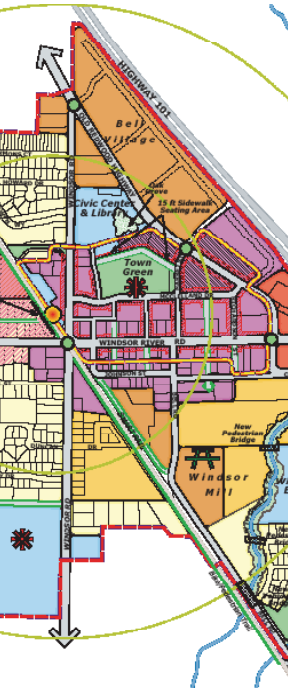
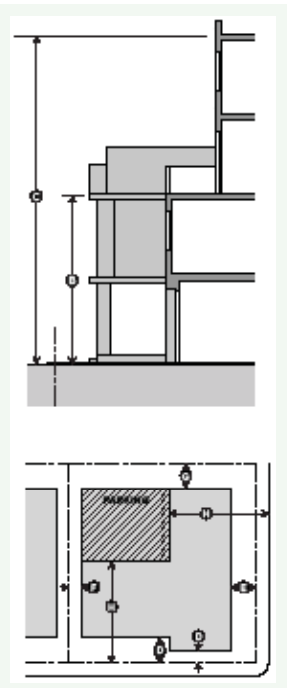
# Windsor Station Area/ Downtown Specific Plan








Adopted January 18, 2012
*Amended January 16, 2013*

TOWN OF WINDSOR

# Windsor Station Area/ Downtown Specific Plan

Adopted January 18, 2012

*Amended January 16, 2013*

*Prepared for*

TOWN OF WINDSOR

*Prepared by*

DYETT & BHATIA

Urban and Regional Planners

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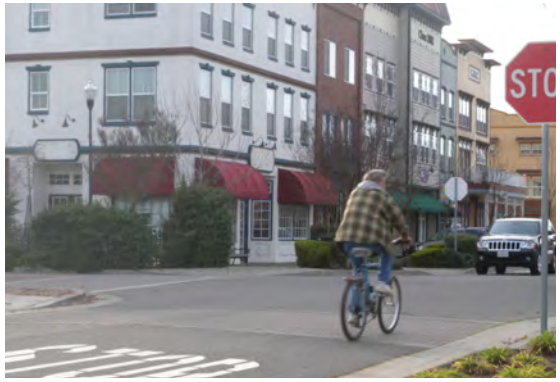



# 1 VISION, GUIDING PRINCIPLES, AND CONTEXT

Originally settled as an agricultural community in the 1850s, Windsor has transitioned impressively from its rural past, particularly since the town's incorporation in 1992. The community's commitment to smart growth and sustainable development practices is most evident in the creation over the past decade, nearly from scratch, of an authentic Downtown, with a walkable grid of streets and a mix of commercial and residential uses. The Downtown core is centered on a four-acre Town Green, which is surrounded by three-story buildings to the south and west, with retail and commercial space on the ground floors and residential uses above. Town Green special events, including live music and a farmers' market, draw people from afar.







*SMART rail service will be provided in the Planning Area in the future, enhancing regional access and complementing pedestrian and bike access and local bus service.*

The Downtown Windsor Station of the Sonoma Marin Area Rail Transit (SMART) system is located near the intersection of Windsor Road and Windsor River Road, adjacent to Downtown. In anticipation of the rail service, the Town has already constructed the station, which currently serves as a hub for bus transit connections. The planned SMART service will connect Windsor to other North Bay communities through a 14-stop service running between Cloverdale and Larkspur, with bus and ferry links to San Francisco and the greater Bay Area. SMART service is expected to begin in 2014 between San Rafael and Santa Rosa, with service extending to Windsor in the second phase. A roughly half-mile radius around the station forms the Planning Area for the Station Area/Downtown Specific Plan, and encompasses the Downtown and a multitude of uses—including established single-family neighborhoods, multi-family residential, retail, some office uses, the high school and the Civic Center.

The Station Area/Downtown Specific Plan seeks to establish a cohesive transit-oriented community with links to the town and the region. It sets forth the framework for the next era of Downtown's development with an expanded core—re-orienting it around the Town Green with a "Town Green Loop" strategy—with a broader array of uses and amenities, which will serve as a regional draw. A greatly increased population of residents and workers will enjoy walking access to stores and restaurants, transit, and a redeveloped Civic Center. An enhanced public realm with more parks and open spaces, streetscape improvements, outdoor dining, and community gathering opportunities will enhance livability. Upon adoption, this Plan will supersede the Town of Windsor 1997 Downtown Plan.

The Plan includes guiding principles that provide an overall vision for the area, goals and policies for each topic, as well development standards/zoning regulations and design guidelines for development. It also includes an implementation program, with timelines and responsibilities.

