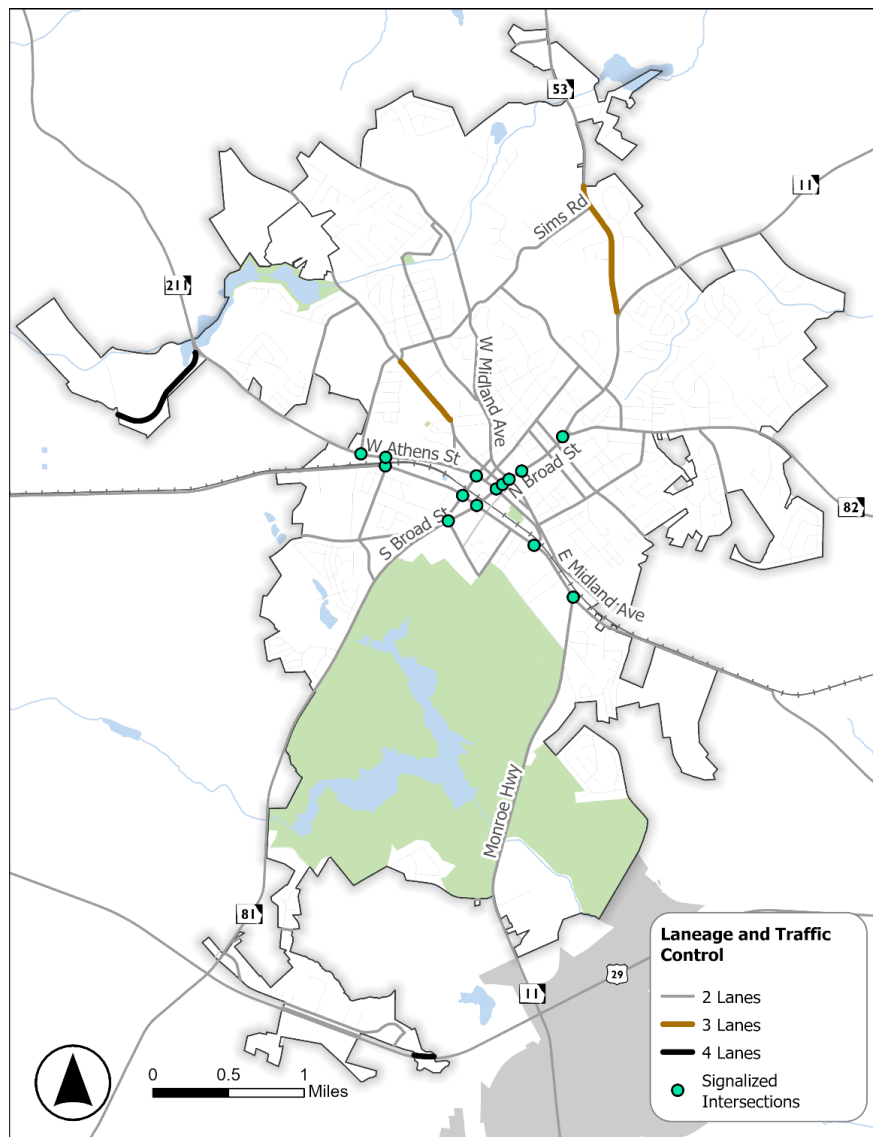


Figure 15: Existing Roadway Lanes and Signalized Intersections along GDOT routes

Most roadway intersections in Winder are stop-controlled. GDOT manages the signalized intersections in Winder. Most unsignalized intersections in Winder are all-way stop-controlled intersections which may pose challenges for drivers including lack of compliance due to complacency and congestion at locations where all-way stop control may not be warranted. Additionally, the City has access to GDOT’s Signal Operations Program’s (SigOps) Performance Metrics Dashboard and closed-circuit television (CCTV) camera devices located in the City to monitor traffic conditions. The location of signalized intersections was obtained from GDOT SigOps and point features were developed in GIS using the roadway centerline data to identify stop-controlled intersections in Winder.

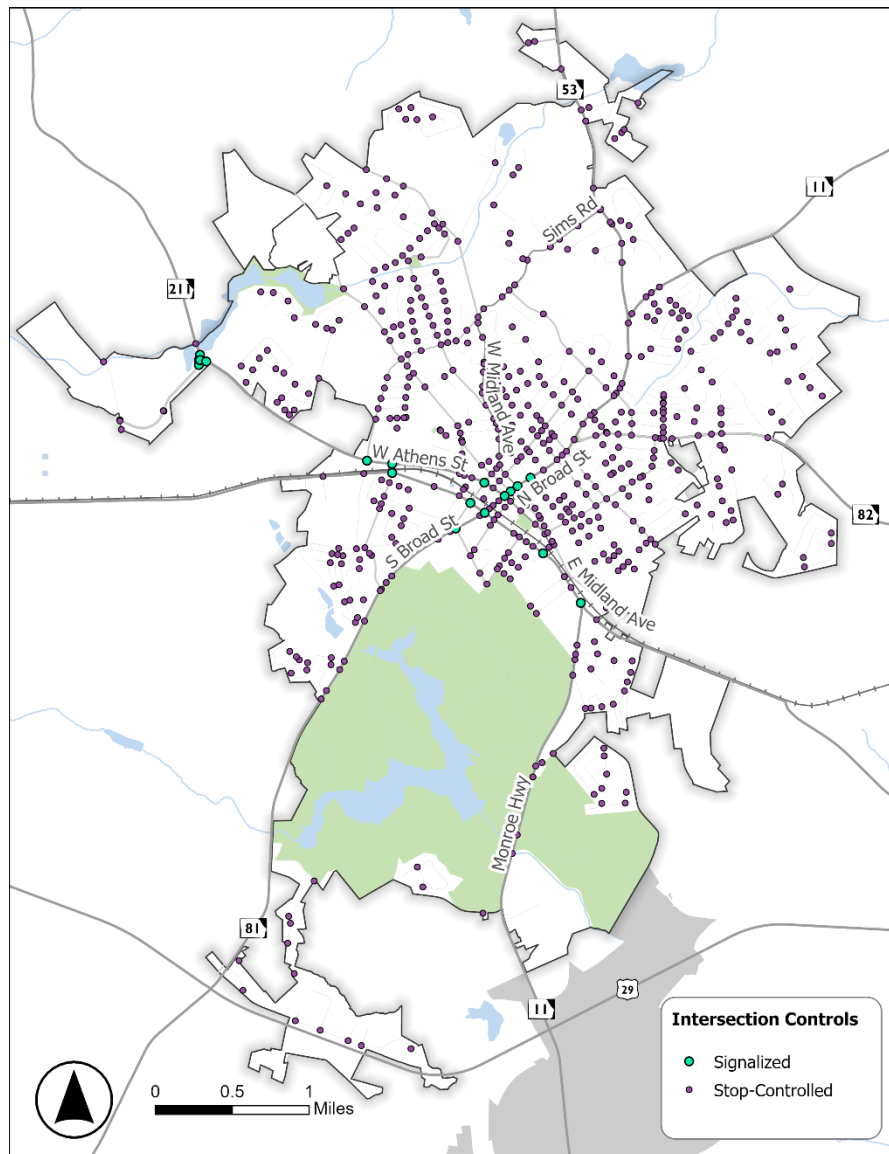


Figure 16: Existing Intersection Control

Roadway Ownership

Roadway ownership defines the jurisdiction of roads by transportation agencies. Most roads in Winder are owned and maintained by the City. Roadways are designated as City-owned if Winder owns the right-of-way along both sides of the road. Most roads within Fort Yargo State Park are owned by the state. Furthermore, several roads that traverse the City are maintained by GDOT (approximately 16 centerline miles). A portion of Lays Drive along the Barrow County Division of Family and Children Services is owned and maintained by Barrow County. The centerline mileage may vary slightly due to differences in databases and how ownership and maintenance responsibility is defined. Road ownership will help drive the prioritization and financial responsibility process in subsequent phases of the Winder TIP.

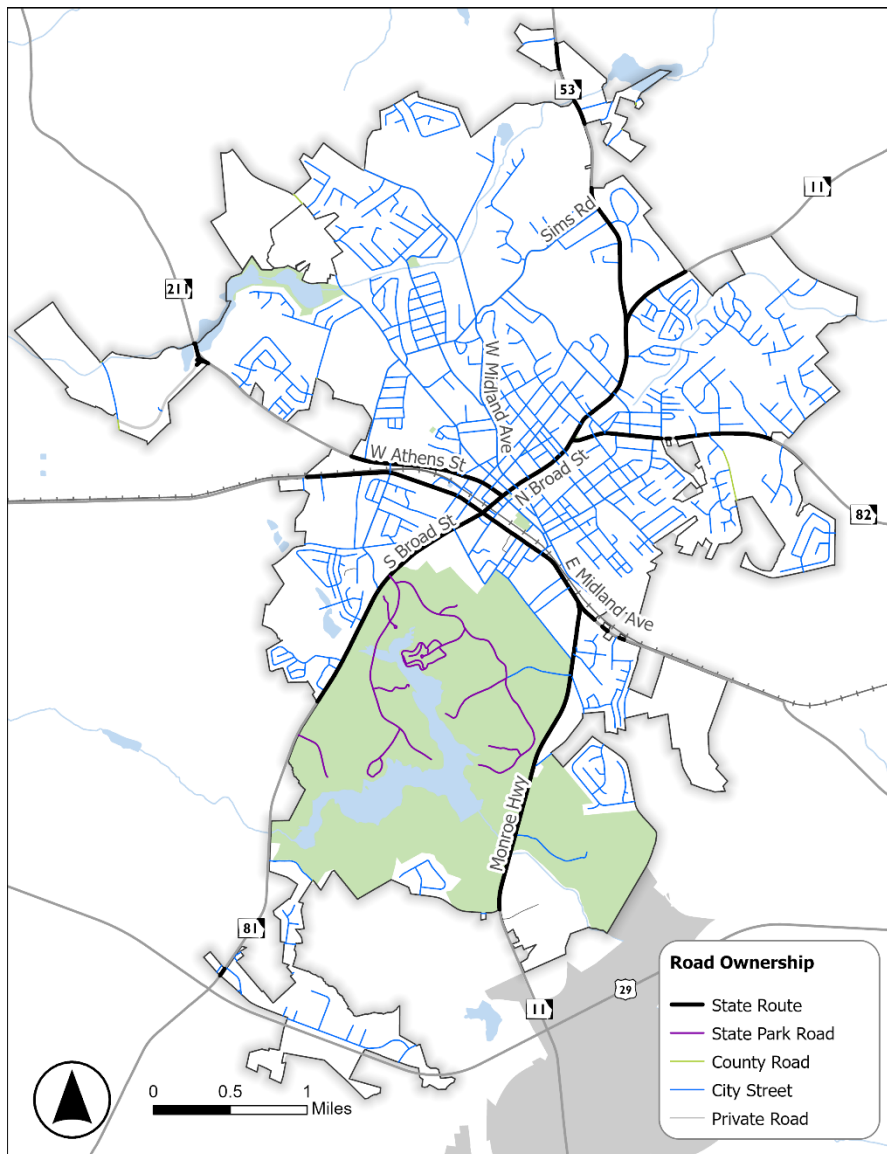


Figure 17: Existing Roadway Ownership

Roadway Medians

Roadway medians can reduce turning conflicts and improve traffic flow. Different road median types can provide varying levels of access management. For example, landscaped or concrete medians limit vehicle turning movements to designated locations. Two-way left-turn lane (TWLTL) medians provide a designated lane for left-turning traffic, which allows for through vehicles to continue efficiently. However, TWLTL medians can also introduce additional vehicle conflict points negatively impacting safety. Figure 18 illustrates the location of physical and TWLTL medians in Winder. The West Winder Bypass has a physical barrier separating east and west-bound travel lanes. US 29/SR 316 (University Parkway) has a physical median and US 29 Business/SR 53 (Atlanta Highway SE) has a TWLTL from East Athens Street to SR 11 (Monroe Highway).

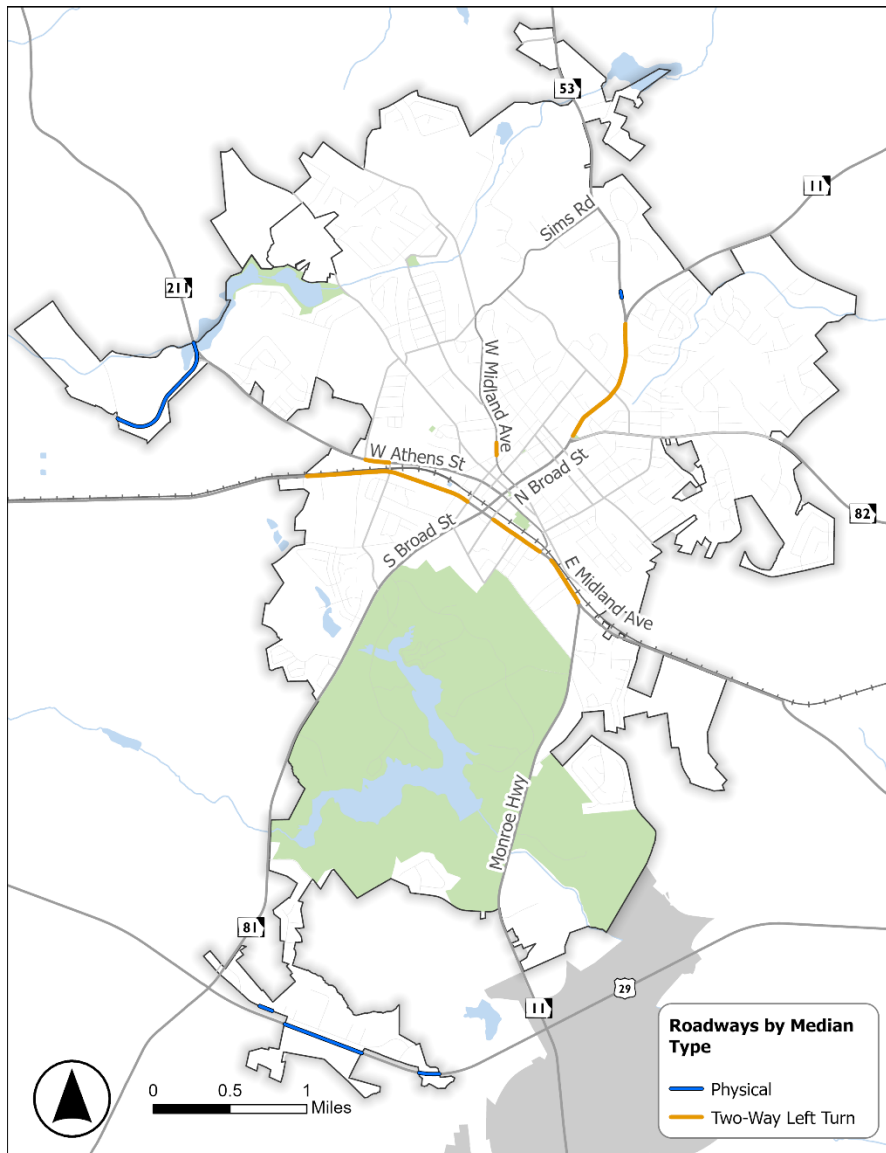


Figure 18: Existing Roadways by Median Type

Posted Speed Limits

Posted speed limits generally exist in five-mile increments and are typically dependent on the roadway’s function, surrounding area, and specific conditions. Posted speed limits along Winder roadways were gathered and coded into the roadway centerline GIS layer. As shown in Figure 19, speed limits in the center of Winder range from 25 to 45 miles per hour (mph). The highest posted speed limit in Winder is on US 29/SR 316 (University Parkway) at 65 mph.

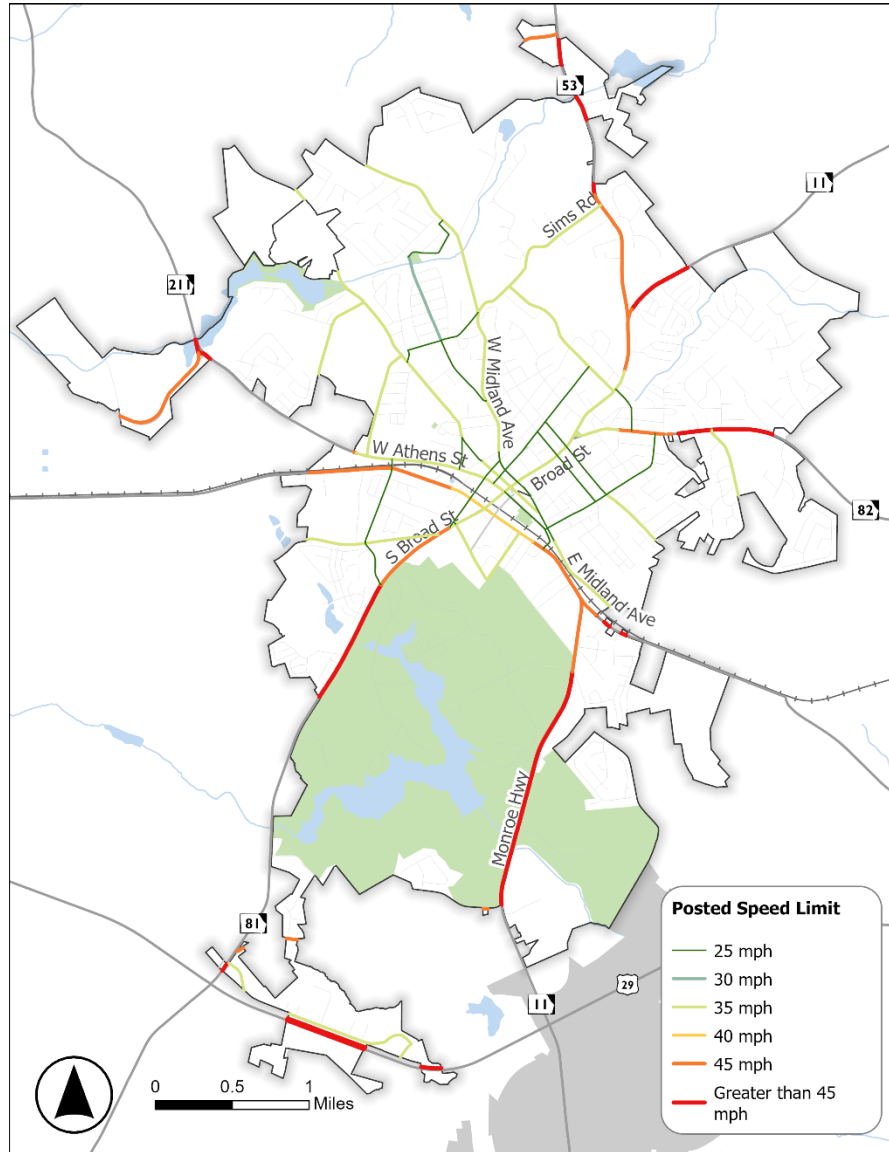


Figure 19: Posted Speed Limits



5.2 Long Range Road Classification

The Long Range Road Classification (LLRC) map was created as part of the 2024 City of Winder Transportation Improvement Plan (TIP). The purpose of this map, if adopted by city council, is to help the city maintain and enhance its roadway system by ensuring certain standards and accommodating future growth. With this database, the city will be able to apply minimum design features based on the roadway’s functional classification. For example, collectors and arterials, where freight traffic is expected, the turn radii at intersections should accommodate large vehicles on collectors and arterials, where freight traffic is expected. Other design considerations, such as turn lane lengths, speed limits, pavement depth, and lane widths, can be tied to the roadways functional class.

Secondly, as part of its development review process, the city may pass local ordinances that require improvements or right-of-way dedications based on the functional classification of the roadway adjacent to the proposed development.

The LLRC should be reevaluated regularly. The proposed Long Range Road Classification Map is shown below.

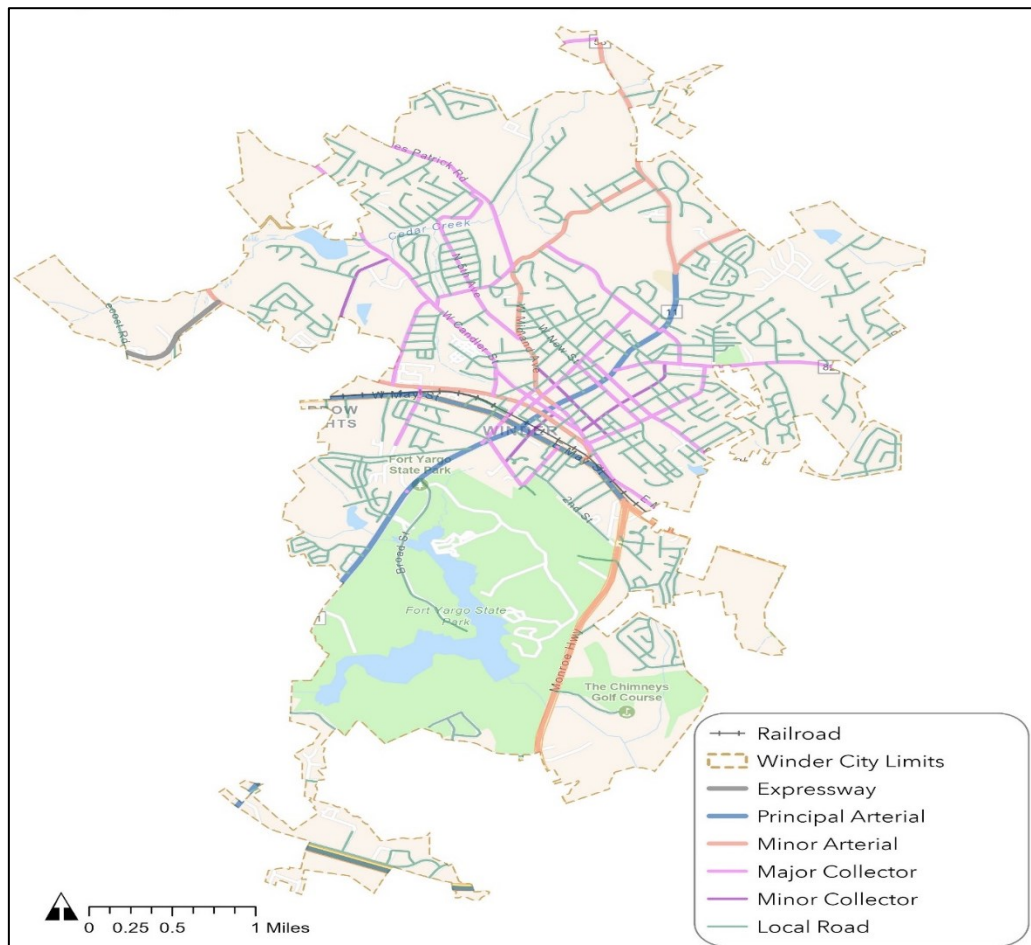


Figure 20 - City of Winder Long Range Road Classification Map (2024)

5.3 Travel Demand Model

The latest available regional travel demand model (TDM) from ARC was used to evaluate existing and future travel conditions in Winder. The ARC TDM is an activity-based model (ABM) that uses existing travel patterns and area characteristics to forecast future travel patterns, traffic volumes, and measures of effectiveness. The analysis results can help identify new road connections as well as roadways that may need additional capacity through widening or operational improvements.

Traffic Volumes

Figure 21 illustrates existing (2020) annual average daily traffic (AADT) volumes in Winder. Two roadways in Winder experienced volumes greater than 10,000 vehicles per day. Portions of SR 211 (West Athens Street) and US 29/SR 316 (University Parkway) had volumes greater than 10,000 vehicles per day.

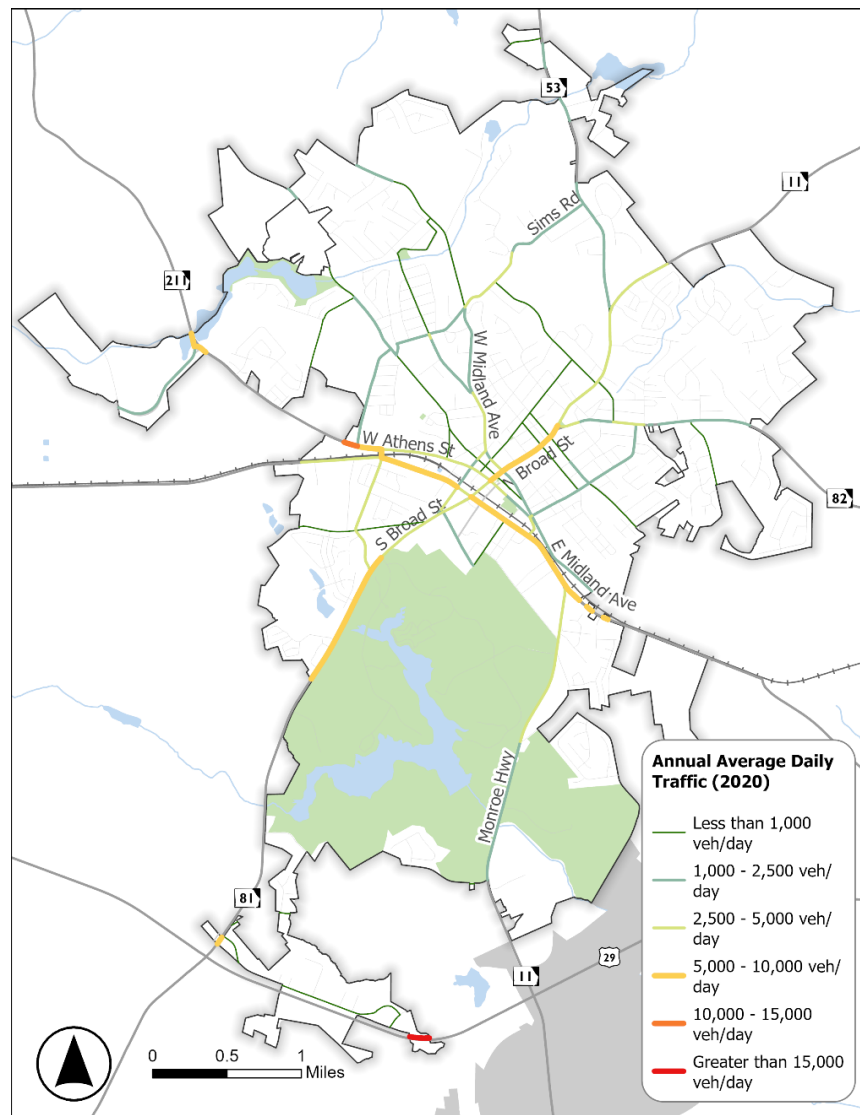


Figure 21: Annual Average Daily Traffic Volumes (AADT) by Road Segment

Level of Service

Traffic level of service (LOS) is a metric used to evaluate the quality of traffic flow on a roadway corridor. LOS ranges from A to F with LOS of A representing the best level of service with minimal delay and free-flow conditions. LOS F represents more significant congestion with operational delays. Figure 22 provides a summary of expected roadway performance for respective LOS values at intersections.

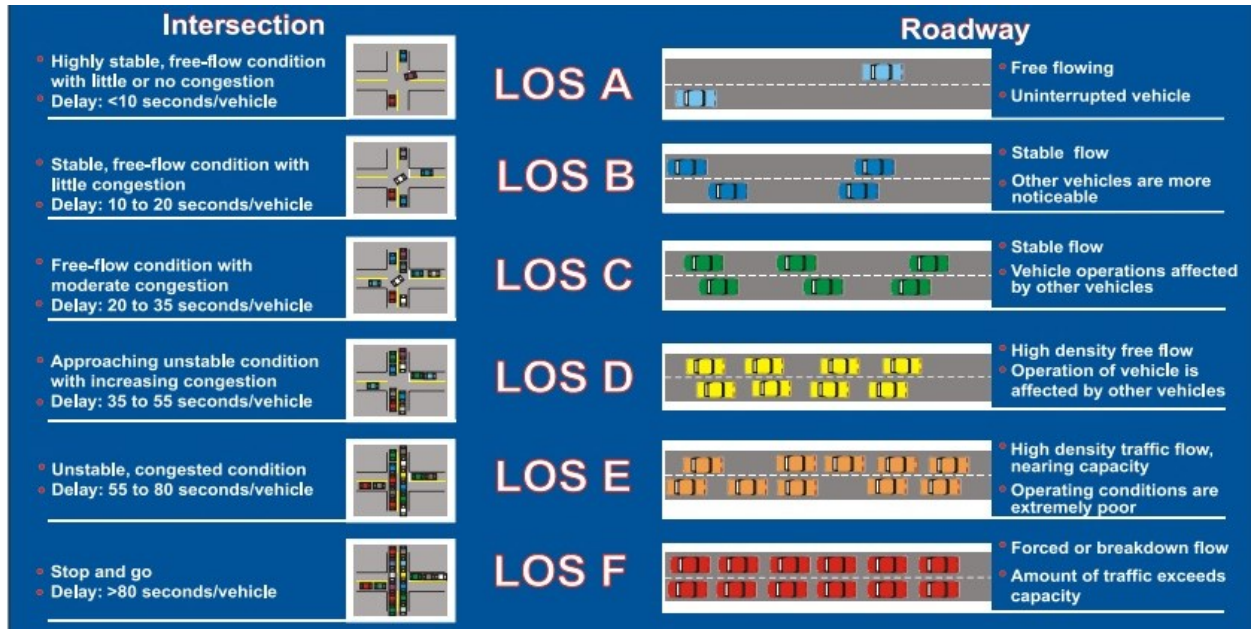


Figure 22: Level of Service Graphic (Source: Maryland DOT)

Figure 23 illustrates the existing (2020) level of service for roads in Winder during the morning (AM) peak period. While most roads in Winder had a LOS of C or better, Horton Street near the at-grade railroad crossing received a LOS of D. A LOS of D indicates moderate congestion and delays where the traffic is approaching the capacity threshold.

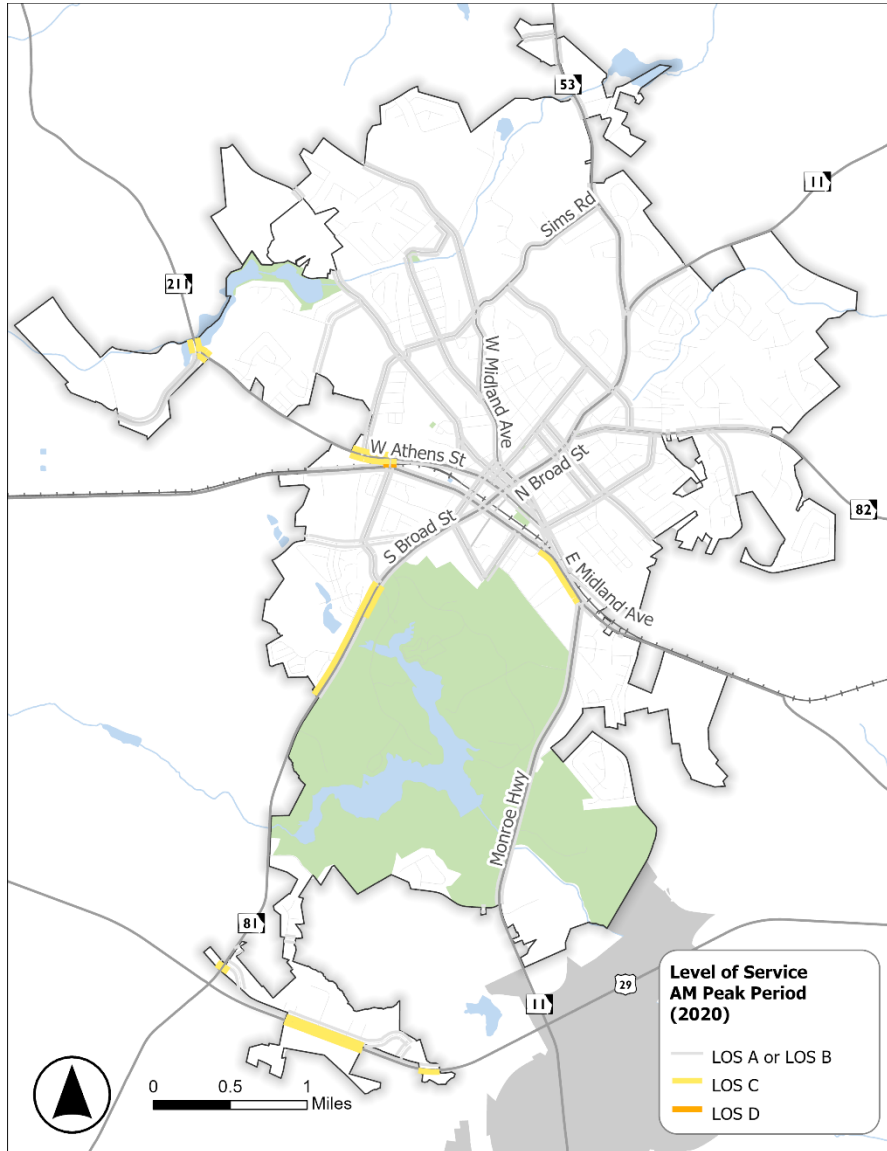


Figure 23: Existing (2020) LOS During the AM Peak Period

Figure 24 illustrates LOS results under future (2050) conditions during the AM peak period. Several roads that were at LOS C under existing conditions are anticipated to worsen to LOS D or worse including sections of US 29/SR 316 (University Parkway), SR 211 (West Athens Street), and US 29 BUS (E May Street).

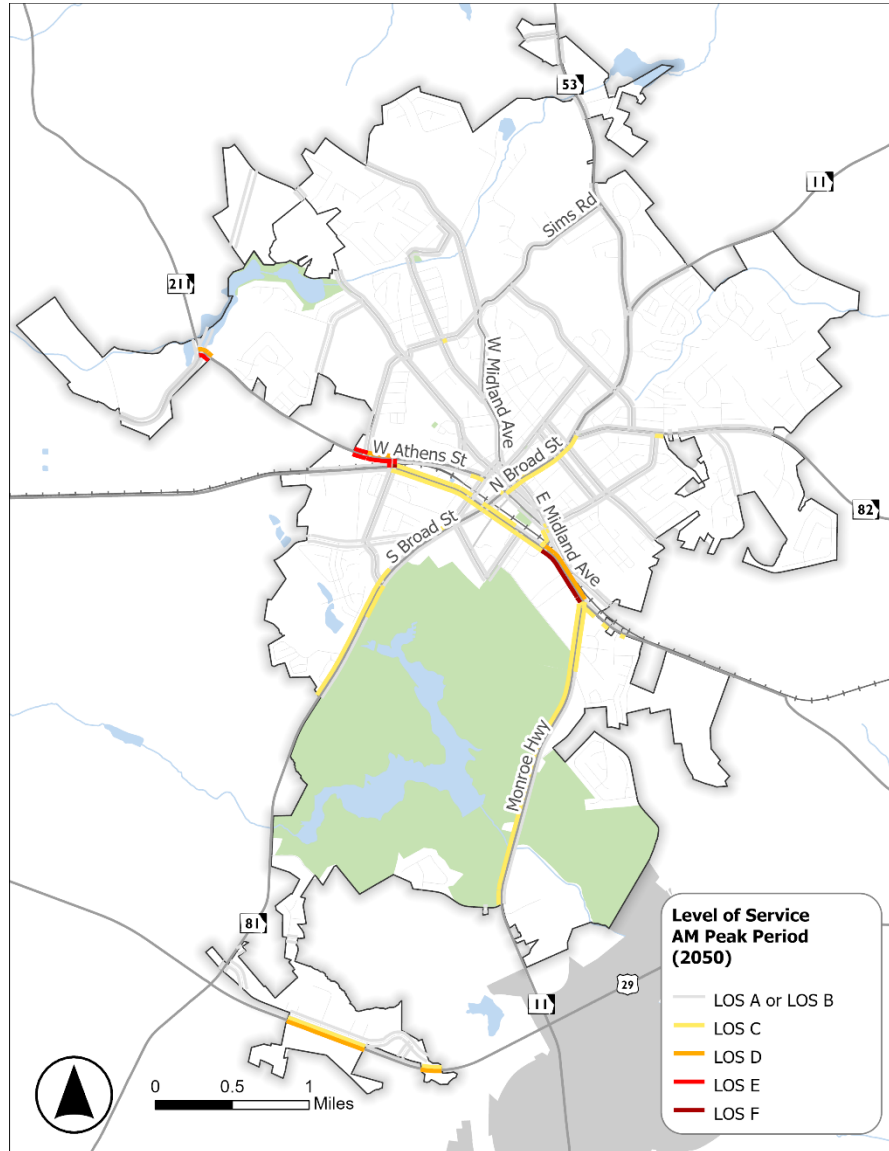


Figure 24: Future (2050) LOS during the AM Peak Period

Figure 25 illustrates the existing (2020) LOS along Winder roads during the evening (PM) peak period. Most roads performed at LOS C or better. However, notable congestion is anticipated along roads that experienced LOS D including sections of US 29/SR 316 (University Parkway) and SR 211 (West Athens Street) near McNeal Road. A section of SR 211 (West Athens Street) experienced LOS E.

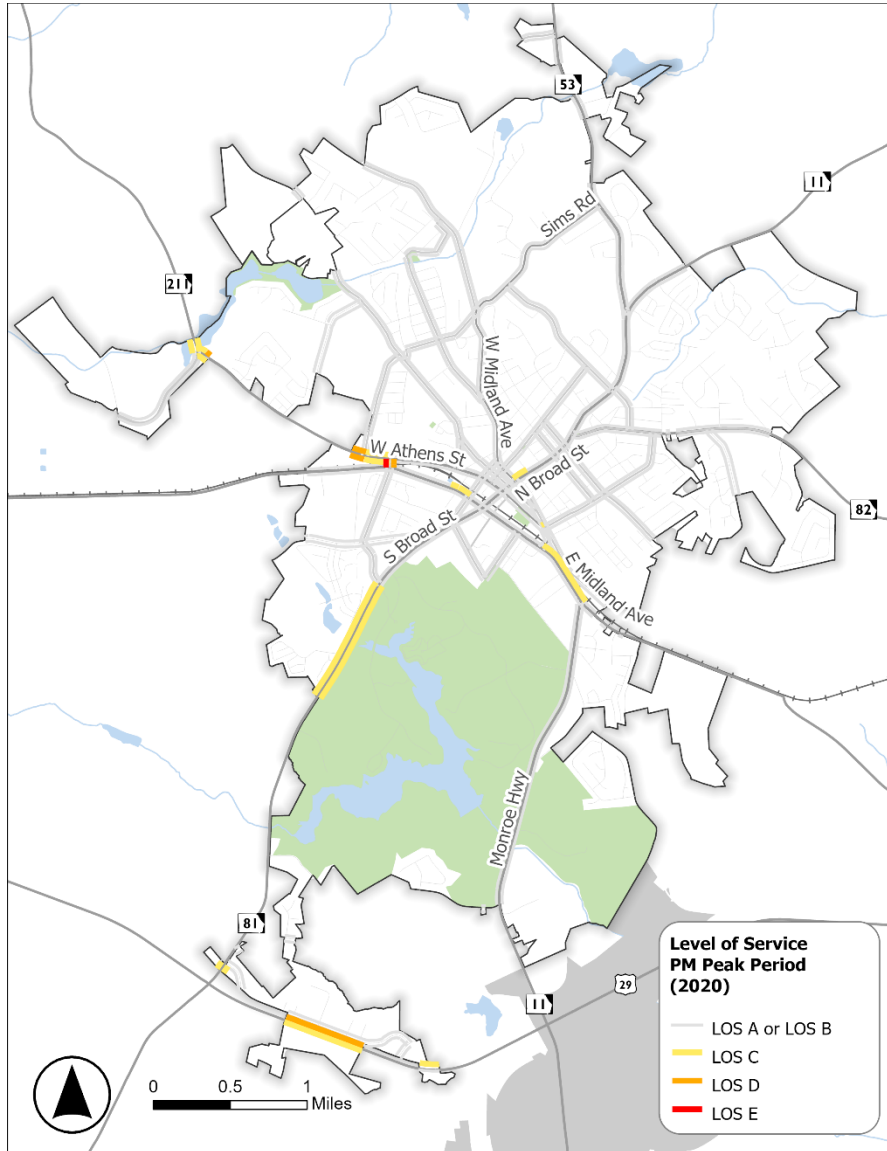


Figure 25: Existing (2020) LOS During the PM Peak Period

Figure 26 illustrates roadway LOS under future (2050) conditions during the PM peak period. The results indicate that performance is anticipated to worsen during the evening along similar key corridors including SR 211 (West Athens Street) and US 29 BUS (E May Street). Notable congestion of LOS E or worse, is anticipated near the intersection of US 29 BUS (W May Street) at Horton Street.

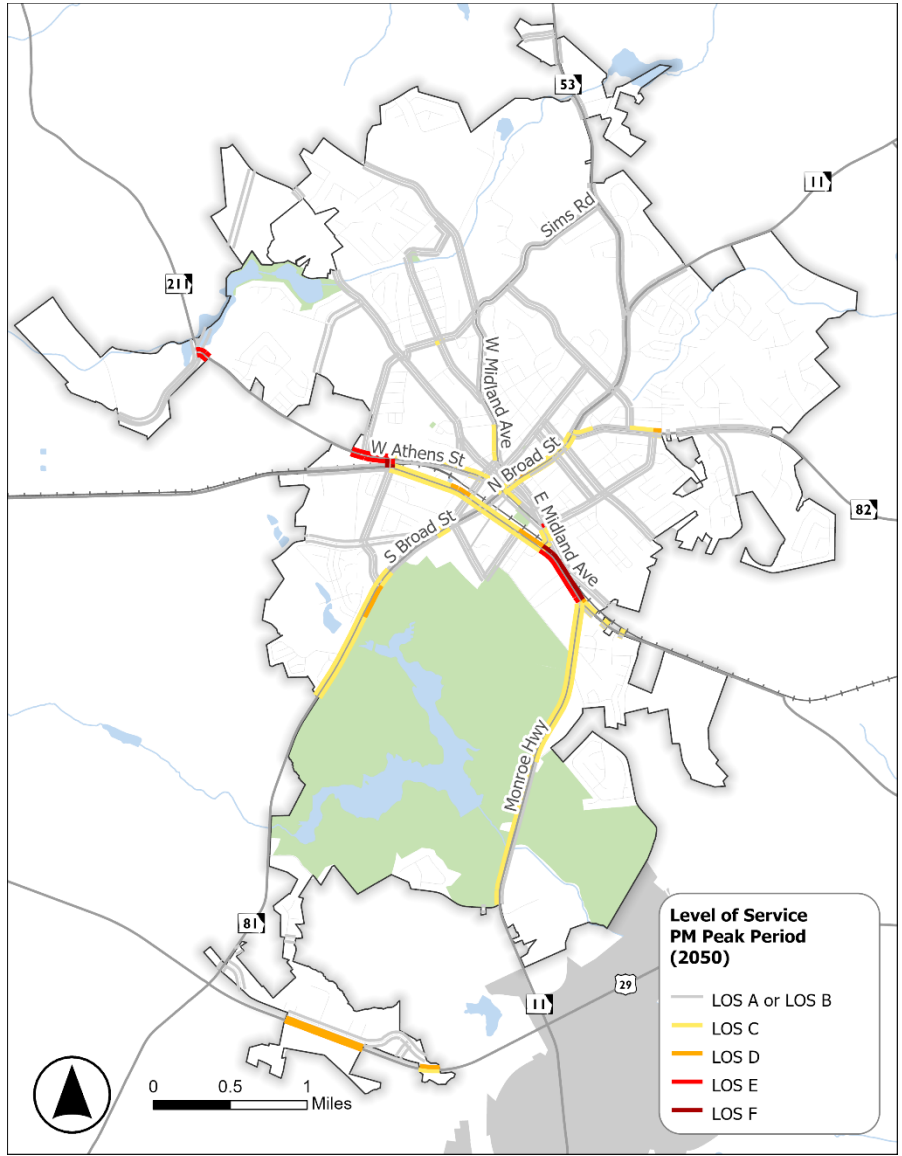


Figure 26: Future (2050) LOS During the PM Peak Period

Vehicle-Hours of Delay

The ARC TDM provides the Vehicle-Hours of Delay output for roads in Winder during 2020 as shown in Figure 27. The segments experiencing the highest delays are indicated in dark red which represents 250 or more vehicle-hours of delay per mile (hours/mile). In 2020 several roadway segments along SR 211 and SR 316 indicate notable delay. The results also indicate moderate delay along Horton Street and Athens Street.

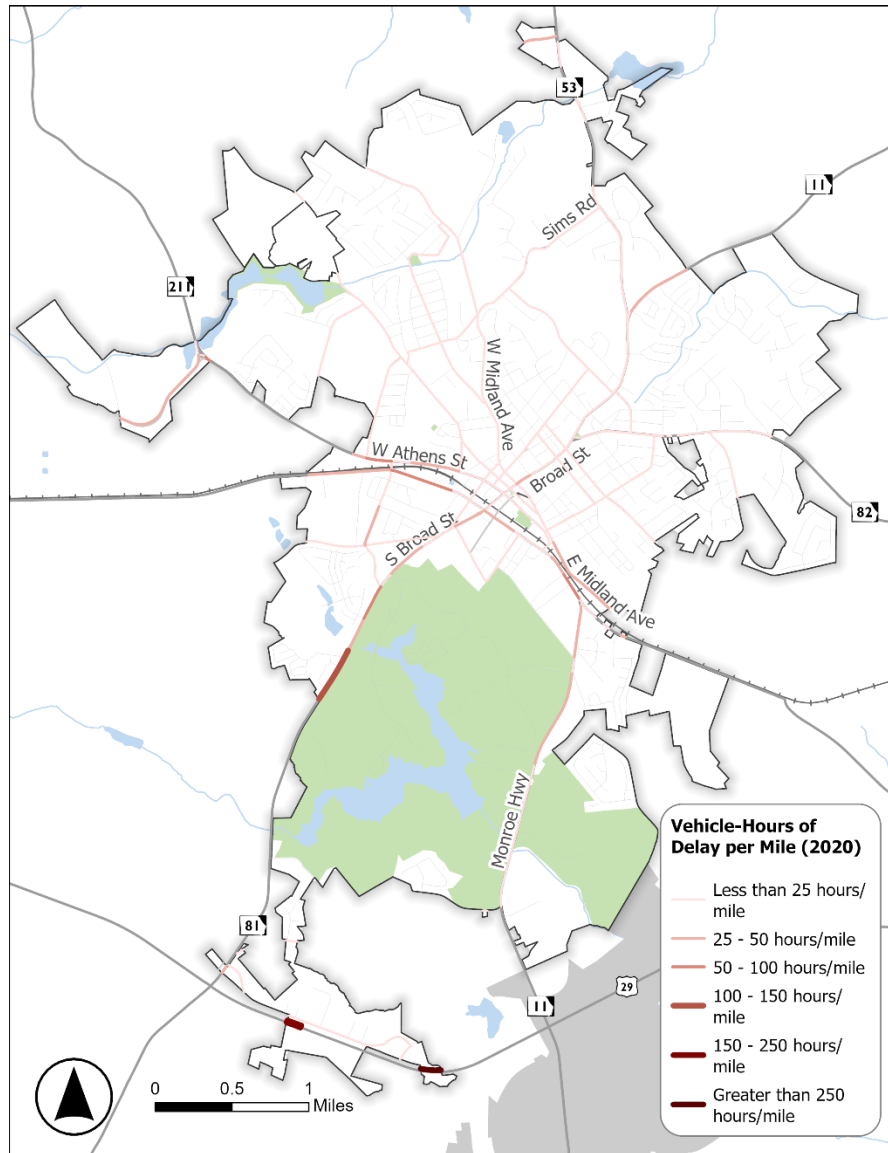


Figure 27: 2020 Vehicle Hours of Delay per Mile

5.4 Congestion

RITIS Bottlenecks

A review of congestion along Winder roads was conducted using the Regional Integrated Transportation Information System's (RITIS) Bottleneck Ranking tool. The RITIS platform leverages roadway sensors and probe data sources to aggregate traffic performance measures. The Bottleneck Ranking tool was used to identify bottleneck congestion locations in the City during October 2023. A traffic bottleneck occurs when a roadway section has decreased speeds due to congestion or excess demand in traffic volume and is defined by RITIS as an event when the vehicular speed on a road fall below 60% of the free-flow speed over an extended period. Intersection bottlenecks are ranked by total delay, a composite duration score, length, and frequency. Figure 25 displays the total intersection delay captured, as the radius of a circle increases, the total delay experienced at an intersection also increases. Some intersections experienced multiple bottlenecks, resulting in overlapping circles of varying sizes. The following three intersections experienced the greatest total delay: SR 53 (Gainesville Highway) at SR 82 (E Broad Street), SR 211 (W Athens Street) at N Broad Street, and S Broad at May Street.

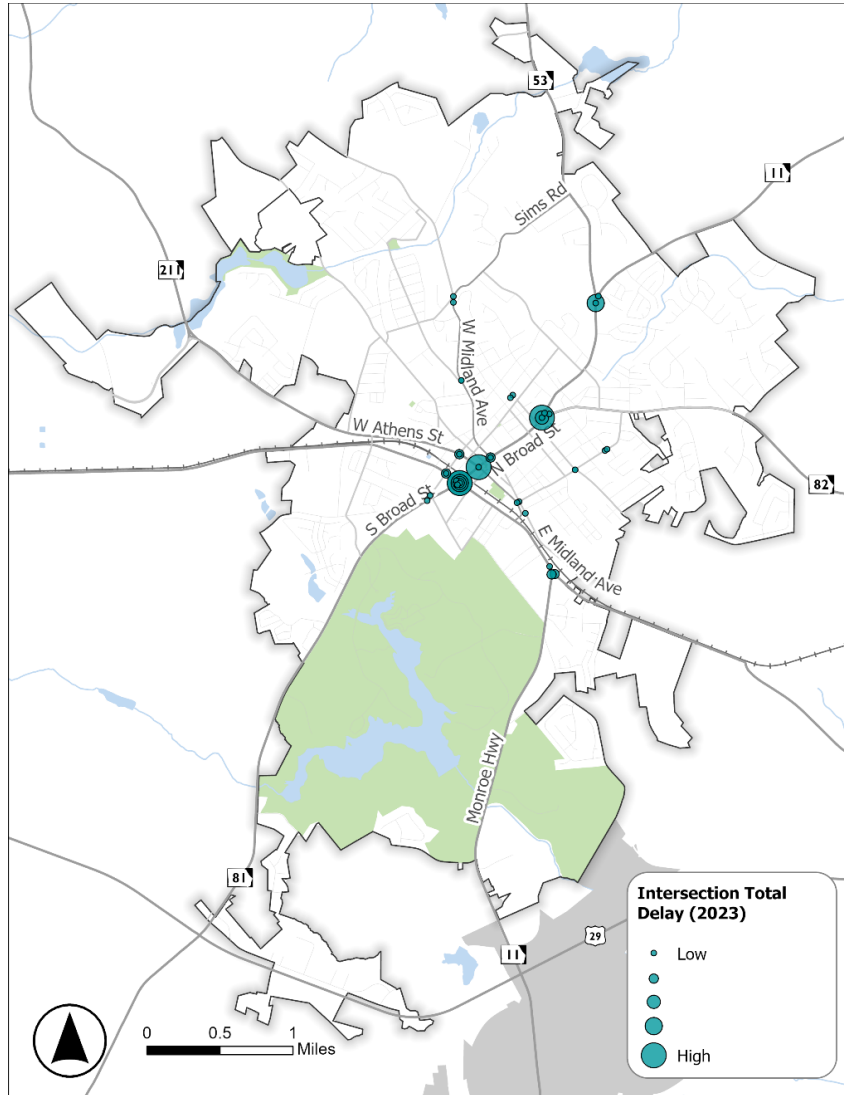


Figure 28: RITIS Bottleneck Data (October 2023)

RITIS Travel Time Index

Travel Time Index (TTI) data was also obtained from RITIS for roads in Winder during the AM (7:00 AM to 9:00 AM) and PM (4:00 PM to 6:00 PM) peak periods in October 2023. TTI is the ratio of the travel time during the peak period to the time required to make the same trip at free-flow speed. For example, a TTI of 1.0 indicates a 20-minute free-flow trip requires 20 minutes during the peak period. A TTI of 2.0 indicates a 20-minute free flow trip requires 40 minutes to complete during the peak period. Sections of SR 11 (Broad Street), US 29/SR 53 (May Street), and Center Street through downtown experienced a TTI of 2.0 or greater. These sections of roadways may benefit from capacity improvements such as additional travel lanes and operational improvements.

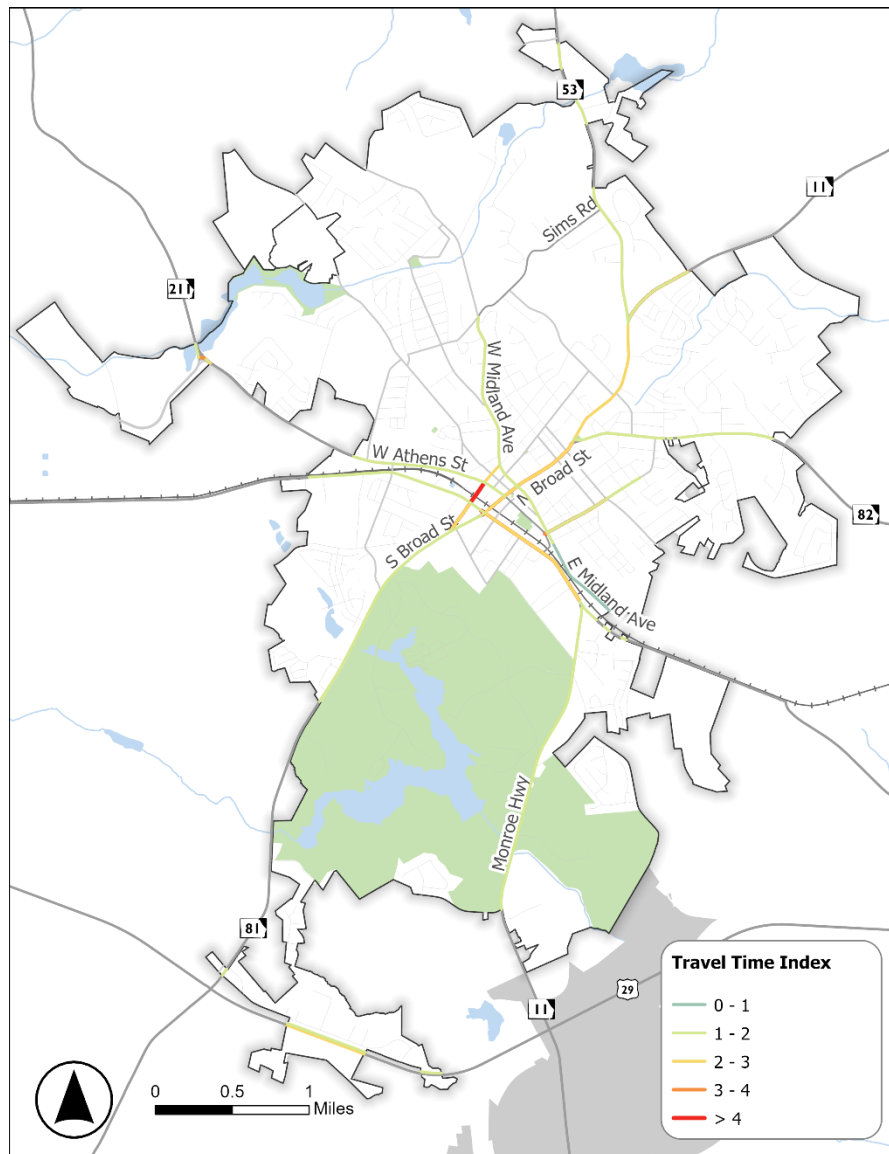


Figure 29: RITIS Travel Time Index Data (October 2023)

Roadway Pavement Condition

The City of Winder maintains the pavement for approximately 93 centerline miles of roadway. FHWA states that maintaining a pavement inventory and having a program to regularly monitor, and repair pavements leads to improved safety, travel performance, and cost savings for agencies. Each roadway is inspected by the City and evaluated with a pavement condition index (PCI) value based on an overall condition where zero is the worst and 100 is the best. The American Society for Testing and Materials (ASTM) D6433 *Standard Practice for Roads and Parking Lots PCI Surveys* methodology classifies PCI scores ranging from Good to Failed. As shown on Table 6, the roadway pavement condition analysis indicated that approximately 49% of roadways within Winder scored fair or better.

Table 6: Pavement PCI

PCI Category	Raw PCI Score	Total Centerline Miles	Percentage of Total
Good	85-100	2	2%
Satisfactory	70-85	27	29%
Fair	55-70	16	18%
Poor	40-55	15	16%
Very Poor	25-40	16	17%
Serious	10-25	8	8%
Failed	0-10	9	10%

5.5 Bridges

Condition data was obtained from GDOT for bridges in Winder. Bridges are evaluated based on four criteria in the inspection process: condition of the bridge deck, condition of the superstructure, construction of the substructure, and condition of the culvert structure. Each item is assessed on a score from one to seven. The overall bridge score is defined as the lowest assessed score from these inspection items. Bridges where the lowest score is seven are assessed to be in “Good” condition while structures where the lowest item score is a five or six are assessed to be in “Fair” condition. Structures where any of the four items score a four or below are graded as being in “Poor” condition. Table 7 provides a summary of the existing bridge conditions in Winder.

Table 7: Bridge Condition Summary (GDOT)

Structure ID	Features Intersected	Year Built	Bridge Condition
013-0025-0	Cedar Creek at City Pond Road	1960	Fair
013-5002-0	Cedar Creek at Miles Patrick Road	1969	Good
013-5003-0	Cedar Creek at 5 th Avenue	1976	Good
013-5054-0	Marbury Creek at SR 11 (Monroe Highway)	2006	Good
013-5014-0	Marbury Creek at Fort Yargo Park Road	1965 (Reconstructed in 1998)	Good
013-0026-0	CSX Railroad at Center Street	1969	N/A
013-5053-0	Cedar Creek at SR 53 (Gainesville Highway)	2003	Good



5.6 Freight

Designated truck routes in the Winder generally follow state roads and include US 29/SR 316 (University Parkway), SR 11 (Monroe Highway), SR 29 BUS (Main Street), and SR 11 (North Broad Street) as shown in Figure 30. US 29/SR 316 (University Parkway) serves as a south Winder bypass for truck traffic. However, roads that lead into Downtown Winder such as SR 29 BUS (Main Street) may be negatively impacted by higher truck traffic since truck vehicles would interact with a high number of driveways and smaller intersections.

Table 8 provides a summary of the percentage of truck traffic along certain roads in Winder based on GDOT traffic count station data.

Table 8: Winder Roads with Notable Truck Traffic

Traffic Count Station	Location	Percentage of Truck Traffic
013-0083	SR 53 (Gainesville Highway)/Sims Road	19%
013-0276	West Midland Avenue/Grove Street	18%
013-0058	SR 11 (Monroe Highway)/Firetower Road	17%
013-0258	City Pond Road/Hal Jackson Road	17%
013-0101	SR 82 (East Broad Street)/Linwood Avenue	14%
013-0281	5 th Avenue/Preston Street	14%

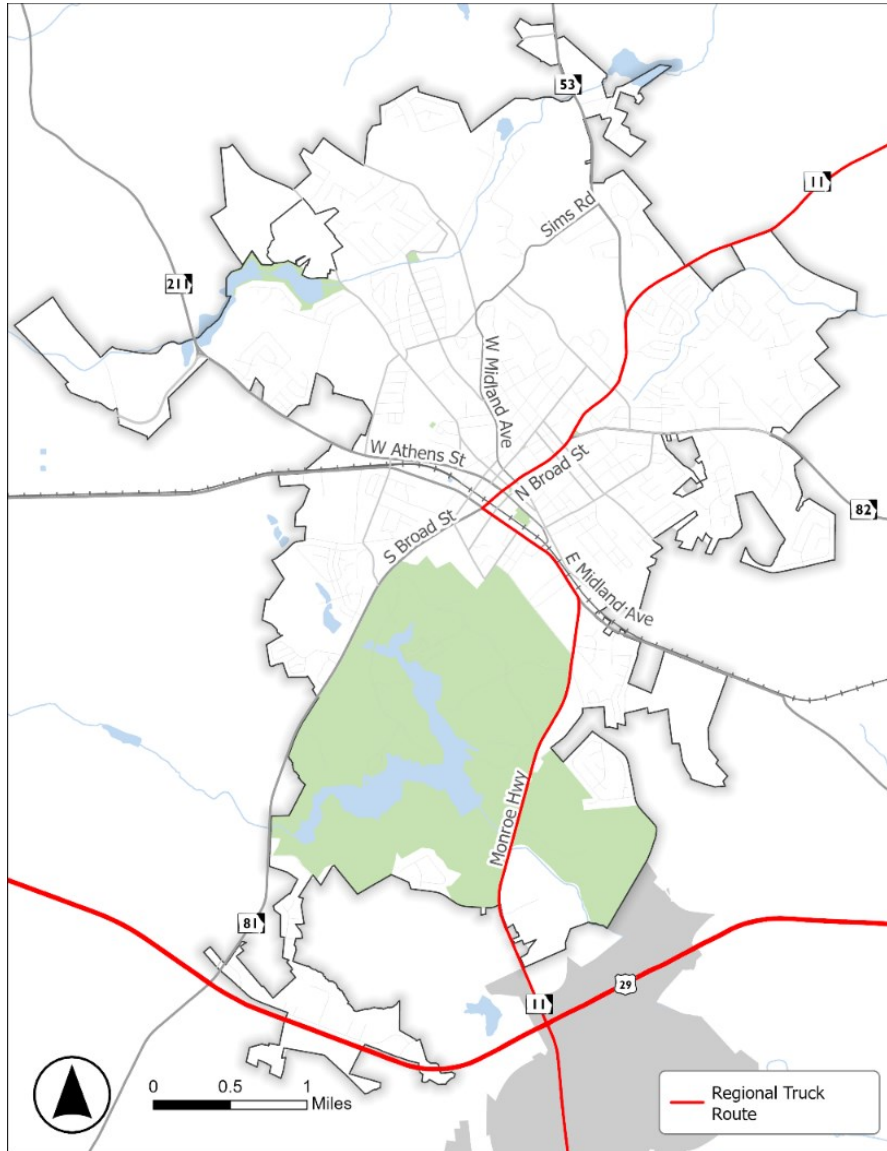


Figure 30: Existing Regional Truck Routes

Truck Route Restrictions

Truck route restrictions as documented in Winder’s zoning ordinance were mapped in GIS as shown in Figure 31. Restrictions exist throughout most local and collector roadways near downtown. Trucks are encouraged to access Winder through US and State Routes connecting to Winder.

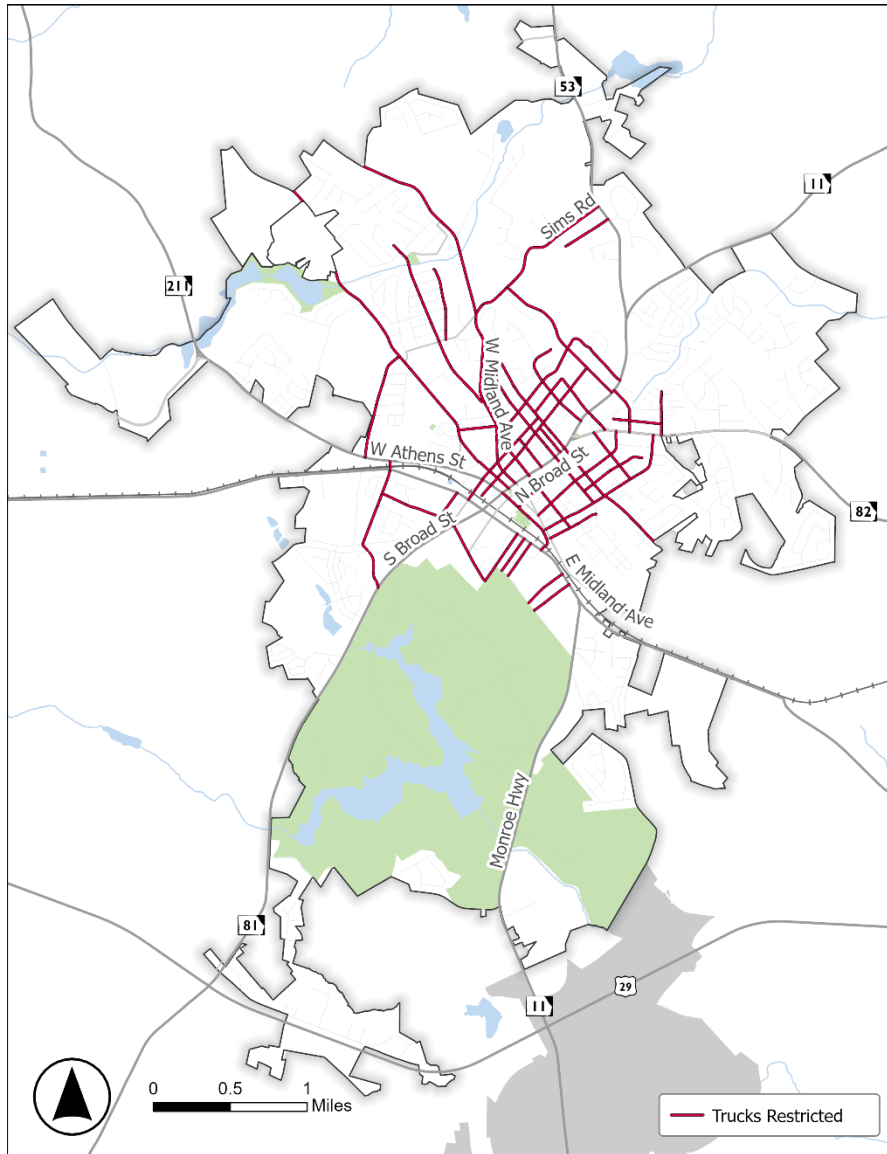


Figure 31: Existing Roads with Designated Truck Restrictions

At-Grade Rail Crossings

Downtown Winder is traversed by the CSX railroad which introduces additional complexities to the current and future transportation needs of the City. There are five at-grade crossings along the CSX railroad in Winder as shown in Figure 32. Previous planning studies have identified roadway and pedestrian amenity improvements at and near the five at-grade crossings. Locations like the at-grade crossing of CSX at Broad Street and East Athens Street would benefit from improvements such as sidewalk infills, sidewalk ramps with detectable warning surface pads, enhanced gate/warning equipment, and traffic signal rail preemption.

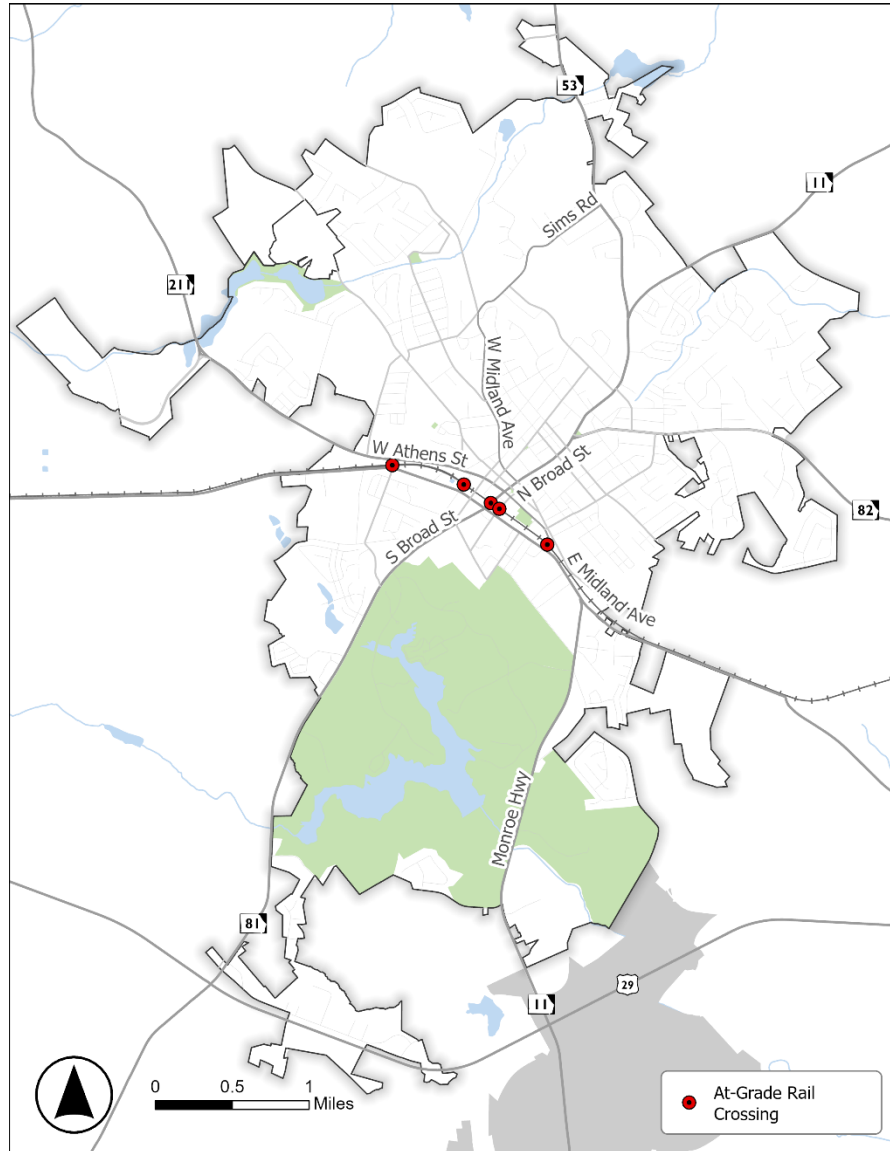


Figure 32: Existing At-Grade Rail Crossings

Regional Freight Travel Patterns

Data from the Replica and RITIS Trip Analytics platforms were evaluated to understand regional freight travel patterns around and through the City of Winder. Replica and RITIS Trip Analytics use data from probe and GPS-enabled devices to estimate travel pattern outputs such as origin-destination patterns and average daily traffic volumes. The results indicate the absolute number of truck trips passing through the City is low. However, even a low number of daily trucks traveling through downtown Winder could negatively impact congestion in Downtown.

Currently, a truck route designated on SR 11 (Monroe Highway) passes through downtown. The characteristics of the roadway and land are not ideal for larger vehicles as the downtown roadway sections are narrower and there may be more pedestrian traffic compared to other areas of the City. Given the City of Winder is located between I-85 and US 29, most of the regional truck traffic heading east and west uses US 29/SR 316 (University Parkway) to bypass the central business district resulting in few overall pass-through trips, as illustrated in Figure 33. Most of the pass-through trips occurred via US 29 BUS through Downtown Winder and SR 211 (W Athens Street) to connect to I-85.

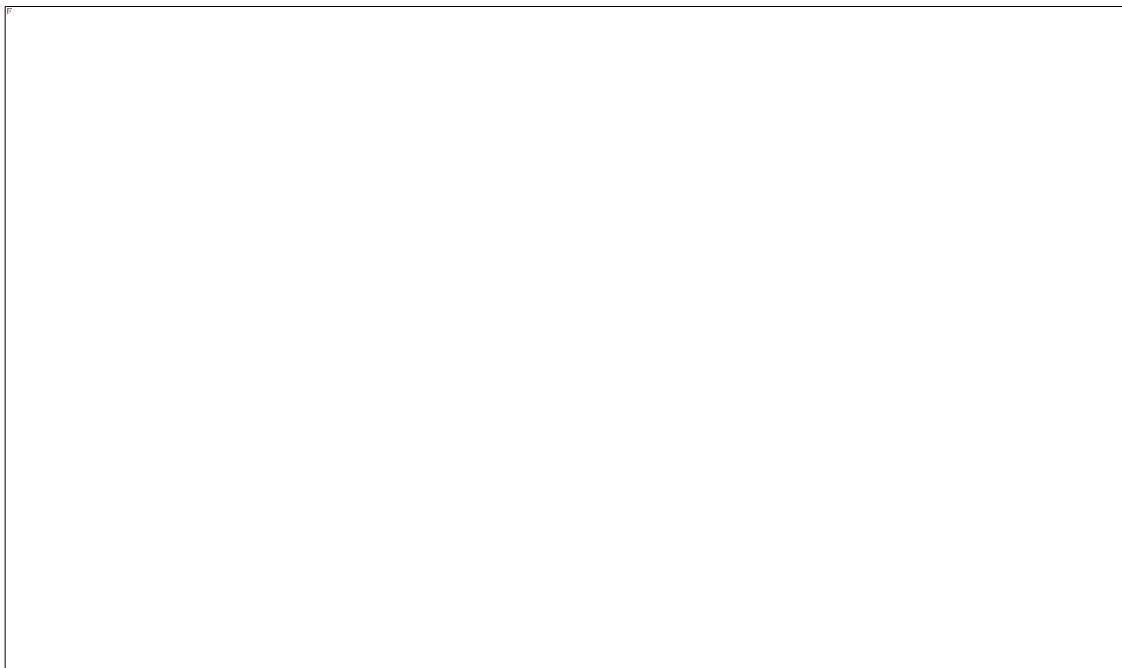


Figure 33: Replica Freight Trips Passing Through Winder

RITIS Trip Analytics data was evaluated for truck trips passing through (i.e., starting outside and ending outside of the City) Winder during typical weekdays (i.e., Tuesday, Wednesday, and Thursday) in April 2024. The results indicate that approximately 10,000 truck trips passed through Winder during the 13-day study period – or approximately 750 truck pass-through trips per day. The route with the highest number of trips was US 29 BUS (Hog Mountain Road/Atlanta Highway/ May Street) to SR 11 (W Athens Street) to SR 53 (Gainesville Highway).

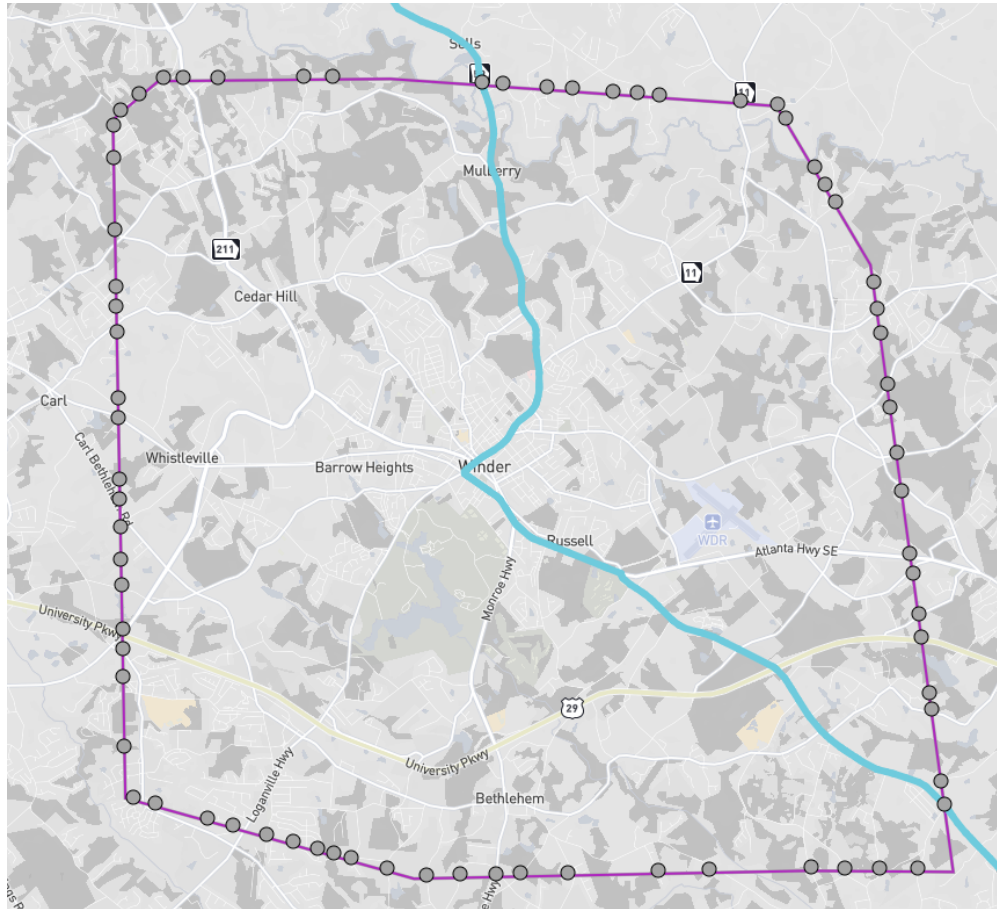


Figure 34: RITIS Trip Analytics

With very few overall truck pass-through trips occurring in Winder, there was also a relatively low number of truck-related crashes. There were seven truck-related crashes between 2019 and 2023. Notably, all these crashes occurred off designated regional truck routes. The highest concentration of truck-related crashes was observed near the at-grade railroad crossing and Horton Street.

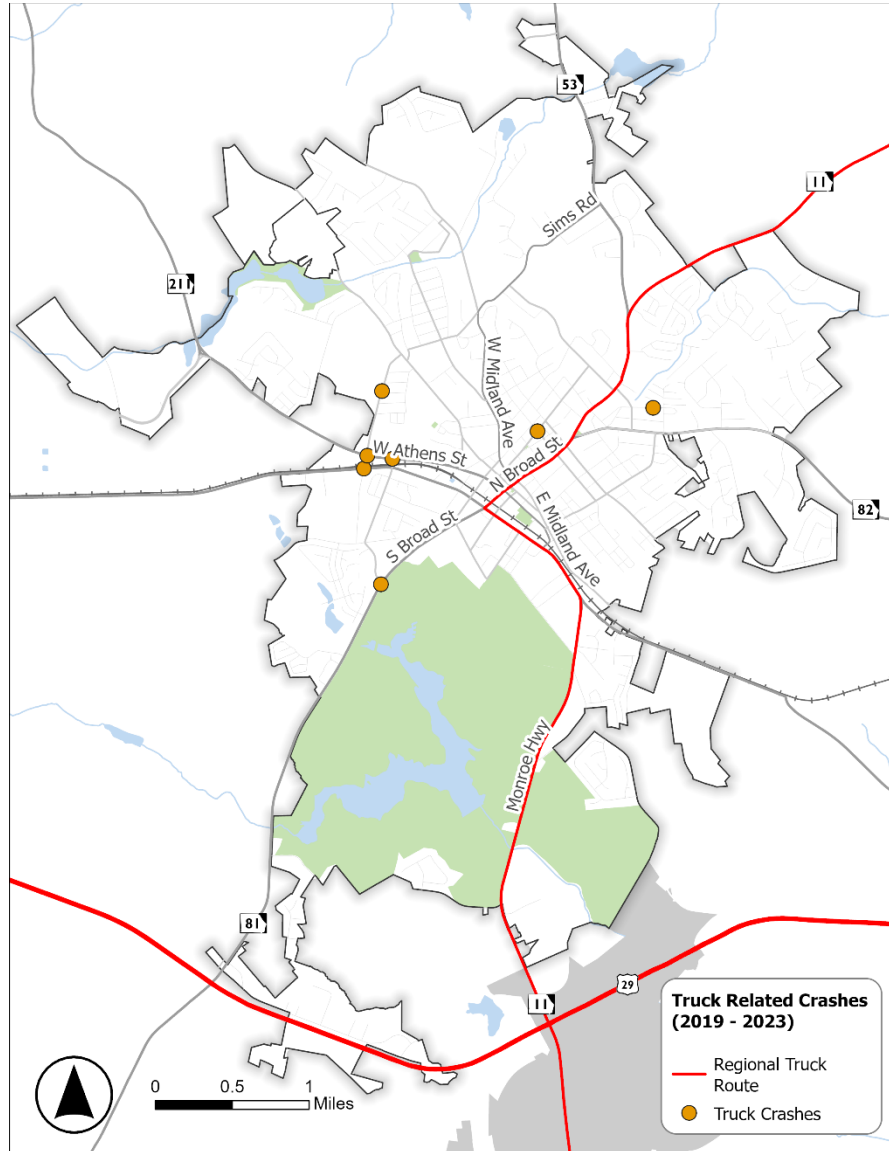


Figure 35: Truck Related Crashes 2019 - 2023

5.7 Transportation Safety

Crash Analysis

Historical crash data was obtained from GDOT’s AASHTOWare Safety and Georgia Electronic Accident Reporting System (GEARS) platforms for crashes reported in Winder between 2019 and 2023. The datasets were combined following high-level data cleaning to remove duplicate records, verify notable crash types, and adjust the general location of crashes as needed. There were 3,557 crashes in Winder during the five years.

Table 9 provides a summary of crashes by year and severity. Crash events are categorized by severity ranging from fatal (K) to property damage only (O). Figure 36 shows crash density for all crashes overlaid with the location of fatal (K) and serious injury (A) crashes. Table 10 provides a summary of crashes by type. The most common crash type was rear end (36%) followed by angle (17%) and run off the road/single vehicle (16%).

Table 9: Crashes by Year and Severity (GDOT 2019-2023)

Year	Fatal Injury (K)	Serious Injury (A)	Visible Injury (B)	Complaint of Injury (C)	Property Damage Only (O)	Total
2019	0	7	34	92	554	687
2020	0	14	53	123	522	712
2021	3	5	53	133	612	806
2022	0	8	35	137	520	700
2023	1	3	35	120	493	652
Total	4	37	210	605	2,701	3,557

Table 10: Crashes by Type and Year (GDOT 2019-2023)

Type of Crash	2019	2020	2021	2022	2023	Total	% of Total
Rear End	225	277	289	260	232	1,283	36%
Angle	108	117	158	109	125	617	17%
Run off the Road/Single-Vehicle	110	107	121	116	101	555	16%
Sideswipe - Same Direction	95	76	83	83	84	421	12%
Backing	51	45	63	38	35	232	7%
Left Turn	55	45	33	45	43	221	6%
Sideswipe - Opposite Direction	19	22	21	23	22	107	3%
Right Turn	12	10	16	10	1	49	1%
Head On	7	3	14	9	6	39	1%
Pedestrian	3	5	5	5	1	19	<1%
Other	0	4	3	1	0	8	<1%
Bicycle	2	1	0	1	2	6	<1%
Total	687	712	806	700	652	3,557	100%

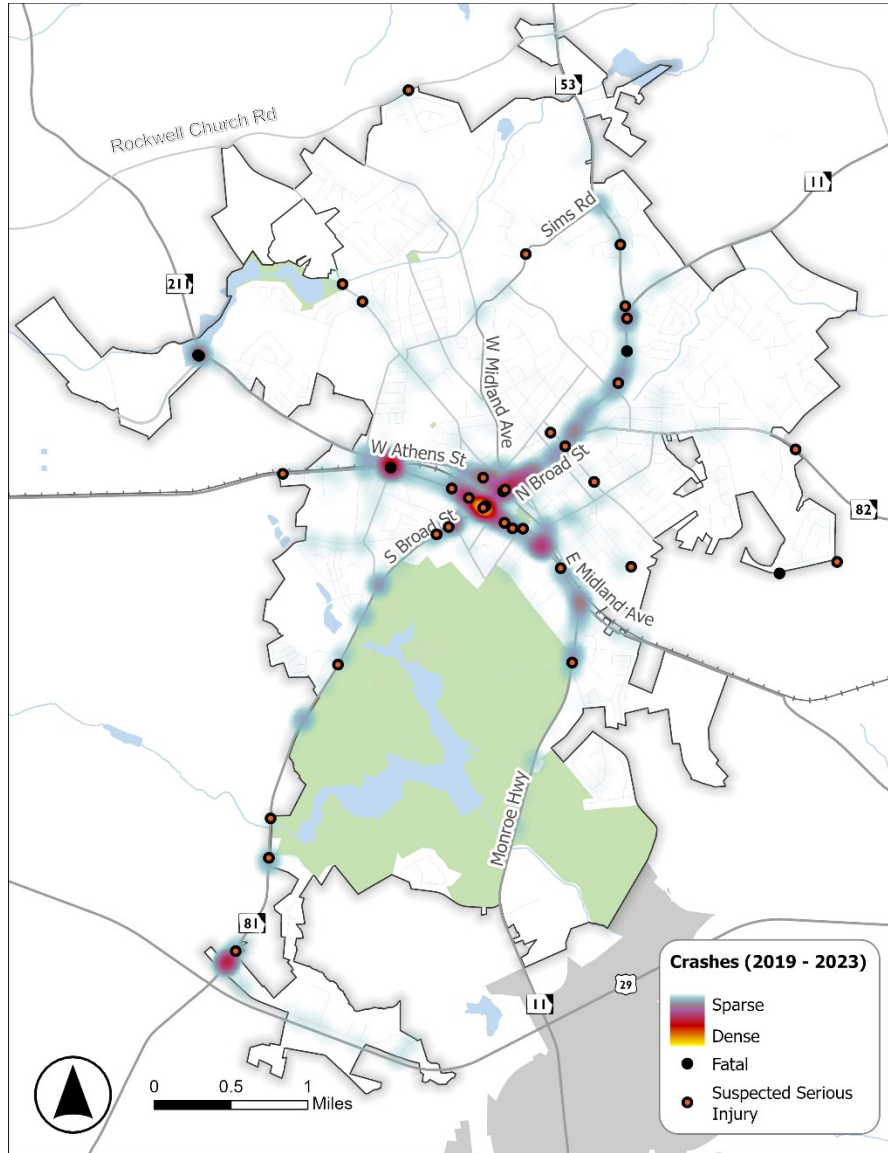


Figure 36: Crashes in Winder (2019 to 2023)

High Crash Rate Intersections

The absolute number of crashes does not tell the whole story as locations with more traffic activity are likely to have more total crashes and the crash types at congested locations may be of lower severity (e.g., rear-end crashes). Crash rate calculations account for the traffic volume at locations and allow for a more effective comparison between different locations for safety challenges.

The intersections in Winder with the greatest crash rates were evaluated using the GDOT AASHTOWare Safety Network Screening tool for intersections (2018-2022) as illustrated in Figure 37. The locations were ranked using crash rate as summarized in Table 11. Also shown is equivalent property damage only (ePDO) which is a metric used to normalize crashes at a location based on their relative severity (KABCO) classification. Locations with more severe crashes receive a higher ePDO score.

Table 11: High Crash Rate Intersection (GDOT 2018-2022)

Rank	Intersection	Total Crashes	Crash Rate	ePDO
1	South Jackson Street at Stafford Street	13	5.4	20.2
2	May Street at Horton Street	116	2.7	907.2
3	Harry McCarty Road at Exchange Boulevard	6	2.5	13.2
4	Bill Rutledge Road at Township Avenue	6	2.5	16.8
5	South Broad Street at Stafford Street	163	2.4	605.5
6	Athens Street at Center Street	49	2.3	267.3
7	May Street at Center Street	83	2.1	313.3
8	Athens Street at Horton Street	61	2	110.3
9	South Center Street at Lily Drive	82	1.8	362.8
10	2nd Street at Wade Street	4	1.7	7.6
17 ^(a)	Horton Street at SR 81	35	1.3	115.5
89 ^(a)	St Anthony Drive/Sims Road at Midland Avenue/Miles Patrick Road	4	0.5	4.0
211 ^(a)	West Midland Avenue at 3 rd Avenue	2	0.18	2.0

Notes: ^(a)Locations added based on input from City staff for further investigation.

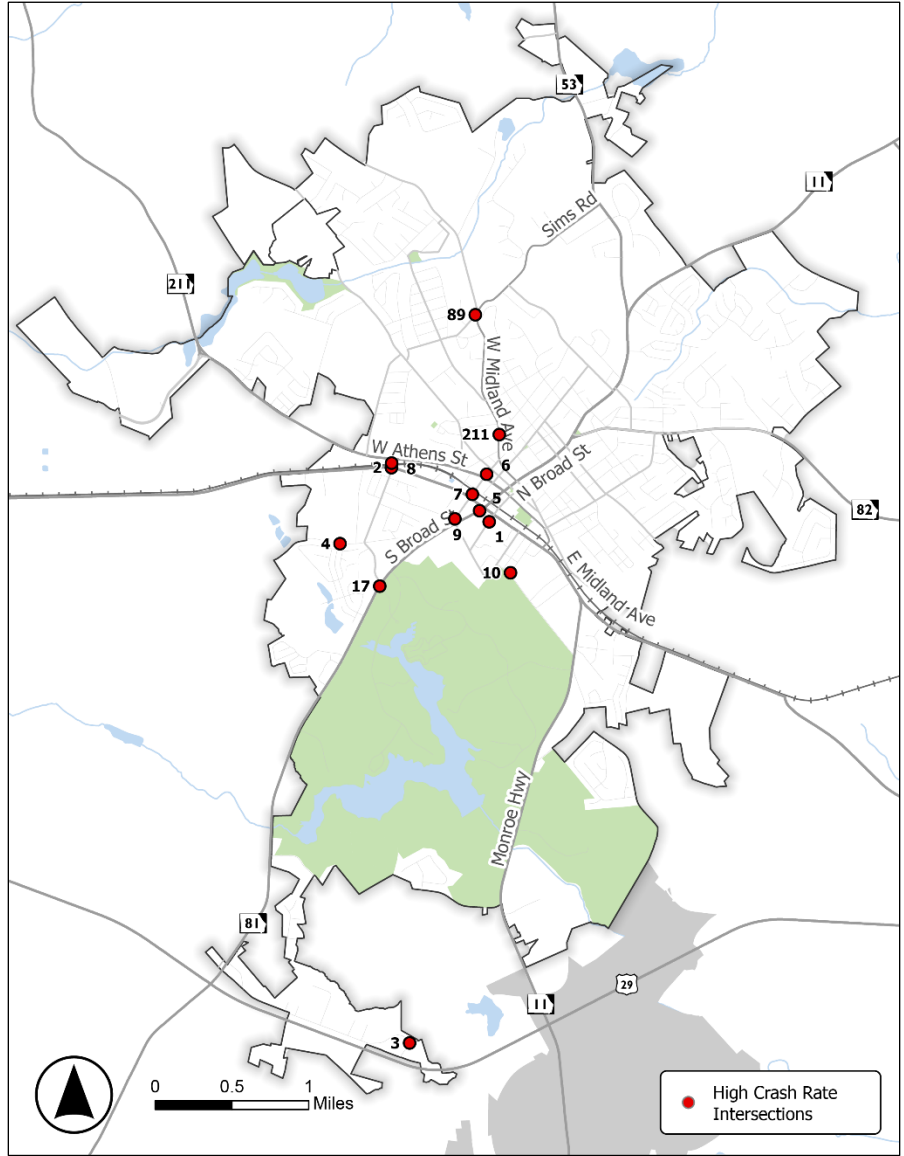


Figure 37: High Crash Rate Intersections (GDOT 2018-2022)

Safety and Operational Needs

Congestion and traffic accidents are often correlated, with highly congested roadways frequently exhibiting elevated crash rates. To identify candidate locations for safety and intersection improvements, GIS overlays were conducted to visualize the correlation of crashes with congestion data. As shown in Figure 38, numerous intersections within the downtown area exhibit higher crash densities. The intersection of Horton Street and SR 29 BUS (W May Street) experienced higher crash density and LOS E during the PM peak period.

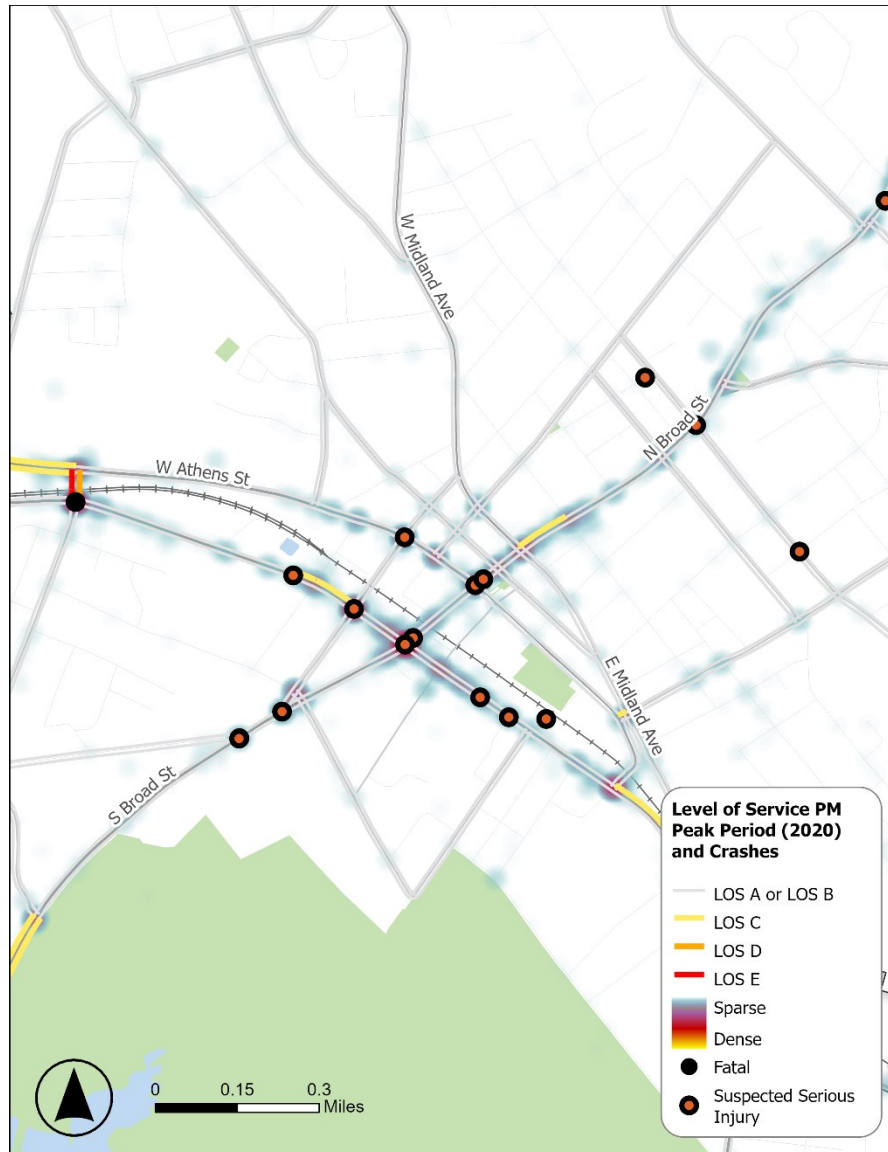


Figure 38: LOS PM Peak Period and Crash Rates

At-grade rail crossings can contribute to higher levels of congestion at roadways and adjacent intersections. Figure 39 illustrates an overlay of at-grade intersections and expected change in forecasted traffic volumes (2020 to 2050). The results indicate many roadways intersecting railroad tracks are anticipated to experience a traffic volume increase of 25 percent or more between 2020 and 2050. Notably, RS 211 (E Athens Street) is projected to see a substantial increase of over 100 percent during the same period. Passive and active warning systems equipment for the at-grade crossings in Winder will require ongoing improvements to accommodate the increase in traffic as well. This includes pavement markings, signage, crossing gate equipment, and pedestrian infrastructure.

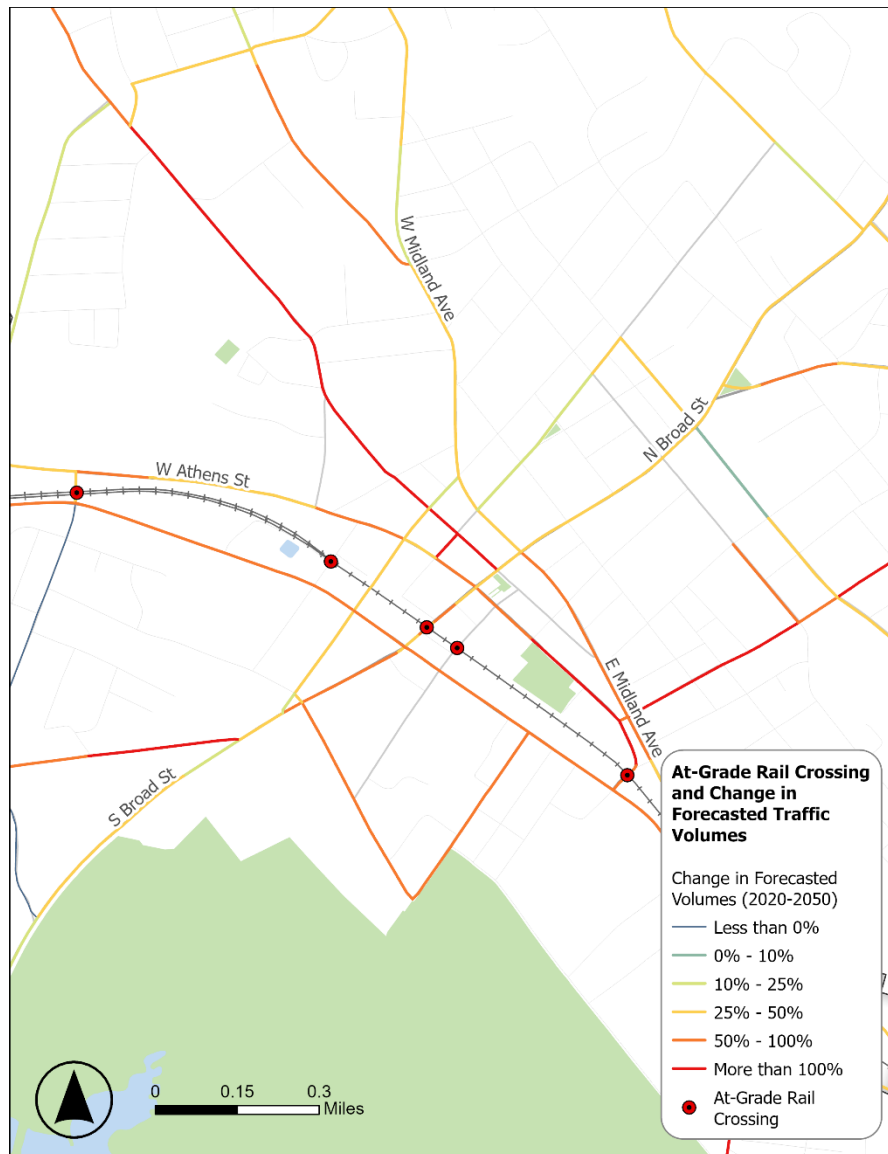


Figure 39: At-Grade Rail Crossings and Forecasted Traffic Volume Changes (2020 to 2050)

Based on public input, several safety improvement projects for intersections were identified. Utilizing the survey platform Social Pinpoint, which enables users to mark issues and provide comments, while allowing others to upvote these issues if they concur. The intersection of SR 11 (Jefferson Highway) and SR 53 (Gainesville Highway) received the highest number of upvotes, totaling 34. Comments regarding this intersection indicated that it was perceived as very dangerous, with suggestions for implementing a roundabout to enhance safety. The second highest number of upvotes was recorded for the intersection of SR 11 (N Broad Street) at the Ingles Market, located less than half a mile away. Comments for this location highlighted difficulties and safety concerns associated with turning out of the parking lot onto the street.

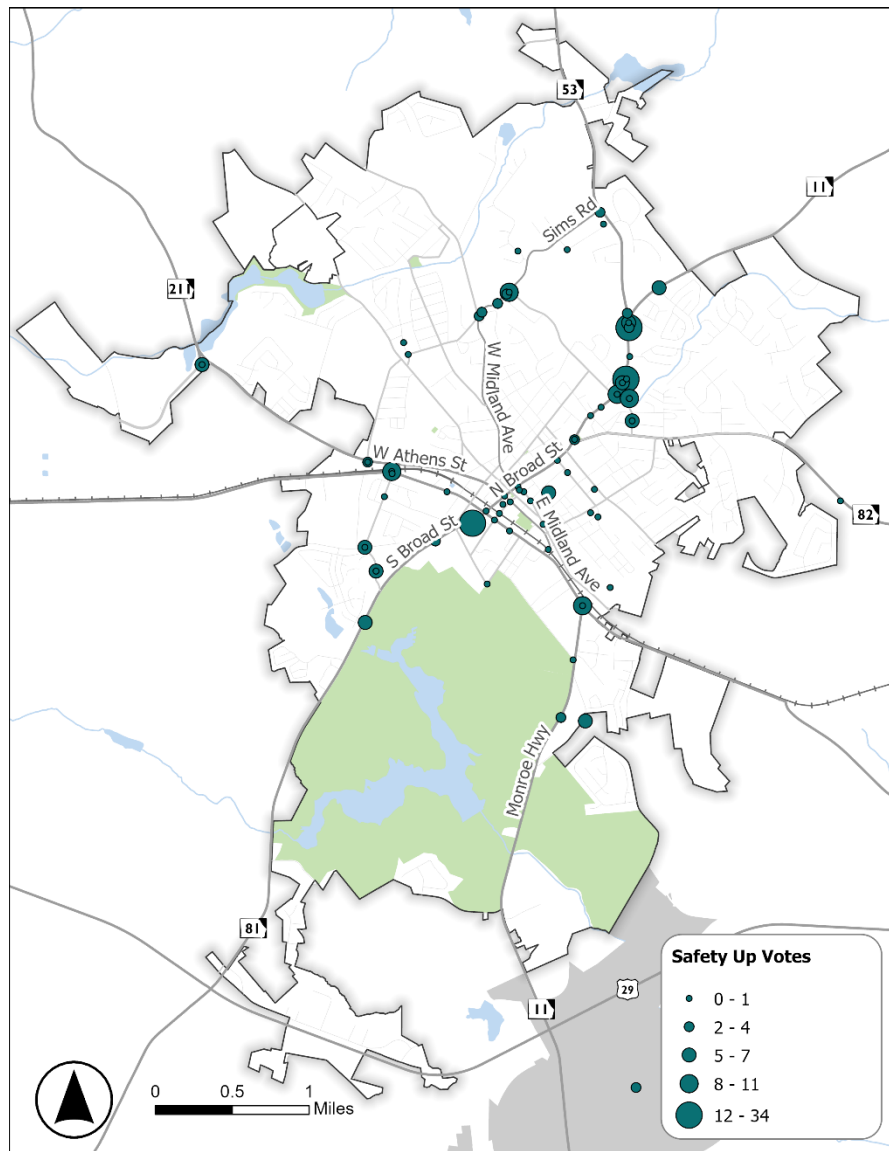


Figure 40: Social Pinpoint Safety Up Votes

Public input regarding safety concerns was predominantly concentrated in northern Winder, whereas congestion issues were primarily highlighted in Downtown Winder. The intersection of East Athens Street and M.L.K. Jr Drive, which garnered the highest number of upvotes at 22, is currently under conceptual design. Additionally, another pinpoint, also receiving 22 upvotes, addressed congestion issues on Broad Street through Downtown, with comments focusing on inconsistent signal timing.

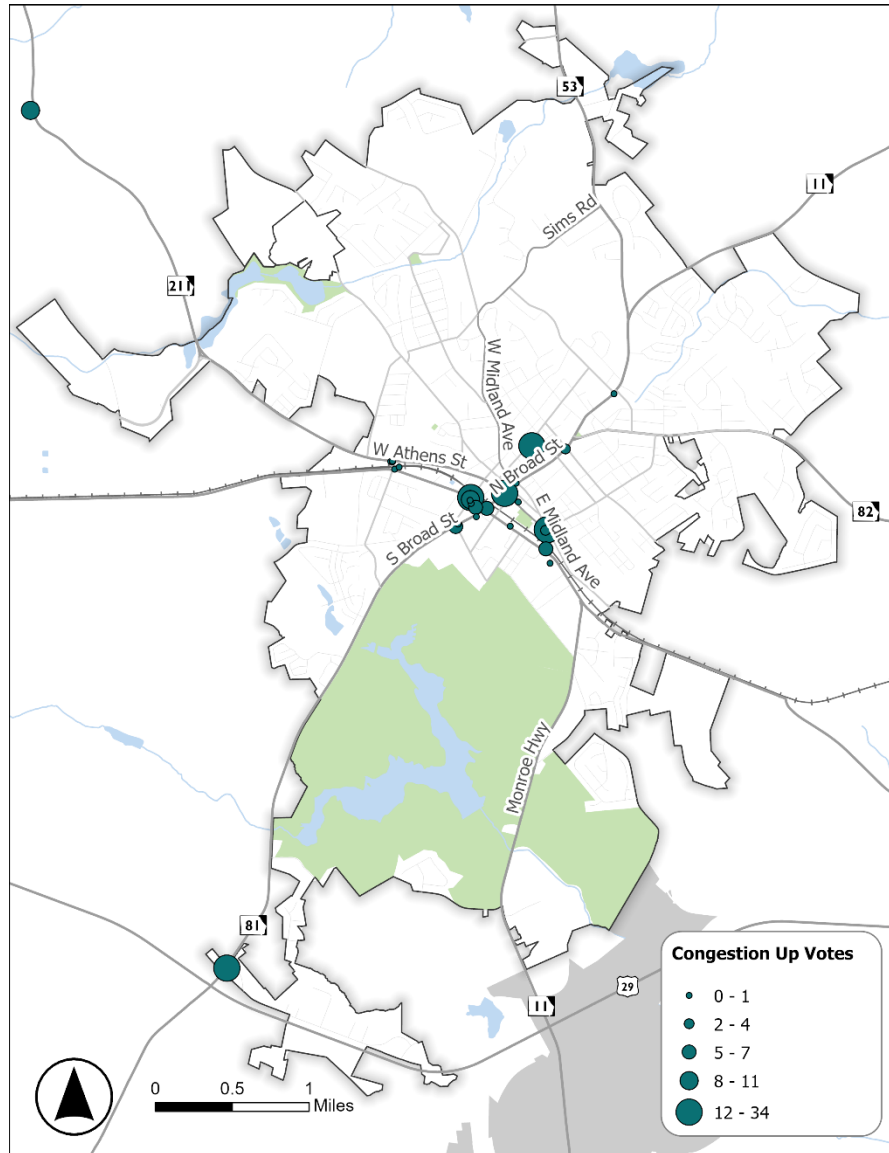


Figure 41: Social Pinpoint Congestion Up Votes

5.8 Active Transportation

Multimodal Network

The City of Winder’s multimodal network includes pedestrian and bicycle infrastructure. Multimodal connectivity is important for developing equitably accessible communities, especially in areas with limited vehicle ownership. Figure 42 illustrates the existing sidewalk and trail network as well as the locations of community facilities. Winder has existing sidewalk coverage in downtown, near schools, and in recently developed subdivisions including The View at Yargo Township, Villas at Winder- Phase II, and Calgary Downs. Figure 43 provides an alternate view zooming into northern Winder and the City Pond Park area which could benefit from sidewalk infill improvements.

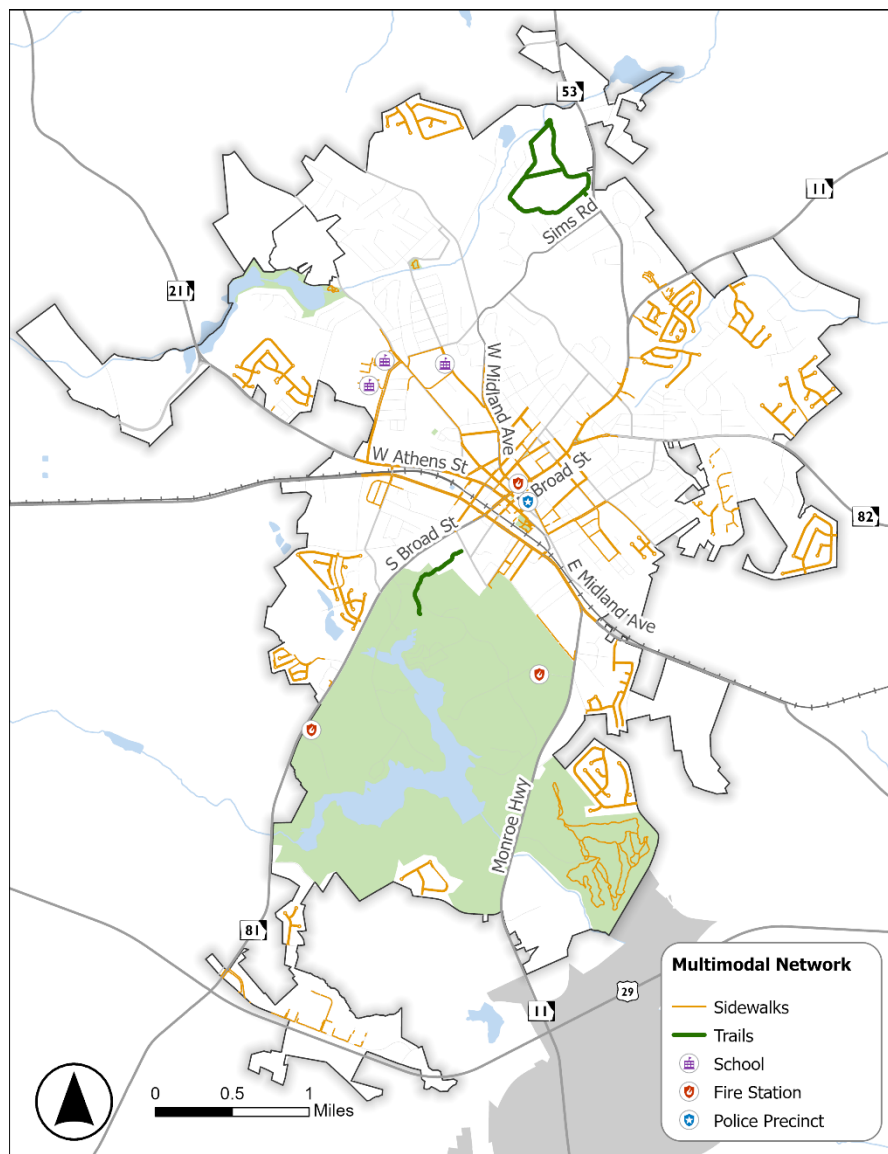


Figure 42: Existing Multimodal Transportation Network

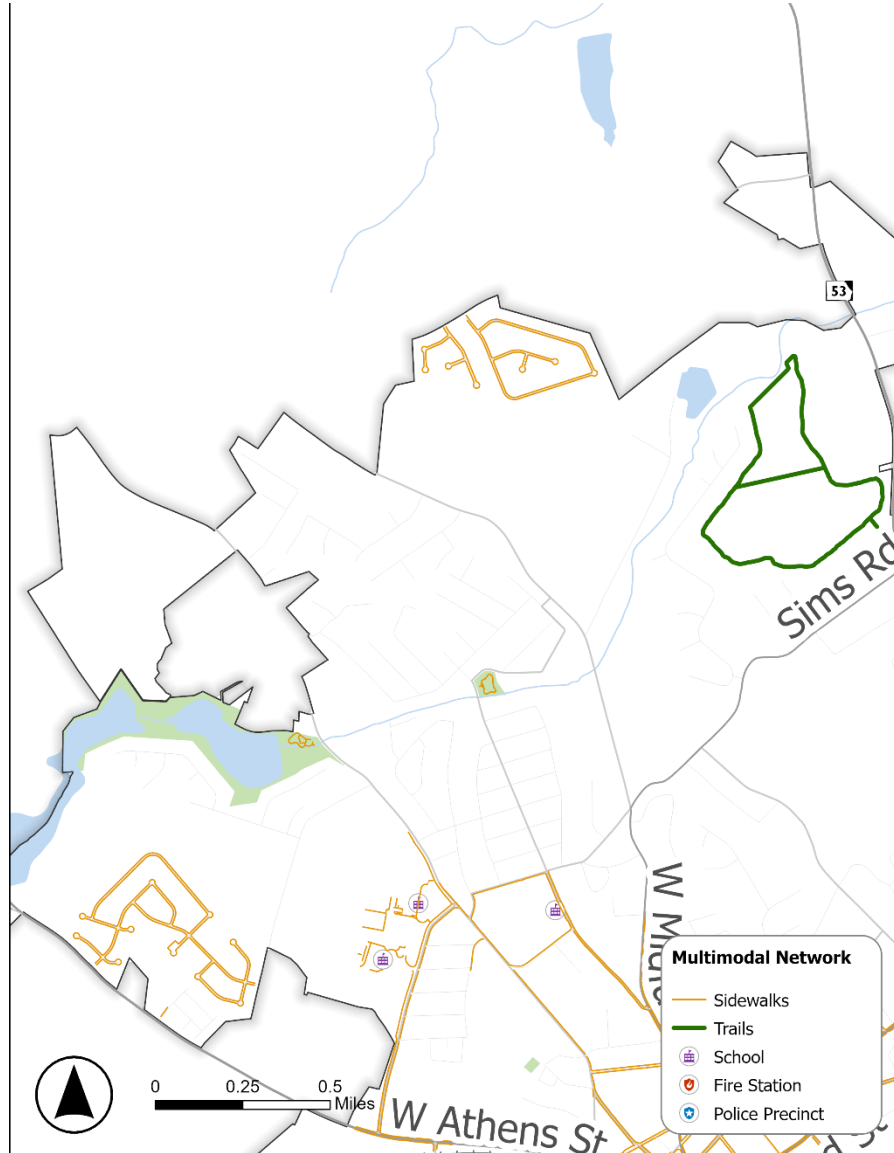


Figure 43: Existing Multimodal Network in Northern Winder

Pedestrian Risk Factor

The ARC completed a regionwide analysis to evaluate roadways based on pedestrian and bicycle risk factors accounting for several roadway characteristics including speed, number of lanes, presence of lighting, and presence of crosswalks.

As shown in Figure 44, the pedestrian risk factor analysis results indicate several portions of May Street, Broad Street, and US 29/SR 316 (University Parkway) scored among the highest in Winder. Similarly, as shown in Figure 45, the bicycle risk factors analysis results indicate portions of US 29/SR 316 (University Parkway), SR 81 (Loganville Highway), and SR 11 (Monroe Highway) scored among the highest in Winder.

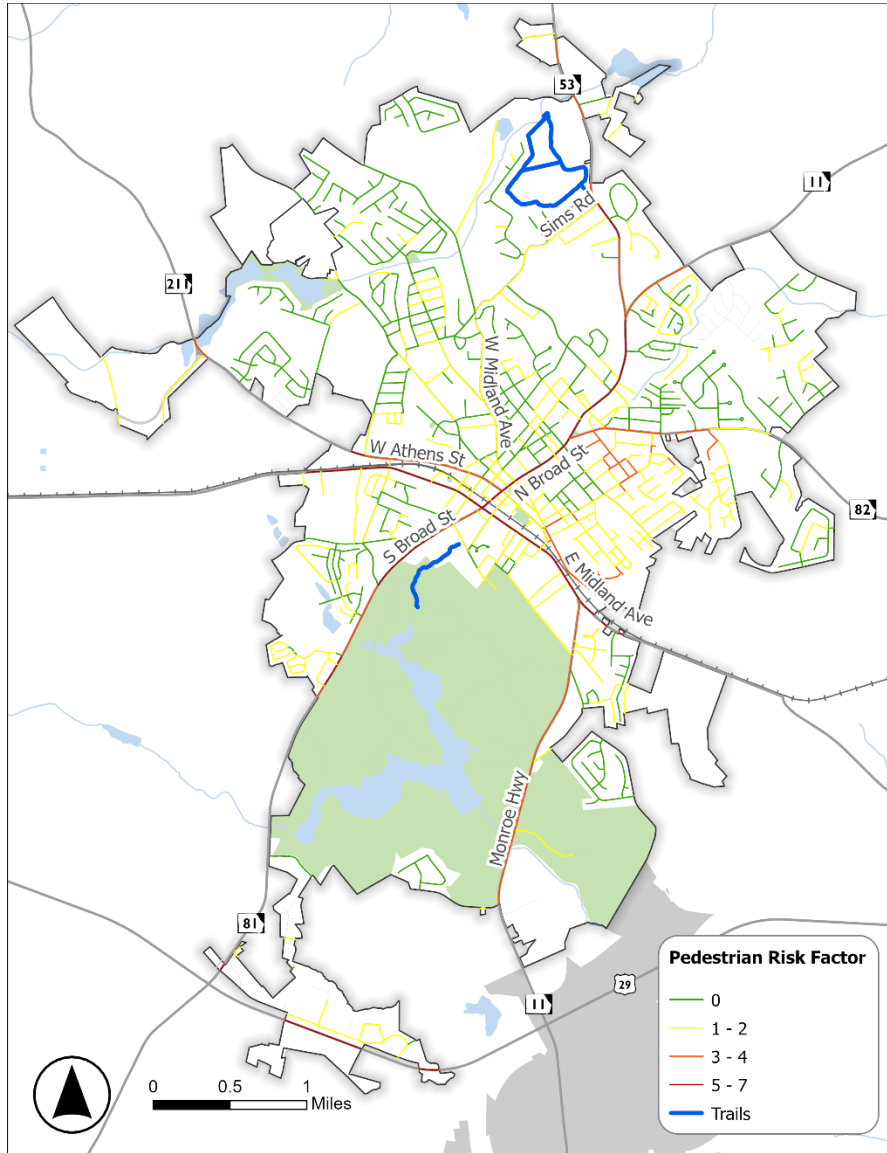


Figure 44: ARC Pedestrian Risk Factors

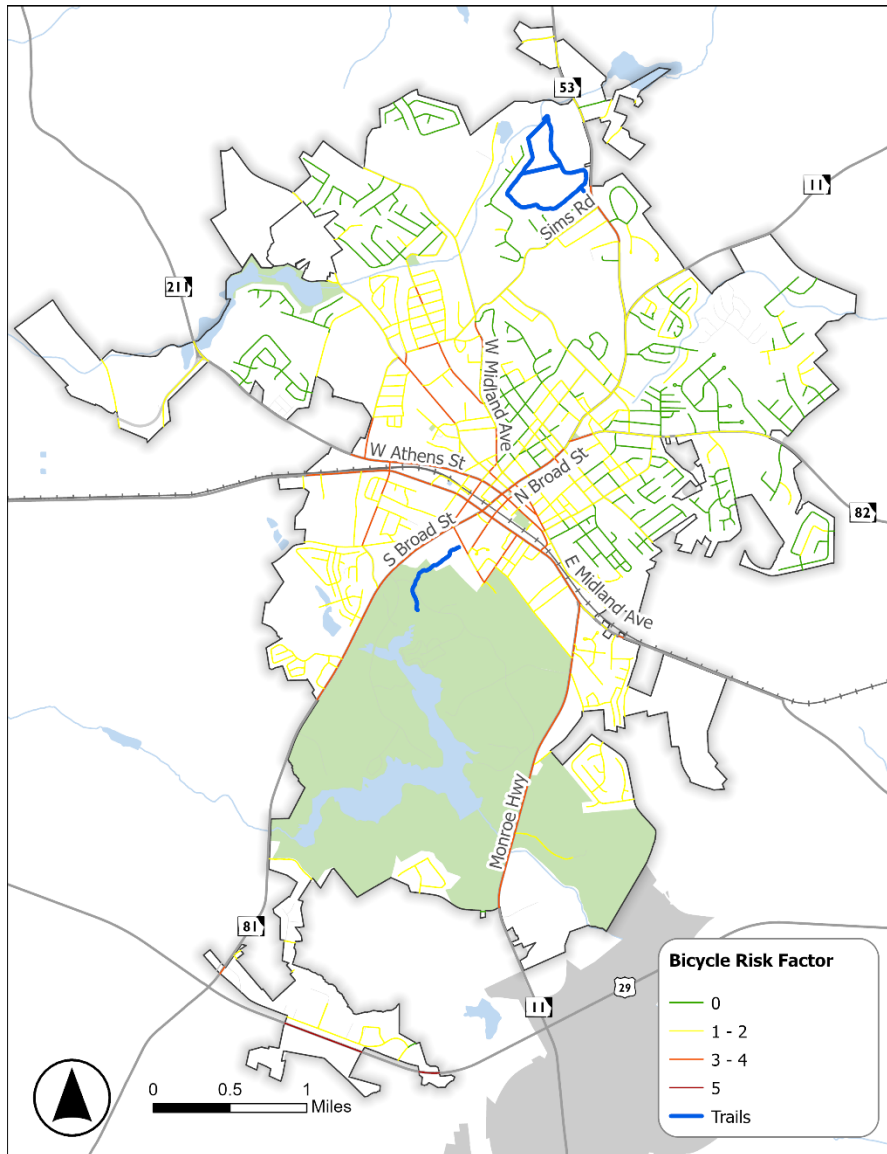


Figure 45: ARC Bicycle Risk Factors

Strava Metro Total Bicycle Trips

Strava Metro data is aggregated information collected from the Strava mobile app which records activities such as running and bicycling. GIS data for bicycle and pedestrian (i.e., walking and running) activity was obtained from the platform for 2023 as illustrated in Figure 46 and Figure 47.

Bicycle and pedestrian activity were logged along a notable portion of the City’s roadway network, especially near downtown. The highest concentration of bicycle trips occurred along trails within Fort Yargo State Park with multiple park trails seeing a volume of greater than 6,000 annual bicycle trips. Similar to the bicycle trip data, the trails within Fort Yargo State Park saw the most walking/running trips in 2023.

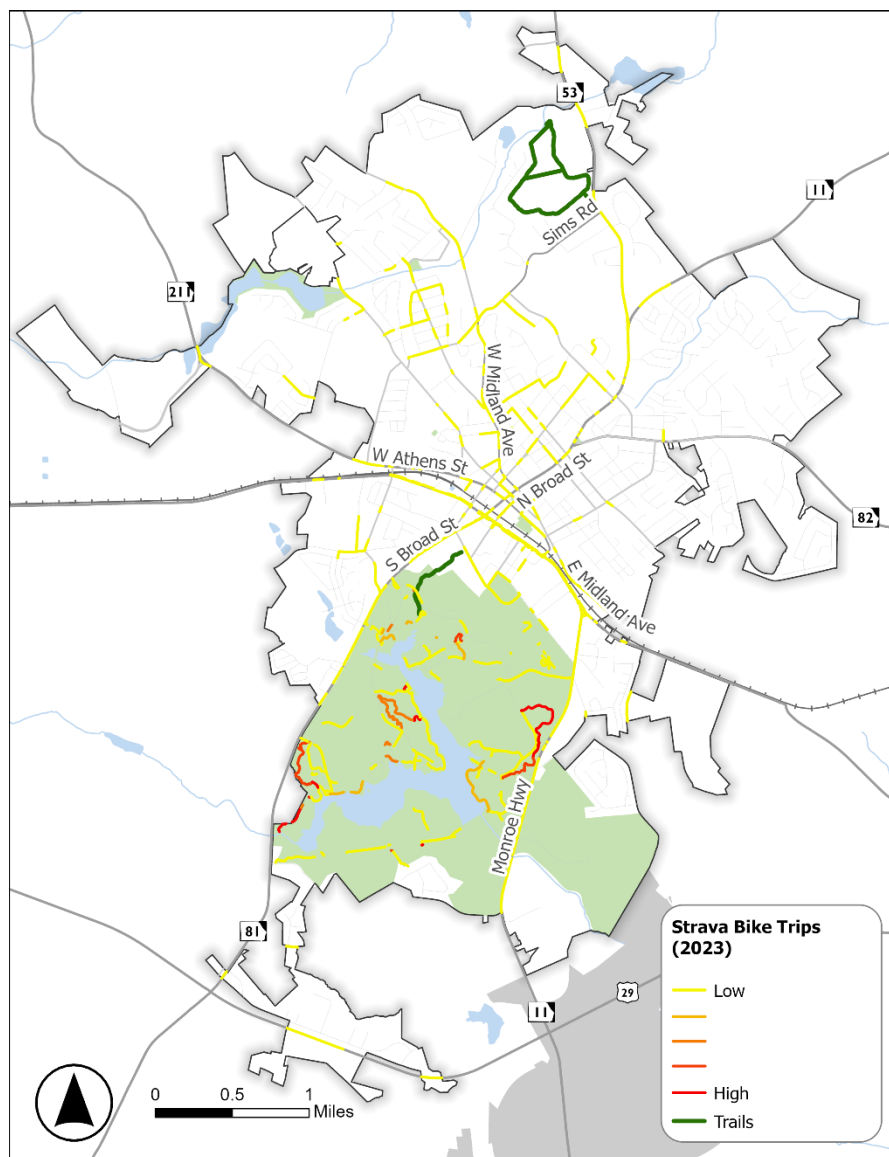


Figure 46: Strava Metro Bicycle Trips (2023)

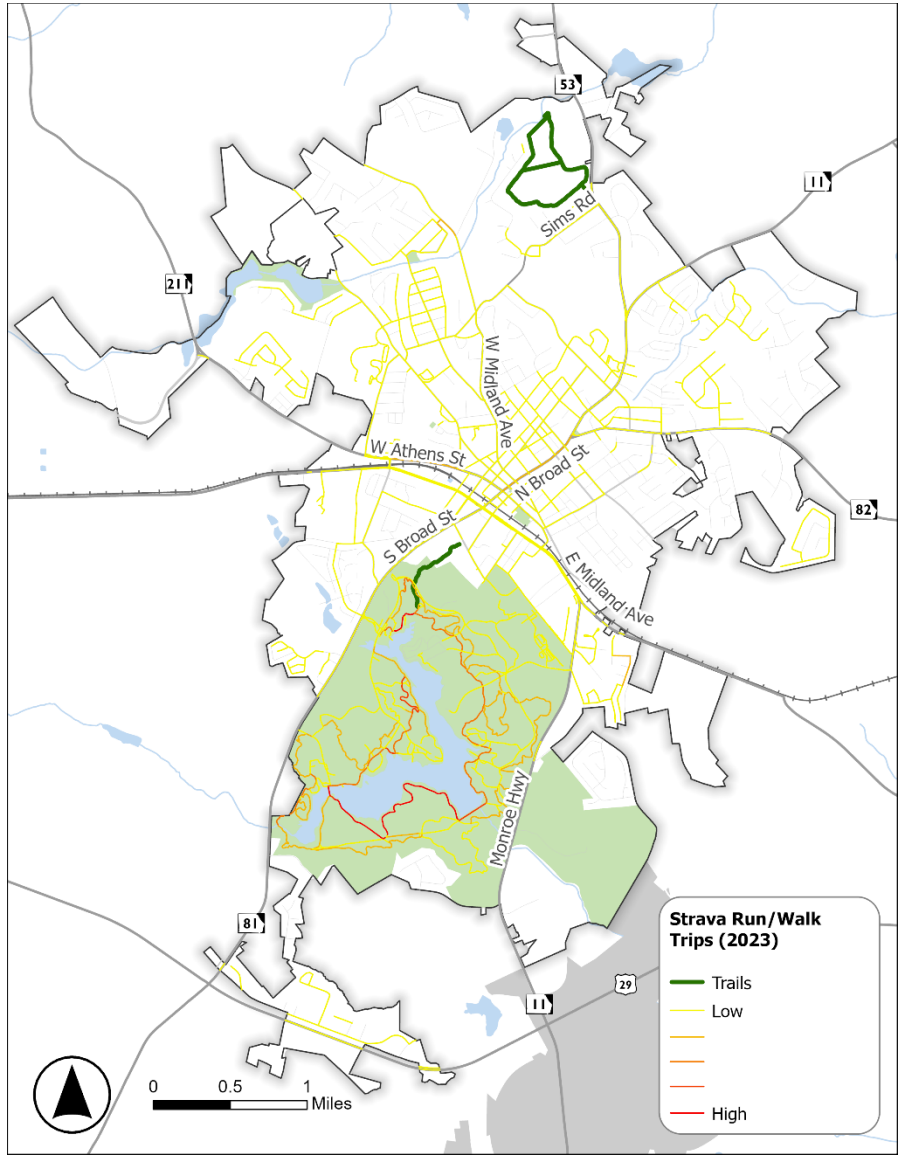


Figure 47: Strava Metro Pedestrian Trips (2023)

Level of Traffic Stress

Level of traffic stress (LTS) is a metric similar to the ARC risk factors that assesses the level of stress experienced by bicyclists based on variables such as traffic volume, vehicular speed, and number of lanes. LTS classifies streets based on their suitability for bicyclists of different confidence and ability levels. LTS 1 streets have lower speeds and lower traffic volumes and are suitable for bicyclist users of all ages and abilities. LTS 4 streets have higher speed traffic and are only suitable for the most experienced and confident users.

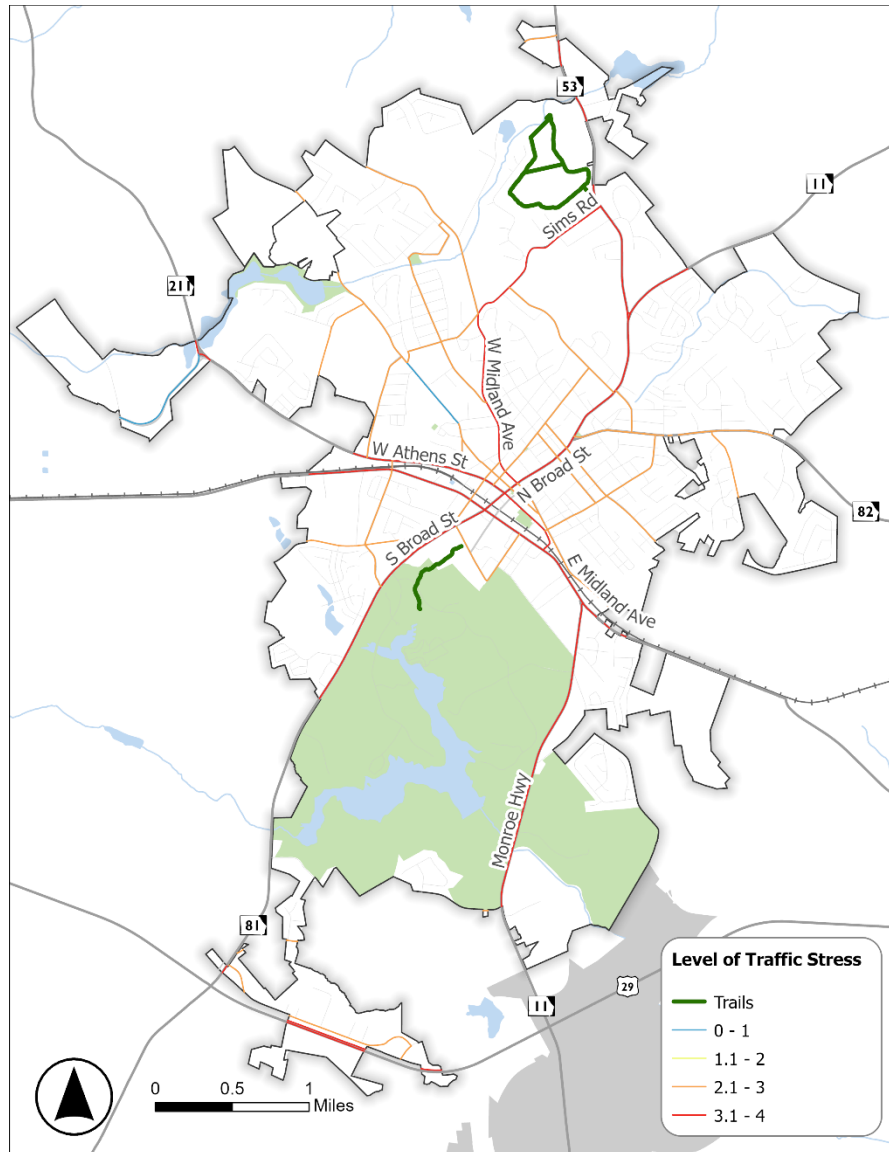


Figure 48: Existing Level of Traffic Stress

Bicycle and Pedestrian Related Crashes

Figure 49 shows the location of bicycle and pedestrian-related crashes in Winder during 2019-2023. There were approximately 25 bicycle/pedestrian crashes of which two resulted in serious injuries (KABCO type A). Several bicycle/pedestrian crashes occurred in the downtown area as well as near the intersection of SR 11 (Jefferson Highway) and SR 53 (Gainesville Highway).

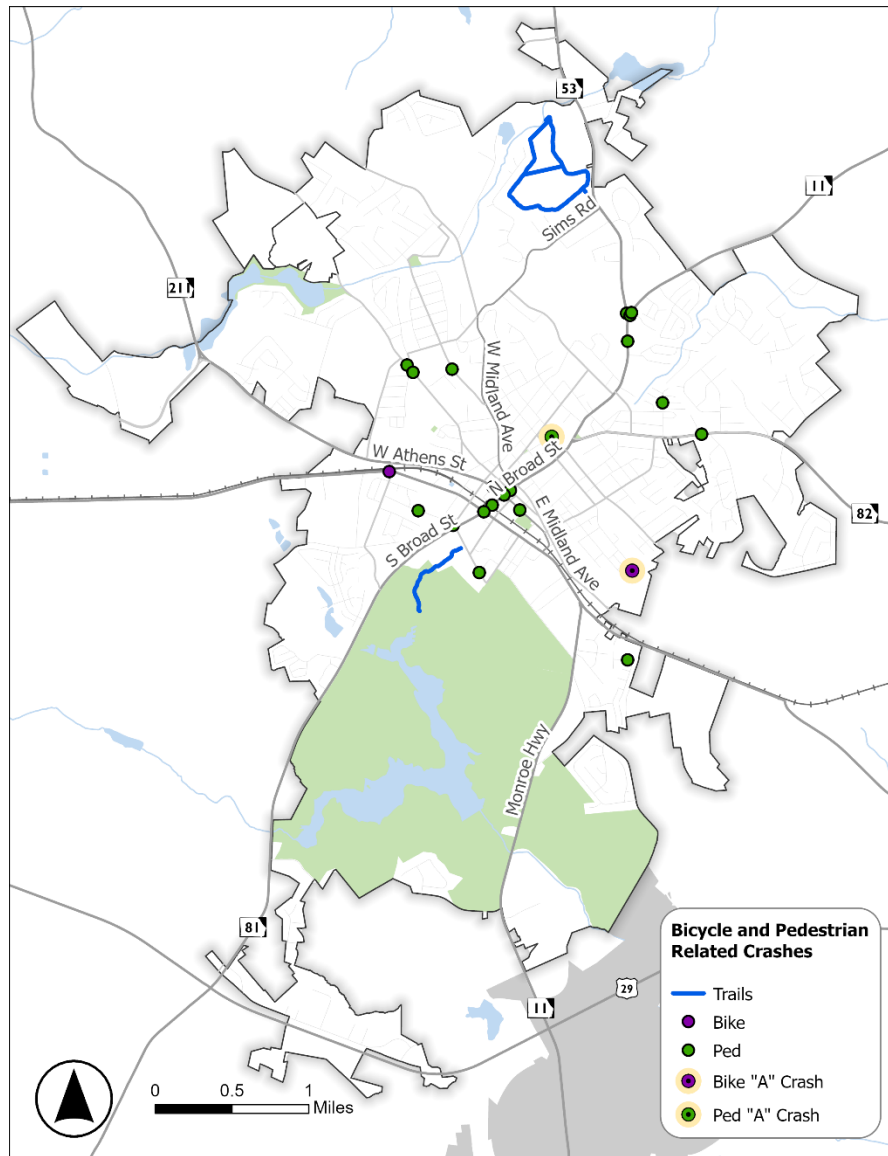


Figure 49: Bicycle and Pedestrian Related Crashes (GDOT 2019-2023)



Active Transportation Infrastructure Needs

To further evaluate potential pedestrian improvements for the City of Winder, an assessment of existing sidewalks in proximity to community facilities, such as schools and community facilities, was conducted. Enhancing sidewalk connectivity near schools and community facilities can encourage increased use of safe and effective active transportation options. Although Downtown Winder benefits from a robust sidewalk network, the schools situated northwest of Downtown Winder exhibit more limited sidewalk connectivity, as illustrated in Figure 50.

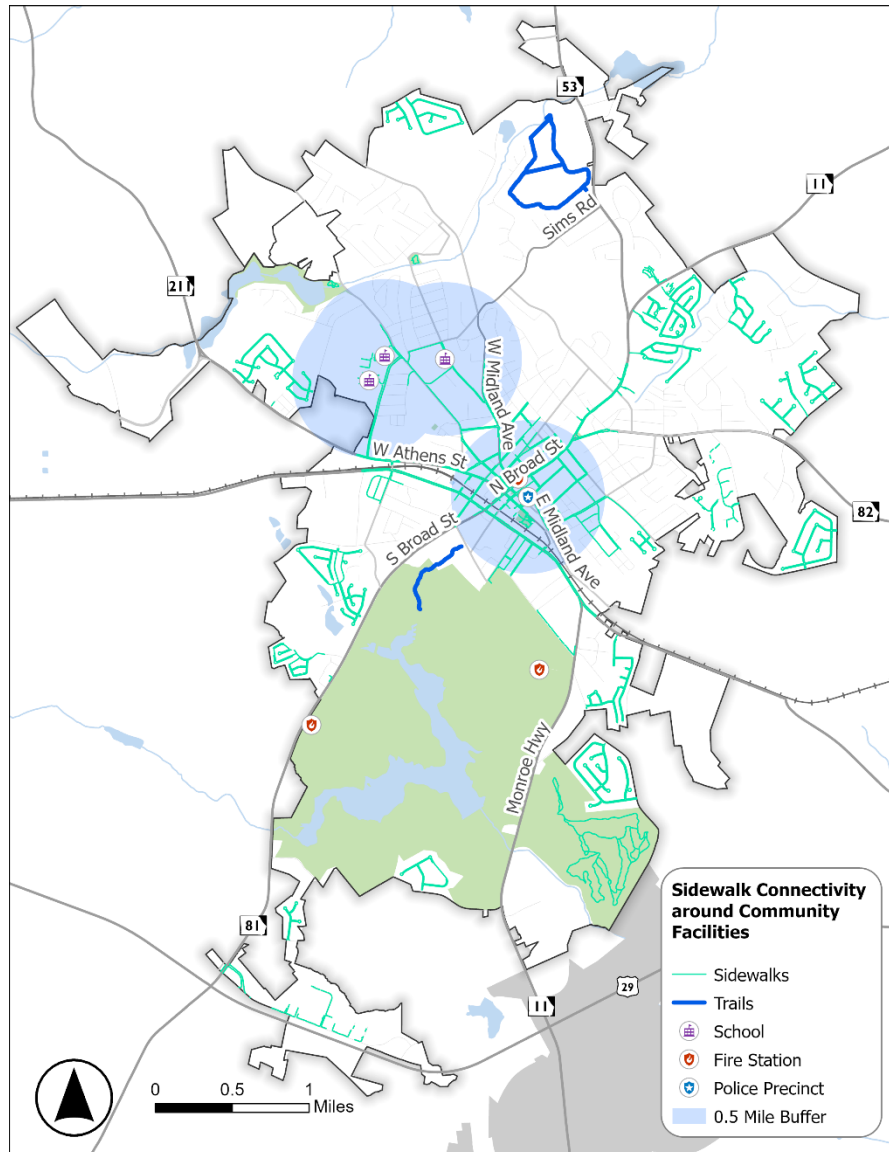


Figure 50: Sidewalk Connectivity around Community Facilities

A bicycle and pedestrian infrastructure deficiency can create hazardous conditions for cyclists and pedestrians navigating roadways. In the northern areas of Winder, several pedestrian-related crashes have occurred in locations lacking existing pedestrian facilities. These incidents were of lower severity. The intersection of SR 11 (Jefferson Highway) and SR 53 (Gainesville Highway) has been identified as having the highest concentration of pedestrian-related crashes and was highlighted through public input as requiring safety improvements.

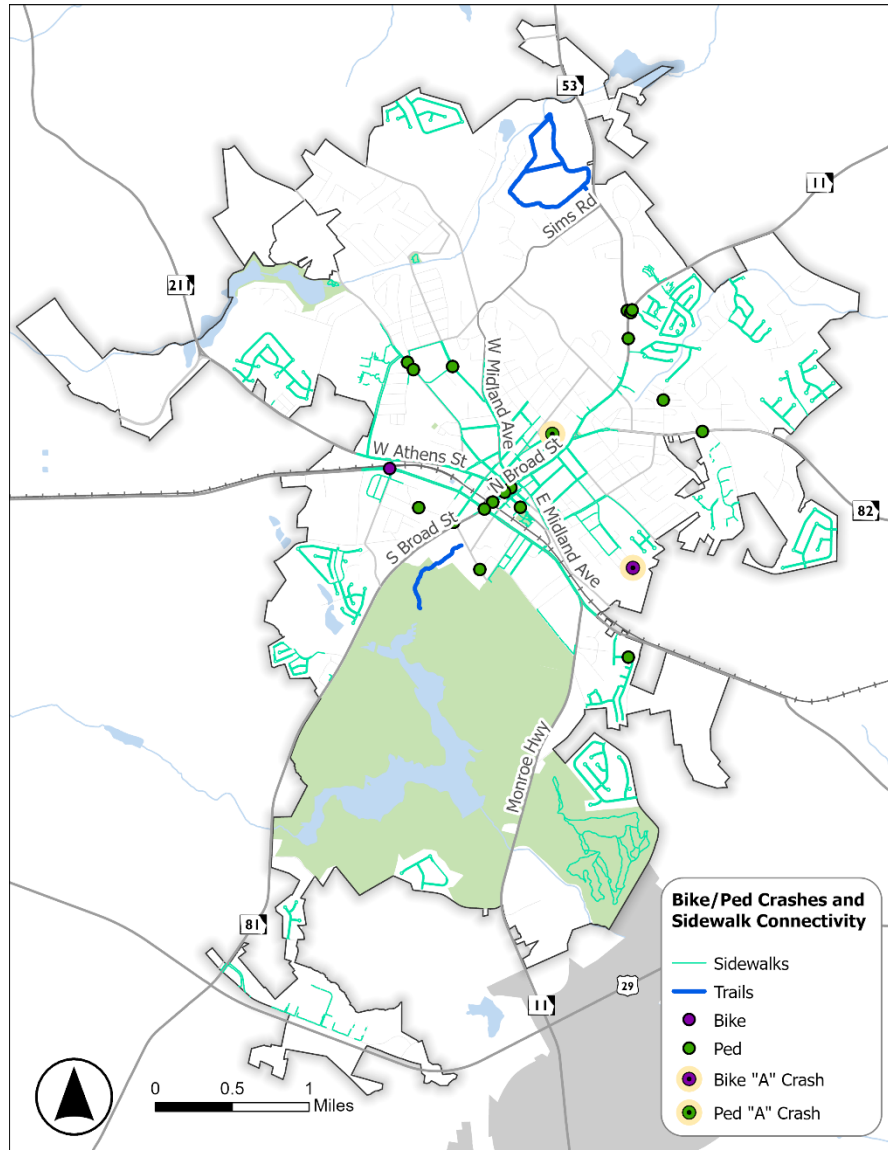


Figure 51: Bike/Ped Crashes Compared to Sidewalk Connectivity

Similarly, a lack of bicycle and pedestrian infrastructure contributes to a higher incidence of bicycle and pedestrian-related crashes, particularly along corridors with elevated risk factors within the City limits. SR 81 (Broad Street), which has a total risk factor rating of five, experienced nine bicycle and pedestrian-related crashes during the five-year study period.

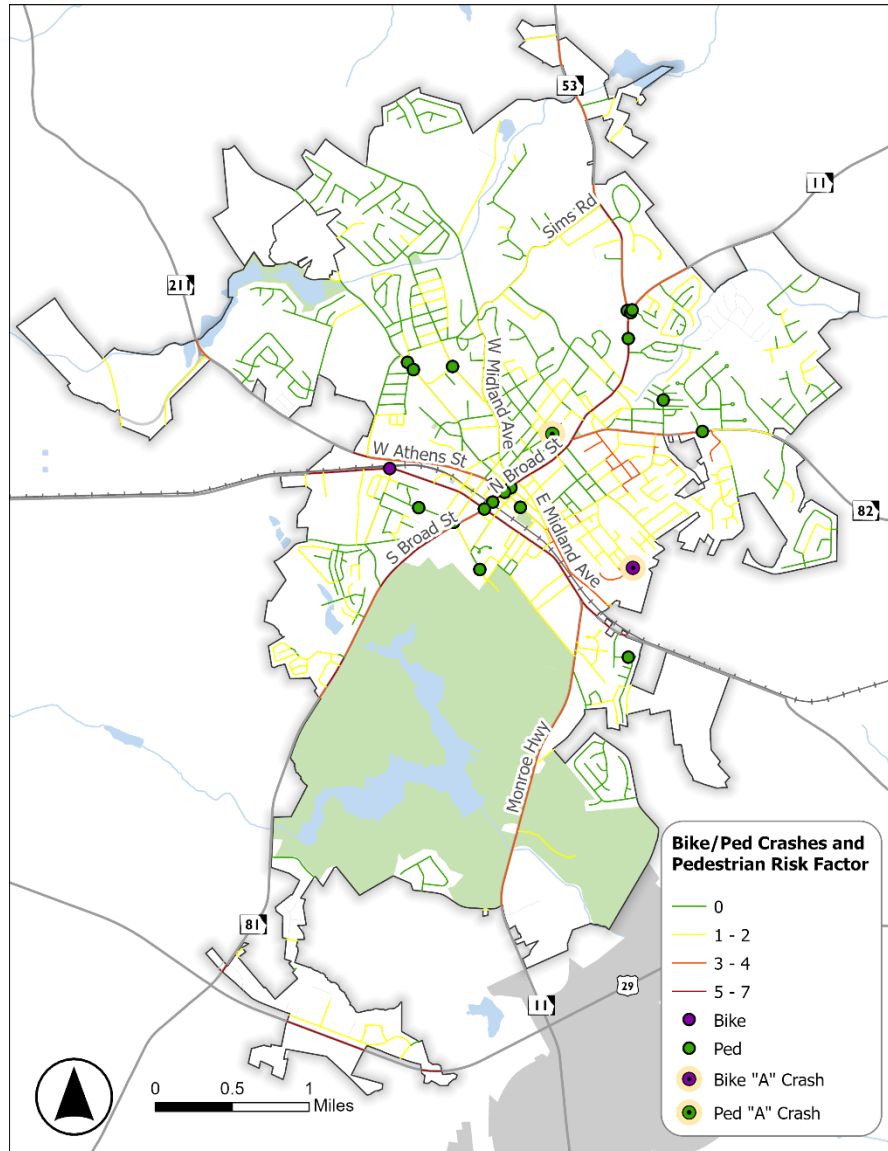


Figure 52: Bike/Ped Crashes Compared to Pedestrian Risk Factor

Public Survey Data

Public input results indicate notable concern regarding active transportation and accessibility. The pinpoint receiving the highest number of upvotes—10 in total—was at the intersection of SR 29 (West May Street) at Horton Street. The comment highlighted difficulties related to the railroad crossing and accessing the Aldi grocery store across West May Street. The second highest upvoted pinpoint addressed the issue of inadequate parking within Downtown. Participants also suggested a trolley service as a shuttle around the Downtown area.

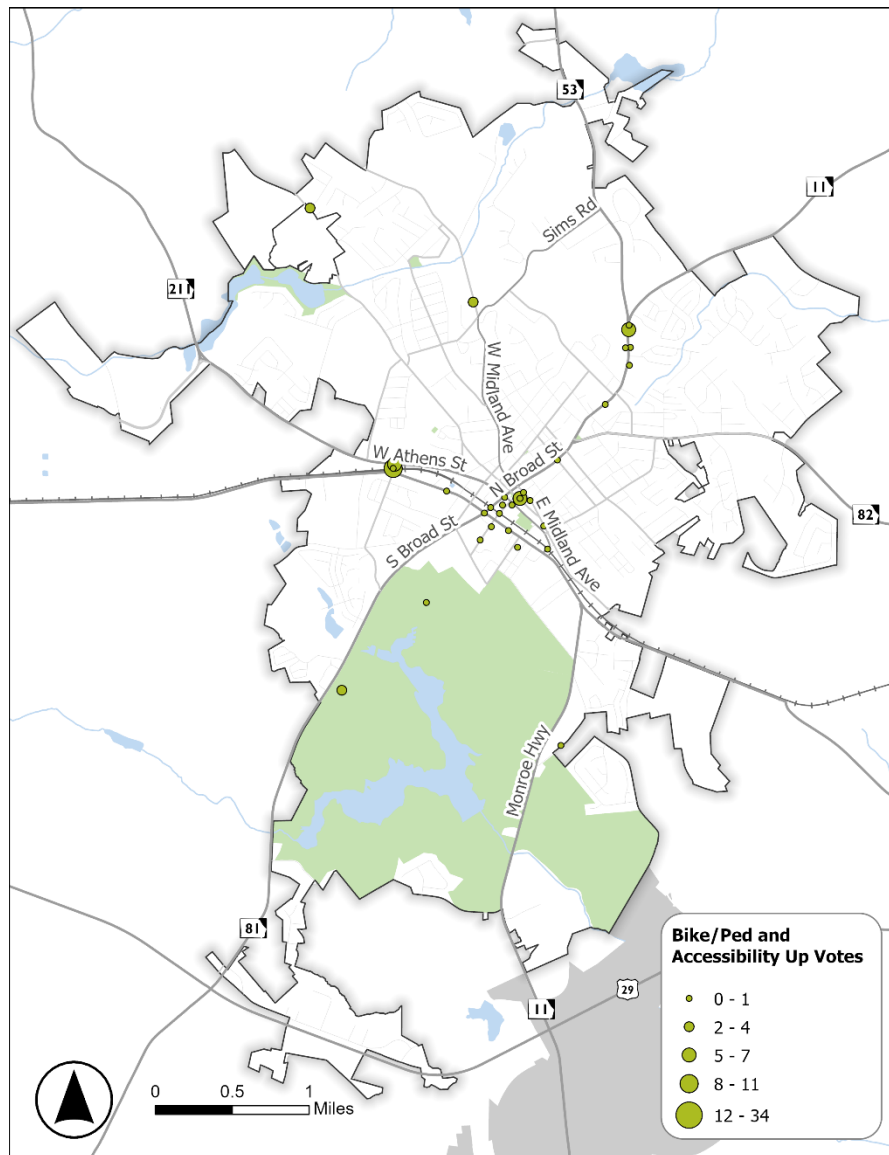


Figure 53: Social Pinpoint Bike/Ped and Accessibility Up Votes

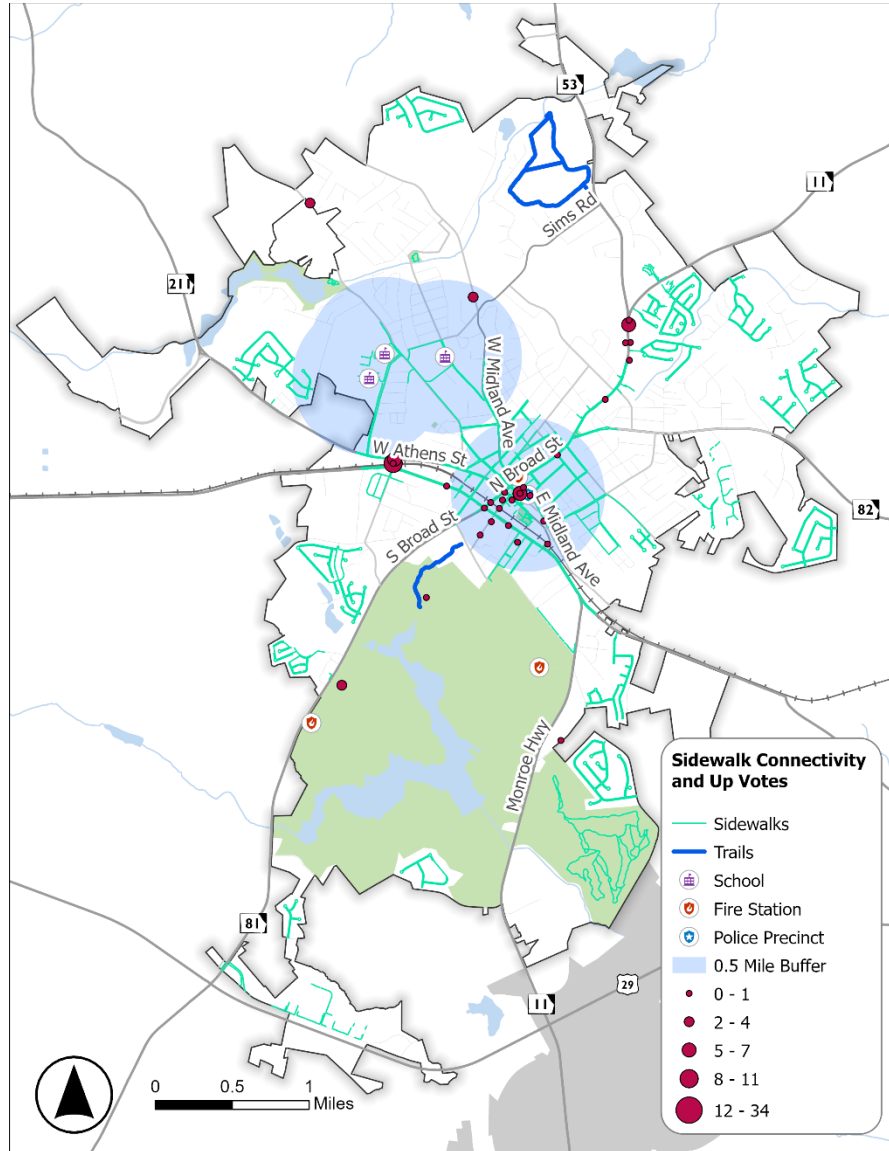


Figure 54: Sidewalk Connectivity around Community Facilities and Survey Up Votes

6. FINANCIAL OVERVIEW

A transportation plan should include a review of the funding sources that have been utilized in the past, including amounts and how those funds were used. The city has been able to successfully apply local, State, and Federal resources to implement projects, including planning, designing, acquiring right-of-way, and construction. As described below, numerous opportunities exist to add critically needed mobility projects in the City of Winder.

6.1 Federal Funding

Recent increases in spending for infrastructure at the Federal level have resulted in actual growth in the amount of dollars for transportation projects. Funding for existing transportation programs such as surface transportation block grants and transit formula programs have expanded. Based on ARC’s forecasts, the Infrastructure Investment and Jobs Act (IIJA) increased FHWA Georgia Formula Program Apportionment by more than 23% in FY 2022 over the previous spending bill (FAST ACT), as shown in the figure below.

Georgia Formula Program Apportionments (FHWA) COMPARISON OF FAST ACT TO IIJA

Year	National Highway Performance Program (EXISTING)	Surface Transportation Block Grant Program (EXISTING)	Highway Safety Improvement Program (EXISTING)	Railroad-Highways Crossings Program (EXISTING)	CMAQ Program (EXISTING)	Metropolitan Planning (EXISTING)	National Highway Freight Program (EXISTING)	Carbon Reduction Program (NEW)	PROTECT Formula Program (NEW)	Bridge Formula Program (NEW)	National Electric Vehicle Infrastructure Program (NEW)	Apportioned Total
2021 (FAST Act)	\$797,711,524	\$399,167,860	\$78,486,589	\$8,819,877	\$72,409,836	\$8,327,758	\$48,592,911	\$-	\$-	\$-	\$-	\$1,413,516,355
2022 (IIJA)	\$934,385,165	\$454,565,756	\$97,096,434	\$8,853,916	\$74,035,444	\$10,249,530	\$44,779,463	\$40,532,113	\$46,087,917	\$45,000,000	\$19,978,342	\$1,775,564,080
Absolute Change	\$136,673,641	\$55,397,896	\$18,609,845	\$34,039	\$1,625,608	\$1,921,772	\$(3,813,448)	\$40,532,113	\$46,087,917	\$45,000,000	\$19,978,342	\$362,047,725
Percentage Change	17.1%	13.9%	23.7%	0.4%	2.2%	23.1%	-7.8%	n/a	n/a	n/a	n/a	+25.6%

* Major FHWA formula programs relevant to the Atlanta region based on December 14, 2021, January 15, 2022 and February 10, 2022 apportionment tables; does not include all formula programs contained in IIJA

Figure 55: Funding Comparison Between the Fast Act and the IIJA

Surface Transportation Block Grant Program (STBG)

The Infrastructure Investment and Jobs Act (IIJA) continues the Surface Transportation Block Grant Program (STBG) and significantly increases its funding. In the Atlanta region, the STBG program is a key source of federal funds for major roadway projects, including state route widening or improvement projects.

New Funding Sources through IIJA

In addition to boosting funding for traditional federal road, bridge, and transit improvement grants, the IIJA created several new funding categories, such as the Safe Streets for All and

Reconnecting Communities programs. New merit criteria for these grants emphasize sustainability, resiliency, equity, climate, mobility, and safety.

[Livable Centers Initiative \(LCI\)](#)

LCI funding was created to reduce vehicle miles traveled and improve air quality. This grant program by the ARC encourages local areas to become vibrant, walkable communities with more mobility options, healthier lifestyles, and better access to jobs and services.

Since 2000, the LCI program has invested over \$357 million in more than 140 transportation projects in the Atlanta region, funding planning studies and transportation projects like sidewalks, trails, and intersection improvements.

[Transportation Alternatives Program \(TAP\)](#)

The Georgia Department of Transportation (GDOT) collaborates with the Federal Highway Administration (FHWA) to help local governments fund active transportation projects, such as pedestrian facilities, bicycle facilities, and streetscaping improvements. The Transportation Alternatives Program (TAP) enhances the quality of life in communities by enabling local governments to pursue projects that might otherwise be unfeasible. The Infrastructure Investment and Jobs Act (IIJA) continues the TAP set-aside in the Surface Transportation Block Grant (STBG) program and significantly increases its funding.

6.2 State

[State Road and Tollway Authority \(SRTA\) - Georgia Transportation Infrastructure Bank \(GTIB\) Program](#)

The SRTA manages the Georgia Transportation Infrastructure Bank (GTIB) grant and loan program. Recently, GTIB grants have focused on improving mobility and economic development, with an emphasis on innovative projects. This funding allows local governments to mostly use their project development processes, as long as they comply with state and federal regulations.

[GDOT Local Maintenance, and Improvement Grant \(LMIG\)](#)

The Local Maintenance and Improvement Grant (LMIG) program gives local governments money each year to improve their roads. LMIG funds come from a percentage of the state motor fuel tax. A popular use of LMIG funding is for resurfacing or repairing local roadways. The amount of funding is based on the length of centerline mileage and the population.

[GDOT Quick Response](#)

GDOT’s Quick Response Program (QR) helps reduce congestion and improve safety by quickly improving a section of a roadway or intersection. Managed by the Local Grants Office, this program enables GDOT to identify, approve, and construct small traffic projects throughout the state.



GDOT Off-System Safety Funding

GDOT has an off-system safety funding category of work that allows local governments to have new striping, signage raised pavement markers, and shoulder paving installed on high accident roadways. Counties typically identify the highest accident corridors with aged signage and markings so this source of funds may not be appropriate for a smaller geographic area.

Georgia Transportation Funding Act of 2015 (HB-170)

In 2015, the Georgia Legislature reformed the Motor Vehicle Fuel Tax (MVFT) system with House Bill 170. As of January 1, 2024, the tax is 32.7 cents per gallon for gasoline and 36.2 cents per gallon for diesel. This bill also introduced other funding options like the single county TSPLOST. It's important to note that GDOT funding has increased significantly, which could help fund projects with a larger local impact.

6.3 Local

TSPLOST

The Barrow County TSPLOST passed in November 2023 and is expected to raise 18 million dollars over 5 years to fund transportation improvement projects. Per an intergovernmental agreement between Barrow County and incorporated cities, the City of Winder has been allocated 14.33% of the overall revenue generated. The City has already allocated a majority of these funds for existing transportation needs.

SPLOST

In previous SPLOST programs, a portion of revenue has been allocated for local roadway improvement projects. In the 2012 SPLOST program, approximately 35% of the revenue was directed towards local street projects. In the 2018 SPLOST program, approximately 50% was used for roadway, sidewalks, parking areas, and stormwater projects. The most recent SPLOST program (2022) has apportioned approximately 26% of funds for general transportation improvement projects.

7. NEXT STEPS

This Existing Conditions and Future Trends Assessment Report is an important step in the planning process ahead of identifying project and policy recommendations. The findings of this report reveal that Winder's population has been steadily growing over the last several decades. Due to its attractive location between Atlanta and Athens, it is expected that Winder's population will continue to grow at a notable rate potentially putting increased demands on the existing transportation supply.

Multiple intersections in the City of Winder have existing high delays, especially during peak commuting periods, which can be exacerbated by freight train crossing events. Traffic volumes are expected to continue increasing in tandem with population growth in the City and surrounding communities. Numerous existing intersections are currently stop-controlled which can be inefficient. Additionally, heavy trucks traveling along existing designated truck routes through downtown Winder can increase existing delays. Existing active transportation data shows there are a notable number of bicycle and pedestrian trips throughout the City especially downtown and around Fort Yargo State Park. Providing safe multimodal connectivity between the City of Winder and recreational greenspace is important along with increasing the number of safe pedestrian crossings.

The next step of the TIP includes the development and evaluation of project and policy recommendations. Once the needs are identified through technical analysis and public involvement, the planning team along with community stakeholders can provide recommendations that will shape the City's future to help achieve its mobility goals. The Recommendations report in addition to the concept level plans along select roadways will make up the final installments of the TIP.

Project ID	Project Category	Project Name	Google Maps	Project Source	Problems and Deficiencies	Project Description	Evaluation Score	Project Sponsor	PE Cost	ROW Cost	UTL Cost	Cons Cost	Total Cost	Cost to Winder
AT-10	Active Transportation Projects	Griffith Street from East Midland Avenue to Capitol Avenue	Griffith Street	Project Team	Sidewalk Infill	Sidewalk infill	59.3	City of Winder	\$ 126,600	\$ 39,100	\$ 126,600	\$ 632,900	\$ 925,200	\$ 925,200
AT-13	Active Transportation Projects	N. Jackson Street from S. Jackson Street to CSX Transportation Rail Road	North Jackson St	Project Team	Sidewalk Infill, At-Grade Crossing Improvement	Sidewalk infill	50.0	City of Winder	\$ 167,800	\$ -	\$ 167,800	\$ 839,000	\$ 1,174,600	\$ 1,174,600
AT-14	Active Transportation Projects	N. 5th Avenue from Valleyview Drive to Langford Street	North 5th Avenue	Project Team	Sidewalk Infill	Sidewalk infill	18.5	City of Winder	\$ 380,100	\$ -	\$ 380,100	\$ 1,900,500	\$ 2,660,700	\$ 2,660,700
AT-15	Active Transportation Projects	City Pond Road from Ridgeway Street to Cedar Creek	City Pond Rd	Project Team	Sidewalk Infill, adjacent to two schools, county/city facilities	Sidewalk infill	18.5	City of Winder	\$ 270,100	\$ -	\$ 270,100	\$ 1,350,300	\$ 1,890,500	\$ 1,890,500
AT-16	Active Transportation Projects	Horton Street at CSX Transportation Rail Road	Horton Street	Project Team	Pedestrian Crossing, At-Grade Crossing Improvement	Pedestrian Crossing, At-Grade Crossing Improvement	66.6	City of Winder	\$ 164,800	\$ 11,500	\$ -	\$ 823,900	\$ 1,000,200	\$ 1,000,200
AT-17	Active Transportation Projects	Beulah Street at CSX Transportation Rail Road	Beulah Street	Project Team	Pedestrian Crossing, At-Grade Crossing Improvement	Pedestrian Crossing, At-Grade Crossing Improvement	28.8	City of Winder	\$ 180,500	\$ -	\$ -	\$ 902,300	\$ 1,082,800	\$ 1,082,800
AT-2	Active Transportation Projects	Brookview Terrace at W. Candler Street	Brookview Terrace and W Candler Street	Barrow CTP	Pedestrian Crossing	Pedestrian Crossing	14.2	Barrow County	\$ 65,000	\$ -	\$ 65,000	\$ 325,000	\$ 455,000	\$ 91,000
AT-20	Active Transportation Projects	West Winder Bypass to Downtown		Project Team	Bike/Ped Improvement, Multi-Use Trail	Bike/ped improvements	58.1	City of Winder	\$ 1,784,500	\$ 1,280,000	\$ 3,568,900	\$ 17,844,500	\$ 24,477,900	\$ 24,477,900
AT-21	Active Transportation	Lily Drive from Horton Street to S. Jackson Street	Lily Drive from Horton Street to S. Jackson Street	GDOT	Bike/Ped Improvement, Bicycle/Pedestrian Improvements, GEOPI	Bike/ped improvements	22.9	GDOT	\$ 473,600	\$ 195,000	\$ 473,600	\$ 2,368,000	\$ 3,510,200	\$ 702,040
AT-22	Active Transportation Projects	SR 53 from Winder First United Methodist Church to Northeast Georgia Medical Center	SR 53 from Winder First United Methodist Church to Northeast Georgia Medical Center	Workshop	No existing sidewalk connecting church to medical center	New sidewalk	31.0	City of Winder	\$ 140,000	\$ 180,000	\$ 140,000	\$ 699,800	\$ 1,159,800	\$ 1,159,800

AT-24	Active Transportation Projects	St Anthony Drive from Langford Street to Midland Avenue	<u>St Anthony Drive from Langford Street to Midland Avenue</u>	Steering Committee #2	Identified as a priority connection by the community	Sidewalk infill	22.8	City of Winder	\$ 140,000	\$ 180,000	\$ 140,000	\$ 699,800	\$ 1,159,800	\$ 1,159,800
AT-3	Active Transportation Projects	SR 81 (N. Broad Street) at Historic Train Deport	<u>N. Broad Street at Railroad</u>	Project Team	Pedestrian Crossing, At-grade Crossing Improvements	Pedestrian Crossing, At-Grade Crossing Improvement	26.4	City of Winder	\$ 130,000	\$ -	\$ -	\$ 650,000	\$ 780,000	\$ 780,000
AT-4	Active Transportation Projects	SR 211 (E. Athens Street) at Railroad	<u>East Athens Street</u>	Project Team	Pedestrian Crossing, At-Grade Crossing Improvement, Sidewalk gap	Pedestrian Crossing, At-Grade Crossing Improvement monitor until MLK at East Athens Street is complete.	60.2	City of Winder	\$ 130,000	\$ -	\$ -	\$ 650,000	\$ 780,000	\$ 780,000
AT-5	Active Transportation Projects	W. Kimball Street from SR 81 (N. Broad Street) to Hamilton Avenue	<u>West Kimball Street</u>	Project Team	Sidewalk Infill	Sidewalk infill	29.6	City of Winder	\$ 96,200	\$ 25,900	\$ 96,200	\$ 480,900	\$ 699,200	\$ 699,200
AT-6	Active Transportation Projects	SR 211 (E. Athens Street) from N. Williams Street to Park Avenue	<u>East Athens Street</u>	Project Team	Sidewalk Infill	Sidewalk infill, monitor until MLK at East Athens Street is complete.	64.6	City of Winder	\$ 145,100	\$ -	\$ 145,100	\$ 725,400	\$ 1,015,600	\$ 1,015,600
AT-7	Active Transportation Projects	E. Candler Street from E. Midland Avenue to Park Avenue	<u>East Candler St</u>	Project Team	Sidewalk Infill	Sidewalk infill	31.7	City of Winder	\$ 47,100	\$ -	\$ 47,100	\$ 235,200	\$ 329,400	\$ 329,400
AT-8	Active Transportation Projects	Midland Avenue from N. Jackson Street to E. Candler Street	<u>Midland Avenue</u>	Project Team	Sidewalk Infill	Sidewalk infill	58.0	City of Winder	\$ 47,100	\$ -	\$ 47,100	\$ 235,200	\$ 329,400	\$ 329,400
AT-9	Active Transportation Projects	Woodlawn Avenue from SR 211 (W. Athens Street) to W. Candler Street	<u>Woodlawn Ave</u>	Project Team	Sidewalk Infill	Sidewalk infill	40.8	City of Winder	\$ 27,900	\$ 10,100	\$ 27,900	\$ 139,400	\$ 205,300	\$ 205,300

I-17	Intersection Projects	Midland Avenue at 3rd and Stephens Street	<u>Midland Avenue at 3rd and Stephens Street</u>	Workshop	The intersection has an unusual geometric configuration.	Roundabout, may be apart of TSPLOST 5	27.7	City of Winder	\$ 989,400	\$ 45,000	\$ 989,400	\$ 4,946,700	\$ 6,970,500	\$ 6,970,500
I-18	Intersection Projects	Bill Rutledge at US 29 BUS (W. May Street)	<u>Bill Rutledge at West May Street</u>	Workshop	Currently a one-way stop, 33% of crashes at this intersection are angle or left-turn crashes, and 14% of the city's truck crashes have occurred here.	Signal Warrant Analysis	10.9	GDOT	\$ 104,000	\$ 32,000	\$ 104,000	\$ 520,000	\$ 760,000	\$ 152,000
I-19	Intersection Projects	SR 82 (E. Broad Street) at Dunahoo Road/St Germain Place	<u>SR 82 at Dunahoo Road/St Germain Place</u>	Pop up Event	Identified by the community as a safety concern, 81% of all crashes at the intersection involve angle or left-turn movements.	Improved signage and pavement markings along with clearing and grubbing.	5.7	City of Winder	\$ -	\$ -	\$ -	\$ 100,000	\$ 100,000	\$ 100,000
I-20	Intersection Projects	SR 82 (E. Broad Street) at Lays Drive	<u>SR 82 at Lays Drive</u>	Pop up Event	Identified by the community as a safety concern, plan to collaborate with GDOT on potential concepts.	Geometric Change, Safety Improvements	8.7	GDOT	\$ 286,600	\$ 47,700	\$ 286,600	\$ 1,432,600	\$ 2,053,500	\$ 410,700
I-3	Intersection Projects	US 29 BUS (Atlanta Highway SE) at SR 11 (Monroe Highway)	<u>US 29 BUS (Atlanta Highway SE) at SR 11 (Monroe Highway)</u>	Project Team	On a designated truck route, 73% of all crashes were rear end while 16% were Angle/Left Turn crashes.	Intersection Safety Improvement, Pavement markers guiding left turns through the intersection.	30.2	GDOT	\$ 125,400	\$ -	\$ 125,400	\$ 626,600	\$ 877,400	\$ 175,480
I-4	Intersection Projects	Woodlawn Avenue at W. Athens Street	<u>Woodlawn Ave at W Athens</u>	Project Team	Currently a two-way stop with 82% of all crashes are Angle/Left Turn crashes.	Intersection improvement; Evaluate Signal Warrant Analysis	19.2	GDOT	\$ 104,000	\$ 6,000	\$ 104,000	\$ 520,000	\$ 734,000	\$ 146,800
I-8	Intersection Projects	SR 211 (W. Athens Street) at N. Center Street	<u>W Athens at N Center St</u>	Project Team	Identified as 1 of 13 high crash rate intersections in the city with 54% of all crashes being Angle/Left Turn crashes.	Safety Improvements including pavement guidance and a dedicated left turn lane for westbound approach.	49.3	GDOT	\$ 104,000	\$ -	\$ 104,000	\$ 520,000	\$ 728,000	\$ 145,600

R-12	Roadway Operations	Holsenbeck Elementary School at Holsenbeck School Road	<u>Holsenbeck Elementary School at Holsenbeck School Road</u>	Workshop	The police department has identified this as a safety concern due to roadway queuing before and after school hours, which causes congestion.	Partnership with Barrow County; Operational improvement for queuing at school pick-up/drop-off; perform feasibility study	13.3	Barrow County	\$ 183,100	\$ -	\$ 183,100	\$ 915,200	\$ 1,281,400	\$ 256,280
R-1	Roadway Operations	SR 81 (N. Broad Street) from SR 53 (Gainesville Highway) to Mimosa Street	<u>North Broad Street</u>	Barrow CTP	Currently a Two-Way Left Turn median. 72% of crashes are Angle/Left Turn crashes out of Ingles Parking Lot.	Operational improvements of Right-in, Right-out and median	43.4	GDOT	\$ 430,000	\$ -	\$ -	\$ 3,870,000	\$ 4,300,000	\$ 860,000
R-4	Roadway Operations	N. 5th Avenue from Marion Street to Langford Street	<u>North 5th Avenue</u>	Project Team	Right-angle parking on 5th Avenue increases the risk of angle and rear-end crashes as vehicles back out of parking spaces.	School Circulation and Traffic Operation Study, Operational improvements for school traffic	32.2	City of Winder	\$ 109,300	\$ -	\$ 109,300	\$ 546,300	\$ 764,900	\$ 764,900
R-9	Roadway Operations	SR 11 (Monroe Highway) from Fire Tower Road to US 29 (Atlanta Highway SE)	<u>Monroe HWY</u>	Project Team	There is no existing median, 53% of crashes at the Publix entrance involve Angle/Left-Turn crashes.	Safety improvements: Operational improvements including access management Right-in, Right-out	34.5	GDOT	\$ 172,700	\$ -	\$ 172,700	\$ 863,500	\$ 1,208,900	\$ 241,780
TSPLOST - 1	Resurfacing	Citywide Resurfacing/Rehabilitation Program		Barrow TSPLOST	Barrow County TSPLOST Obligated Project	N/A	N/A	Barrow County	\$ 172,700	\$ -	\$ 172,700	\$ 863,500	\$ 1,208,900	\$ 241,780
TSPLOST - 2	Roadway Operations	E. Athens Street Corridor Improvements		Barrow TSPLOST	Barrow County TSPLOST Obligated Project	N/A	N/A	Barrow County	\$ 172,700	\$ -	\$ 172,700	\$ 863,500	\$ 1,208,900	\$ 241,780
TSPLOST-3	Roadway Operations	Sims Road Realignment and Drainage Improvements		Barrow TSPLOST	Barrow County TSPLOST Obligated Project	N/A	N/A	Barrow County	\$ 172,700	\$ -	\$ 172,700	\$ 863,500	\$ 1,208,900	\$ 241,780



PHASE I ENGAGEMENT SUMMARY

CITY OF WINDER TRANSPORTATION IMPROVEMENT PLAN (TIP)

PREPARED FOR:



IN COOPERATION WITH:



PREPARED BY:

Atlas Technical Consultants LLC
2450 Commerce Ave NW #100
Duluth, GA 30096



July 17, 2024



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1. OVERVIEW

The Social Pinpoint platform was used to engage with residents online through a brief survey and interactive map regarding the Winder Transportation Improvement Plan (TIP). Meant to be a supplement to in person engagement, these tools were launched to the public on 4/11/2024 and remained available for input until 6/3/2024.

The following avenues were used to promote the online engagement tools:

- Outreach by the City to the community via press release.
- Outreach via the City's established social media accounts.
- Promoting via Facebook ad.
- Distribution of flyers to Winder places of worship and community organizations.
- Email to City Council members with an ask to share the flyer with their constituents.
- City of Winder banner ad hosted on their website.
- Distribution of the events flyer in the city-wide water bill.
- Distribution of survey and map link to Winder Housing Authority residents via electronic newsletter.
- Distribution of flyer promoting survey and interactive map to the Spirit of Sharing food bank visitors.

Throughout the online engagement period, the survey collected a total of 237 responses and the interactive map collected 196 responses.

2. COMMUNITY SURVEY

The community survey was designed to gain feedback on the main transportation challenges in the City of Winder and the vision and goals for the TIP. Respondents were asked a number of questions on transportation challenges and the TIP vision and goals. An additional four questions were asked to collect demographic information. This document summarizes the input received.

Q1. What is your relationship to Winder?

The first question assessed survey respondents' relationship to Winder. Response options include:

- I live in Winder
- I work in Winder
- I attend school in Winder
- I don't live, work, or attend school in Winder but frequently visit



- I travel through Winder on my way to other destinations
- Other (describe)

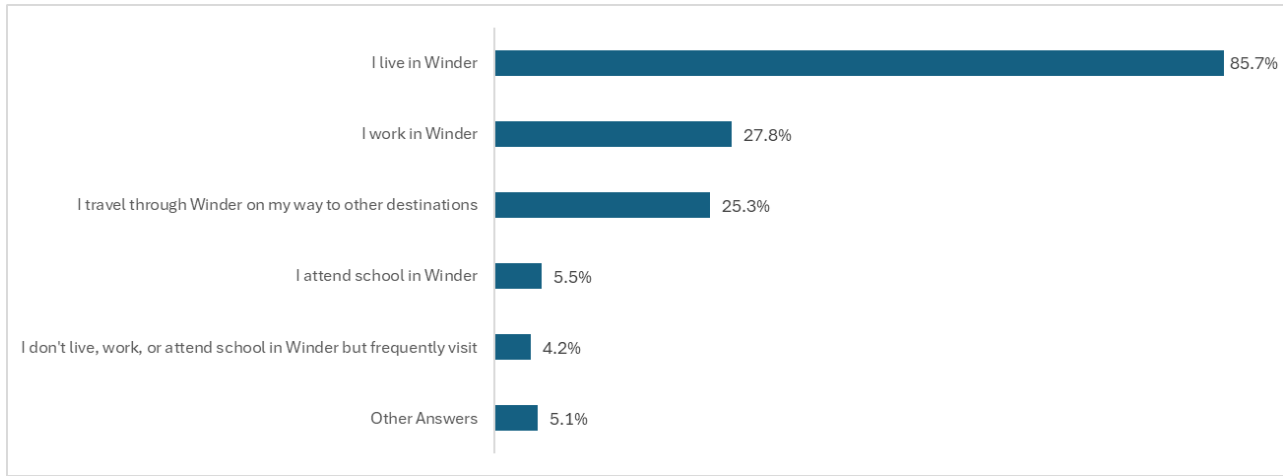


Figure 1: Survey Question #1 Results

Most survey respondents (85.7%) are Winder residents. Some (27.8%) work in Winder and some (25.3%) travel through Winder on their way to other destinations. A smaller number either attend school in Winder or visit Winder frequently. Some “Other” associations with Winder noted in the survey include people who are from Winder but have moved away, those who live in Barrow County but patronize businesses in Winder, and those who have family members in Winder.

Q2. Below is the draft vision statement for the Winder Transportation Improvement Plan (TIP). Do you agree with this vision statement?

Our vision for Winder's Transportation Improvement Plan (TIP) is to chart a path for enhanced mobility, marked by smooth vehicular traffic flow, decreased accidents, increased travel choices, and diverse transportation improvements. By implementing TIP recommendations, our goal is to improve the quality of life for residents and visitors alike. We aspire to create a community where safety and accessibility thrive, seamlessly blending commerce and community into a cohesive and welcoming environment.

Survey respondents were asked whether they agreed with the Vision Statement.



Figure 2: Survey Question #2 Results

The majority (90.3%) responded that they do agree with the vision statement. A smaller number do not agree with the vision statement.

Q3. Please provide suggestions for how to improve the Vision Statement.

The next question asked for suggestions for how to improve the Vision Statement. Several common themes emerged from these survey responses:

- **Add More Urgency and Specificity:** Many respondents express a desire for a sense of urgency in addressing transportation issues. They also want the vision statement to be more specific about how improvements will occur, rather than being vague or abstract.
- **Highlight Infrastructure Improvement:** There is a widespread call for better infrastructure, including roads, sidewalks, and bridges. Respondents highlight the need for smoother roads, fewer potholes, and improved traffic flow.
- **Include Alternative Transportation:** While some emphasize the importance of public transportation options, others express skepticism or opposition. However, there is general support for improving walkability and bikeability within the city.
- **Include Fiscal Responsibility:** Many respondents are concerned about the financial implications of transportation projects, including potential tax increases. They emphasize the need for fiscal responsibility and efficient use of resources.

Q4. Below are the draft goals for the Winder Transportation Improvement Plan. Please select the three goals you feel are most important.

Next, the following draft Goals for the TIP were shared for community input:



- **Enhancing Operational Efficiencies:** the TIP endeavors to optimize operational efficiencies at intersections and along key corridors, particularly focusing on major thoroughfares, to ensure smoother traffic flow and reduce congestion.
- **Ensuring System Reliability:** By prioritizing the maintenance of a state of good repair and bolstering system reliability, the TIP aims to fortify the transportation network's resilience and effectiveness.
- **Encouraging Strategic Development:** Utilizing transportation investments strategically, the TIP endeavors to catalyze development and redevelopment, particularly in the central business district and across the city, fostering vibrant communities.
- **Harnessing Technology:** Leveraging cutting edge technology, the TIP seeks to manage traffic, facilitate system maintenance, and mitigate environmental impacts, aligning with sustainable practices.
- **Promoting Safe & Efficient Travel:** Through pedestrian and cycling-friendly infrastructure, the TIP aims to enable residents to reach their destinations safely and efficiently, fostering active transportation modes.
- **Optimizing Traffic Patterns:** With a focus on railroad crossings and freight movement, the TIP seeks to develop and optimize traffic patterns, enhancing safety and efficiency while facilitating the documentation of freight movement by truck and rail across the city.
- **Prioritizing Projects w/Financial Clarity:** The TIP prioritizes projects and initiatives with clarity and transparency, underpinned by a realistic financial program, ensuring allocation and project implementation.

Survey respondents were asked to select the three goals that are the most important to them.



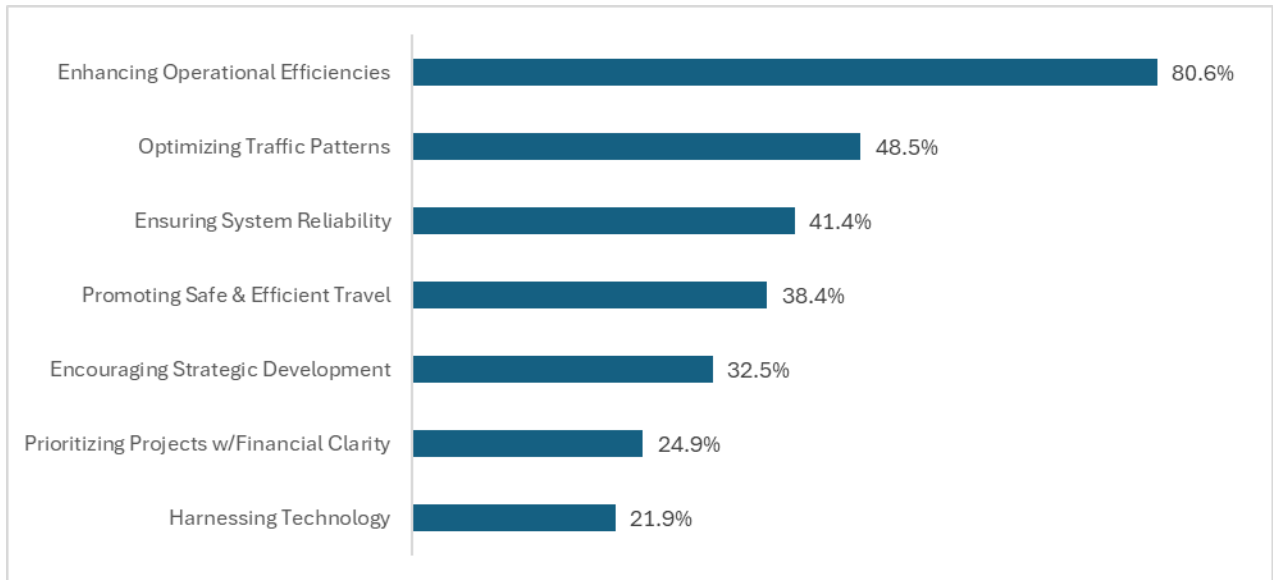


Figure 3: Survey Question #4 Results

The three top ranked goals are:

- Enhancing Operational Efficiencies (80.6%)
- Optimizing Traffic Patterns (48.5%)
- Ensuring System Reliability (41.4%)

The three lowest ranked goals are:

- Harnessing Technology (21.9%)
- Prioritizing Projects with Financial Clarity (24.9%)
- Encouraging Strategic Development (32.5%)

Q5. What types of transportation do you use to get around your community?

The next question asked what types of transportation are used to get around the community and the frequency (Daily, Weekly, Monthly, or Rarely/Never) that the mode of transportation is utilized. Response options include:

- Driving
- Passenger
- Walking
- Bicycling

- Transit
- Taxi/Uber/Lyft
- Paratransit
- Mobility device
- Motorcycle
- Scooter/Skateboard

Driving is the most utilized mode of transportation and is done so daily by 91.9% of survey respondents. Other modes such as bicycling, transit, taxi/Uber/Lyft, paratransit, mobility device, motorcycle, and scooter/skateboard are rarely or never used by those who responded to the survey.

Q6. What are your top transportation priorities? Please select the three that are most important to you.

Next, transportation priorities were assessed. Survey participants were asked to select their top three transportation priorities from the following options:

- Improve Connectivity
- Maintain What We Have
- Reduce Traffic Congestion
- Improve Safety
- Improve Walking & Biking
- Support the Movement of Freight
- Improve Public Transit

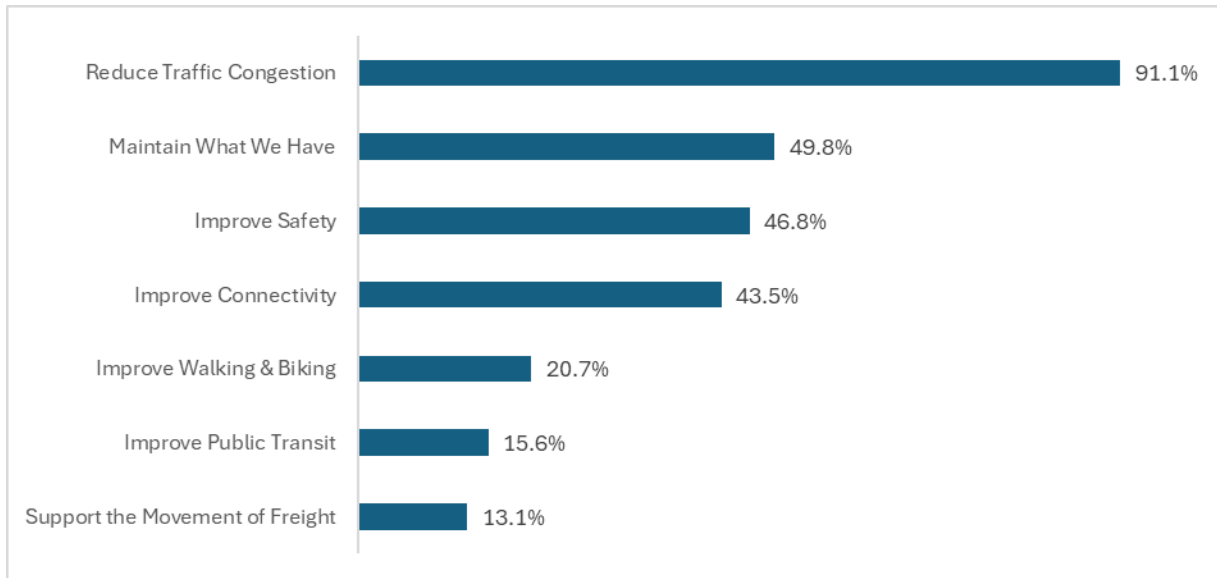


Figure 4: Survey Question #6 Results

The three priorities that rank the highest are:

- Reduce Traffic Congestion (91.9%)
- Maintain What We Have (49.8%)
- Improve Safety (46.8%)

Improve Walking & Biking, Improve Public Transit, and Support the Movement of Freight are the lowest ranking priorities.

Q7. What do you feel is the greatest safety concern for your community?

Safety concerns were assessed by asking respondents to select the single greatest concern from the following list:

- Impaired drivers
- Distracted drivers
- Unsafe roads
- Unsafe intersections
- Lack of infrastructure for cyclists and pedestrians
- Other (please explain)

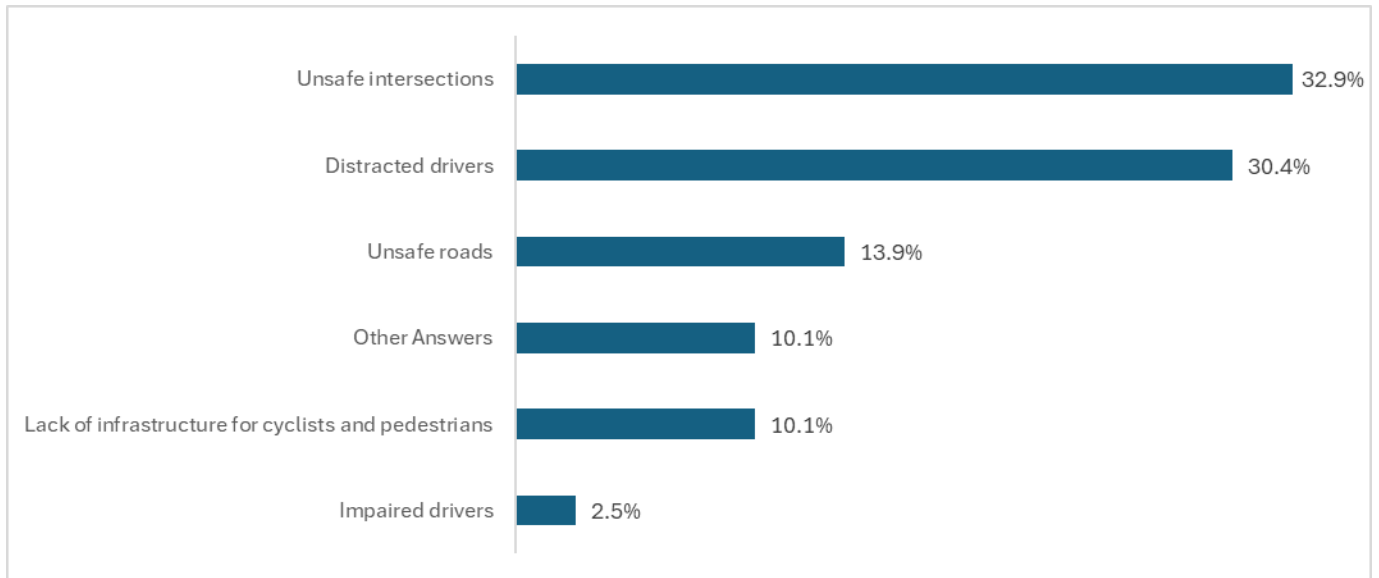


Figure 5: Survey Question #7 Results

Unsafe intersections (32.9%) and distracted drivers (30.4%) were the top safety concerns noted by survey respondents. “Other” responses varied but mostly centered around concerns regarding traffic congestion and safety; issues with truck traffic; and a lack of enforcement of traffic laws.

Q8. Do you have a roadway or intersection that you feel is an area of concern in your community? Please let us know where the intersection is located and what makes it feel unsafe.

Based on the frequency of mentions and the challenges highlighted, the three intersections that appear to be mentioned most often in terms of safety concerns are:

- Intersection of **Highway 53 and Highway 11** (split in front of the hospital and Publix): Safety concerns related to the merge, visibility issues, and accidents due to high traffic volume.
- Intersection of **Broad Street and May Street**: Safety concerns include congestion, difficulty turning, and the need for improved traffic signal management.
- Intersection of **Highway 211 and Cedar Creek Road**: Safety concerns due to its design, condition, visibility issues, and the volume/speed of traffic.

The following intersections were also frequently mentioned; however they are located outside of the City of Winder limits and are the responsibility of Barrow County/Georgia Department of Transportation.

- Intersection of **Highway 81 and Carl-Bethlehem Road**: Safety issues due to the lack of turn lanes and traffic signals, as well as increased traffic from new businesses.
- Intersection of **Highway 81 and Tom Miller Road/Tanners Bridge Road**: Mentioned multiple times due to congestion and the need for additional turn lanes and traffic signals.

Q9. Please provide any other comment you may have on the Winder Transportation Improvement Plan.

This open-ended question elicited a wide range of responses; however, the following four themes emerge as the most common concerns:

- **Road Infrastructure and Maintenance:** This includes repairing potholes, widening roads, fixing sidewalks, and ensuring roads are accessible to all users, including cyclists, pedestrians, and those with disabilities.
- **Traffic Congestion and Safety:** Concerns about traffic congestion, especially in downtown areas, as well as the safety of pedestrians and cyclists, especially where there is heavy traffic flow.
- **Improved Development Planning:** Concerns about how development and growth impacts traffic and infrastructure, and the need for transportation related improvements to be made before approving new developments.
- **Public Transportation:** Requests for better public transportation options, such as buses or trolleys, to alleviate traffic congestion and provide alternative modes of transportation.

Lastly, optional demographic questions about age, race/ethnicity and home zip code were asked. Most survey respondents are ages 50 – 59, identify as White/Caucasian and live in the 30680 zip code.

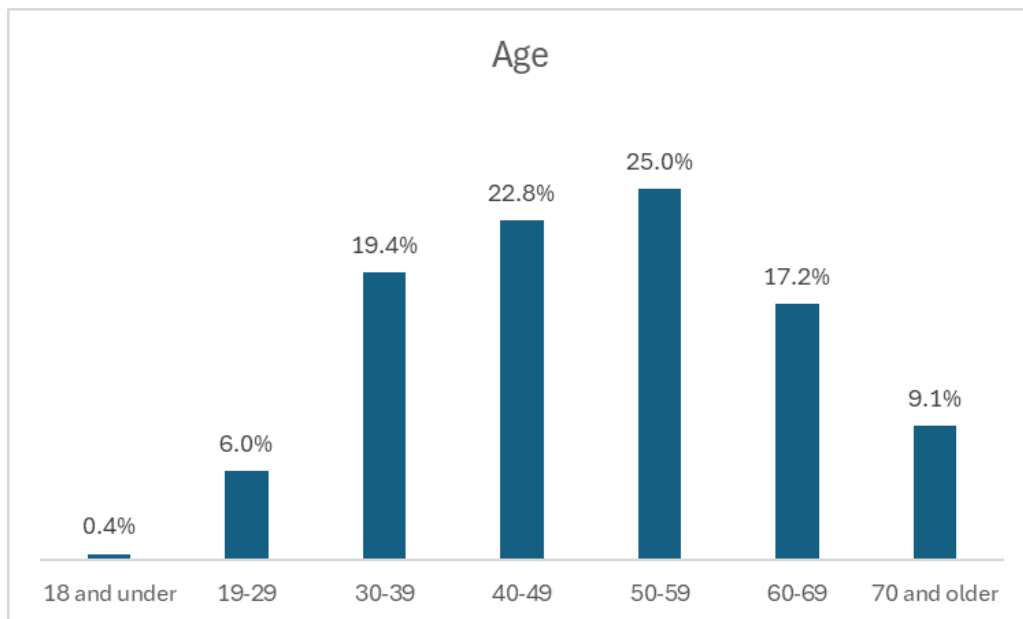


Figure 6: Age Demographics Survey Results

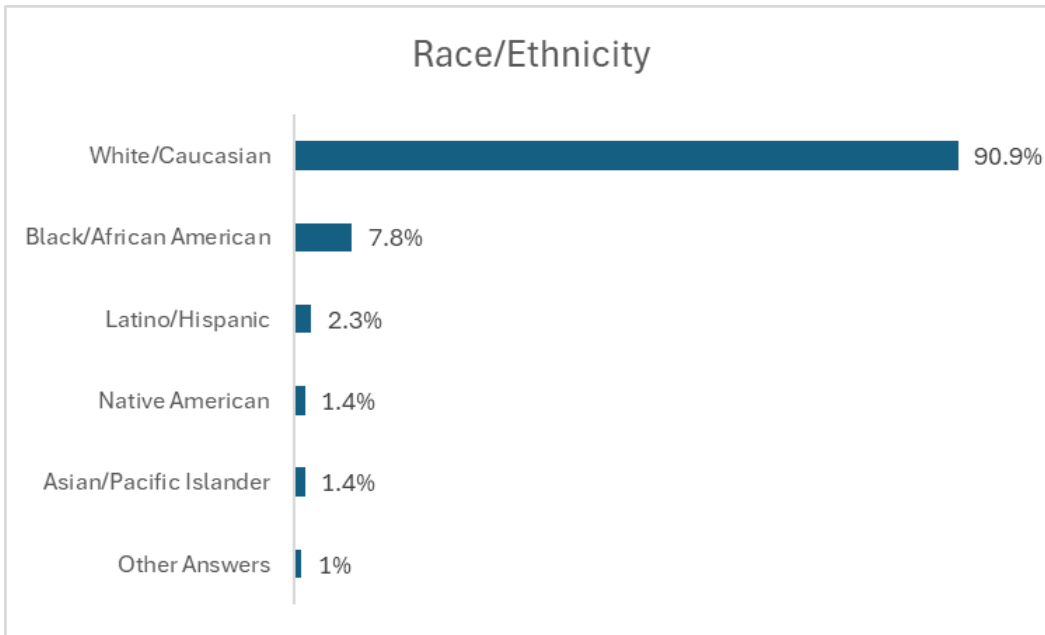


Figure 7: Race/Ethnicity Survey Results

3. INTERACTIVE MAP

The Social Pinpoint interactive mapping tool allows participants to place different types of markers on a map of the study area and leave a geolocated comment.* Other participants can see existing comments pinned to the map and have the option to “up-vote” or “down-vote” each comment. A spreadsheet containing map comments is generated and contains a link for each comment to view its location on the map, along with geographic coordinates for use in GIS applications.

The marker types for this project include:

- Bike/Ped: What are the challenges to getting around on foot or by bike, scooter, wheelchair, or other human-powered modes? What are the opportunities?
- Congestion: Where are you stuck in traffic? What areas are difficult to navigate by car?

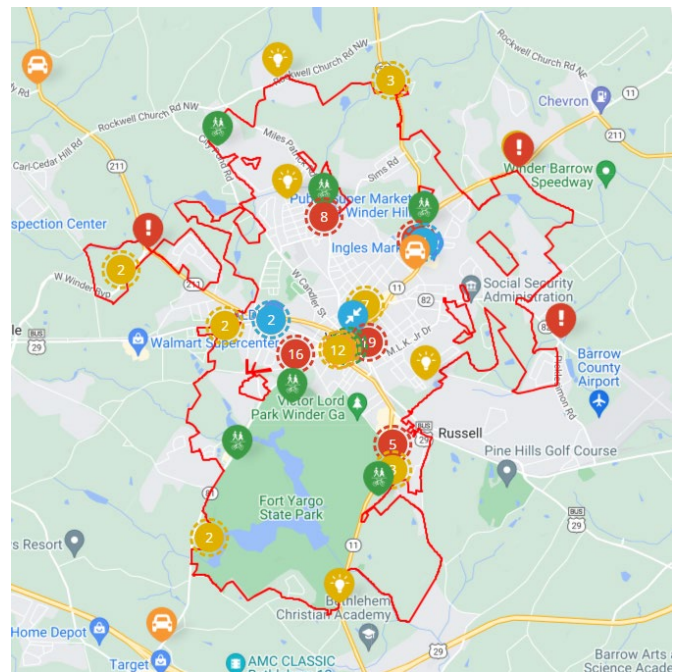


Figure 8: Social Pinpoint Map

*The consultant attempted to copy comments verbatim from survey respondents. The opinions expressed do not necessarily reflect the views of the City of Winder, its elected officials, or staff.

- Accessibility: What places are difficult to access (by car, bike, foot, wheelchair, etc.)? Where could accessibility be improved?
- Safety: Where are the safety issues in Winder's transportation network? What places feel unsafe to travel to or through?
- Ideas & Suggestions: What ideas or suggestions do you have for Winder's transportation network?

The section below summarizes the marker options along with the number of markers placed for each type, and links to view the most supported comments are detailed below. No map comments received a significant number of down-votes.

Bike/Ped

- Total markers placed: 23

Most supported comments:

- Sidewalk ends somewhere up here. It would be nice If it reached the Publix. No crosswalks either when people live next to here. The stores should be accessible. **(5 up-votes)**
- View this comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/477490>
- Pedestrian bridge to Ft. Yargo to cross 81- also being able to walk/bike to downtown along 81. There's a lot of housing along that stretch. **(4 up-votes)**
- View this comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/474568>
- Put a golf cart or at least sidewalks from Miles Patrick Rd down to the new park and downtown area. **(4 up-votes)**
- View this comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/477386>
- It would be great to have a sidewalk to city pond park for the old and neighborhoods to walk. **(3 up-votes)**
- View this comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/477373>

Congestion

- Total markers placed: 30



Most supported comments:

- Please consider putting a roundabout at this intersection. The congestion here is ridiculous at most times of the day. **(22 up-votes)**
- View this comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/473733>
- Can we please get all the traffic lights in a sequence that would accommodate for better traffic flow through downtown Winder. They seem sporadic at best. Every once in a blue moon they will move traffic through freely. Even when several do line up, there seems to be one that will stop the flow and hold traffic for what seems like an extended amount of time for a cross street. **(22 up-votes)**
- View this comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/473735>
- Coming from underpass facing Sonic – no left turn at this light. **(14 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/474343>

Accessibility

- Total markers placed: 7

Most supported comments:

- Difficult to get from Athens St over to Aldi and other businesses along that street. The railroad track crossing is congested and difficult to navigate at times, but going through downtown is also a challenge. **(10 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/473676>
- Not enough parking spaces for customers or employees of all the surrounding businesses. Here's my fun idea...a trolley that makes laps Around the downtown area and picks and drops off at designated areas. Also, I think there needs to be signs showing any public parking area so people know where they can park. **(7 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/477478>
- When going towards this red light from town, there is no yield sign from oncoming direction making it almost impossible to turn left here. **(6 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/477491>



Safety

- Total markers placed: 69

Most supported comments:

- This is a very dangerous intersection and I understand that in 2025 there will be a roundabout but I believe it needs to be here sooner than that. **(34 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/473679>
- Pulling out of Ingles parking lot is very dangerous. We need a light. **(18 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/474439>
- This pothole is causing people to swerve into oncoming lanes of traffic. Not safe. **(17 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/473957>

Ideas & Suggestions

- Total markers placed: 36

Most supported comments:

- Add right hand turning lanes to all four sides. Extend the left hand turning time limit to accommodate the semis that are constantly going through Winder causing the majority of traffic. **(26 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/473686>
- Can we get the bike path added to Google Maps so that people can find it? **(10 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/473677>
- Let's figure out a way to get the tractor trailers to use the Winder bypass. **(6 up-votes)**
- View the comment on the map:
<https://sycamore.mysocialpinpoint.com/winder/map#/marker/477361>



CITY OF WINDER

CITY COUNCIL

MINUTES • JUNE 3, 2025

113 EAST ATHENS STREET, WINDER, GA 30680



Regular Meeting

Winder Community Center

6:00 PM

CALL TO ORDER

Mayor Jimmy Terrell called the regular meeting to order at 6:07 PM.

Jimmy Terrell	Mayor
Sonny Morris	Council Member Ward 1
Kobi Kilgore	Council Member Ward 2
Power Evans	Council Member Ward 3
Travis Singley	Council Member Ward 4
Stephanie Britt	Council Member At-Large
Taffy McCormick	Council Member At-Large

Also Present:

Jonathan Lynn, City Administrator
Anna Childs, City Clerk
Bailey Price, Deputy Clerk
Beth Reynolds, Director of Development Services
Horace Gee, Utility Operations Director
Gerard Brewer, City Engineer
Clint Cannon, Director of Public Works and Capital Projects
Matt Whiting, Fire Chief
Sara Freeland, Director of Communications
John Rorke, Chief Information Officer
Jonathan Pollard, Systems Administrator
Morgan Ervin, Barrow News-Journal
Warren Tillery, City Attorney

OPENING PRAYER

Council Member Singley led the invocation.

PLEDGE OF ALLEGIANCE

Mayor Terrell led the Pledge of Allegiance.

APPROVAL OF AGENDA

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Travis Singley, Council Member Ward 4
SECONDER:	Sonny Morris, Council Member Ward 1
AYES:	McCormick, Morris, Kilgore, Evans, Singley, Britt

CITIZEN INPUT

None.

MONTHLY DEPARTMENT REPORTS

1. Fire Department Monthly Report.

Fire Chief Matt Whiting led a presentation report highlighting recent stats in the Fire Department.

CONSENT AGENDA

1. Consideration of a Motion to authorize the Mayor to sign a lease renewal agreement with Winder Barrow Community Theater.
2. Consideration of a Motion to Award a Construction Contract for the City Pond Road Guardrail Installation to The Sharon Company, Inc., the low bidder, in the amount of \$36,290.00, and to authorize the Mayor to execute the associated agreement between Owner and Contractor for Project No. TS25-01 City Pond Road Guardrail Installation.
3. Consideration of a Motion to Adopt the City of Winder Transportation Improvement Plan (TIP).
4. Consideration of a Motion to authorize the issuance of a Purchase Order in the amount \$65,345 to RRT for security cameras and related infrastructure. This is a budgeted expense.
5. Consideration of a motion to authorize the issuance of a Purchase Order in the amount of \$233,685.50 to Griffin Bros. to construct an access road to our Raw Water Storage Pond at the Quarry and to authorize the Mayor to execute an associated agreement between owner and contractor for City project # 408, Auburn Water Reservoir Project.
6. Consideration of a Motion to approve a FY25 Budget Amendment to Gas Department Budget 530-4700-5414000, CP# UT23-24A; the Utilities Department requests to transfer funds in the amount of \$850,000.00 to allow for the purchasing of materials required to complete a High-Pressure Gas Main Extension project in our Industrial corridor along Bankhead Highway.
7. Consideration of a Motion to accept the Executors’ Deed and Water Utility and Temporary Construction Easement for Tax Map parcel XX047 086.
8. City Council - FY26 Budget Workshop – May 27, 2025 6:00 PM
9. City Council - Work Session – May 29, 2025 6:00 PM
10. City Council - Executive Session – May 29, 2025 6:00 PM

Council Member Britt made a motion to approve agenda items 1 through 10 under Consent Agenda. Council Member Singley seconded the motion, and the motion carried unanimously

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Stephanie Britt, Council Member At-Large
SECONDER:	Travis Singley, Council Member Ward 4
AYES:	McCormick, Morris, Kilgore, Evans, Singley, Britt

REGULAR VOTING ITEMS

1. Second Reading and Public Hearing of an application to Deannex from the existing corporate limits of the City of Winder for a property located at 982 City Pond Road, Winder, Georgia 30680, also known as Map/Parcel# WN03 125, requesting to deannex from the existing corporate limits of the City of Winder to become part of unincorporated Barrow County. The subject property is zoned as R-1A: Medium-Density, Single-family Residential under the Zoning Ordinance of the City of Winder, and should said request be granted, the subject property would be rezoned by Barrow County.

Kiara Battle with D.R. Horton spoke in support of the request. Co-owner of the property, John W. Robinson III, with his sister Margaret Martin, spoke in support of the request and read a statement on behalf of their family. There was no public comment in opposition.

RESULT:	POSTPONED [5 TO 1]
MOVER:	Kobi Kilgore, Council Member Ward 2
SECONDER:	Stephanie Britt, Council Member At-Large
AYES:	McCormick, Morris, Kilgore, Singley, Britt
NAYES:	Evans

2. Second Reading and Public Hearing of an ordinance to amend the Zoning Ordinance of the City of Winder, Georgia by creating a Planning Board and/or Board of Appeals; to delegate powers to such Board(s), to amend the Zoning Ordinance of the City of Winder, Georgia, and the Code of Ordinances of the City of Winder, Georgia, throughout, and to implement the authority and powers of the foregoing Board(s) with respect to the types of decisions to be made by both, and for other purposes.

There was no public comment in support or opposition.

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Stephanie Britt, Council Member At-Large
SECONDER:	Sonny Morris, Council Member Ward 1
AYES:	McCormick, Morris, Kilgore, Evans, Singley, Britt

3. Consideration and discussion of a Motion to revise the previously approved March 8, 2022, Calendar A & B timelines for submittal deadlines, staff analysis, and public hearings for land use applications.

RESULT:	APPROVED [UNANIMOUS]
MOVER:	Stephanie Britt, Council Member At-Large
SECONDER:	Travis Singley, Council Member Ward 4
AYES:	McCormick, Morris, Kilgore, Evans, Singley, Britt

EXECUTIVE SESSION

Meeting to discuss or vote to authorize negotiations to purchase, dispose of, or lease property as provided in Georgia Code section 50-14-3(b)(1)(B).

Pursuant to the attorney-client privilege and as provided by Georgia Code section 50-14-2(1), a meeting otherwise required to be open was closed to the public in order to consult and meeting with legal counsel pertaining to pending or potential litigation, settlement, claims, administrative proceedings, or other judicial actions brought or to be brought by or against the agency or any officer or employee or in which the agency or any officer or employee may be directly involved.

Meeting to discuss or deliberate upon the appointment, employment, compensation, hiring, disciplinary action or dismissal, or periodic evaluation or rating of a public officer or employee as provided in Georgia Code section 50-14-3(b)(2).

Motion to Enter – At 6:31 PM, Mayor Terrell asked for a motion to enter executive session.

Council Member Britt made a motion to enter executive session to discuss potential litigation, real estate, and personnel. Council Member Singley seconded the motion, and the motion carried unanimously.

RESULT: APPROVED [UNANIMOUS]
MOVER: Stephanie Britt, Council Member At-Large
SECONDER: Travis Singley, Council Member Ward 4
AYES: McCormick, Morris, Kilgore, Evans, Singley, Britt

Motion to Exit – At 7:46 PM, Mayor Terrell asked for a motion to exit executive session.

RESULT: APPROVED [UNANIMOUS]
MOVER: Stephanie Britt, Council Member At-Large
SECONDER: Kobi Kilgore, Council Member Ward 2
AYES: McCormick, Morris, Kilgore, Evans, Singley, Britt

MOTION TO AMEND AGENDA

City Administrator Jonathan Lynn asked for a motion to amend the agenda to add a voting item for a settlement agreement for tax parcels XX047 035 and XX047 038.

RESULT: APPROVED [UNANIMOUS]
MOVER: Stephanie Britt, Council Member At-Large
SECONDER: Power Evans, Council Member Ward 3
AYES: McCormick, Morris, Kilgore, Evans, Singley, Britt

ADDED VOTING ITEM

- 4. Consideration of a Motion to approve a settlement agreement for tax parcels XX047 035 and XX047 038 for the purposes of a City of Winder water line utility easement #101.

RESULT: APPROVED [UNANIMOUS]
MOVER: Sonny Morris, Council Member Ward 1
SECONDER: Power Evans, Council Member Ward 3
AYES: McCormick, Morris, Kilgore, Evans, Singley, Britt

ADJOURN

Mayor Jimmy Terrell adjourned the regular meeting at 7:47 PM.

*this meeting was video recorded

Jimmy Terrell, Mayor

Anna Childs, City Clerk

Date