## 1.1 PLANNING AREA

The Town of Windsor is situated in the central portion of Sonoma County in the heart of wine country, just east of the Russian River and about seven miles north of Santa Rosa. The Town has numerous natural and man-made amenities, including lush vegetation; a mild climate; relatively new development and the popular Town Green in Downtown; transportation access via Highway 101, Old Redwood Highway, Sonoma County Transit bus service, and the planned SMART service; well-maintained housing stock; and several historic buildings. These amenities render Windsor a desirable place to live, work, and visit. The Town's regional context is shown in Figure 1-1.

The Planning Area, shown in Figure 1-2, encompasses approximately 390 acres and includes Windsor Station, the Downtown core, and surroundings; two large approved and pending development projects; several opportunity sites; and community destinations including Windsor High School, Keiser Park, the Town Green, Windsor Creek Elementary School, and the Civic Center. At the center of the Planning Area, the Downtown core and Town Green act as important community anchors. The primary activity streets include McClelland Drive along the Town Green and Windsor Road from Windsor River Road to the Civic Center. The surrounding areas located to the west of the SMART corridor are primarily single-family residential neighborhoods and are not expected to change substantially.







*The Plan builds on the existing assets of transit access, a lively Downtown core, and public spaces, including the Town Green and Keiser Park.*

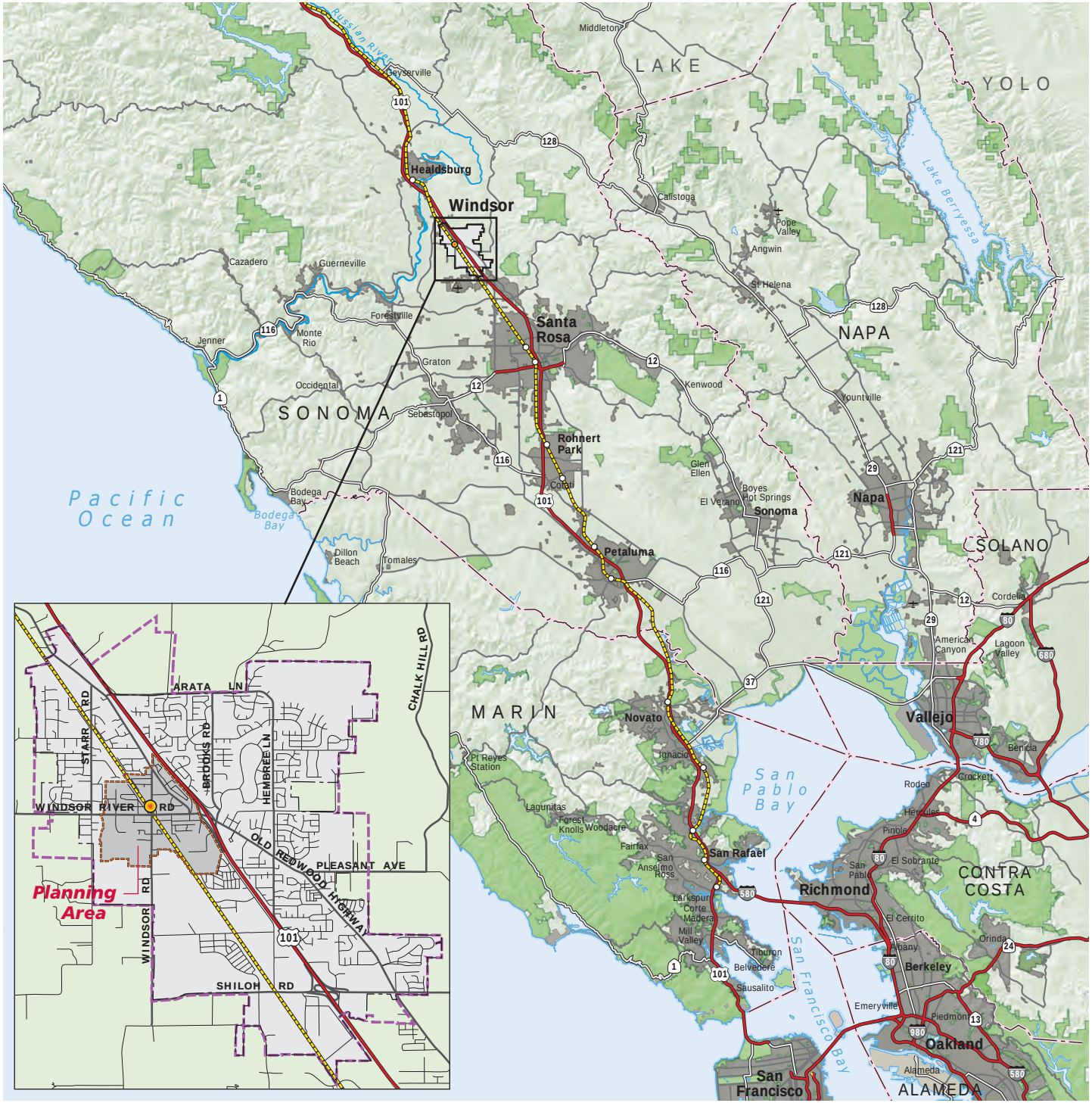



**Figure 1-1:**
Regional Location

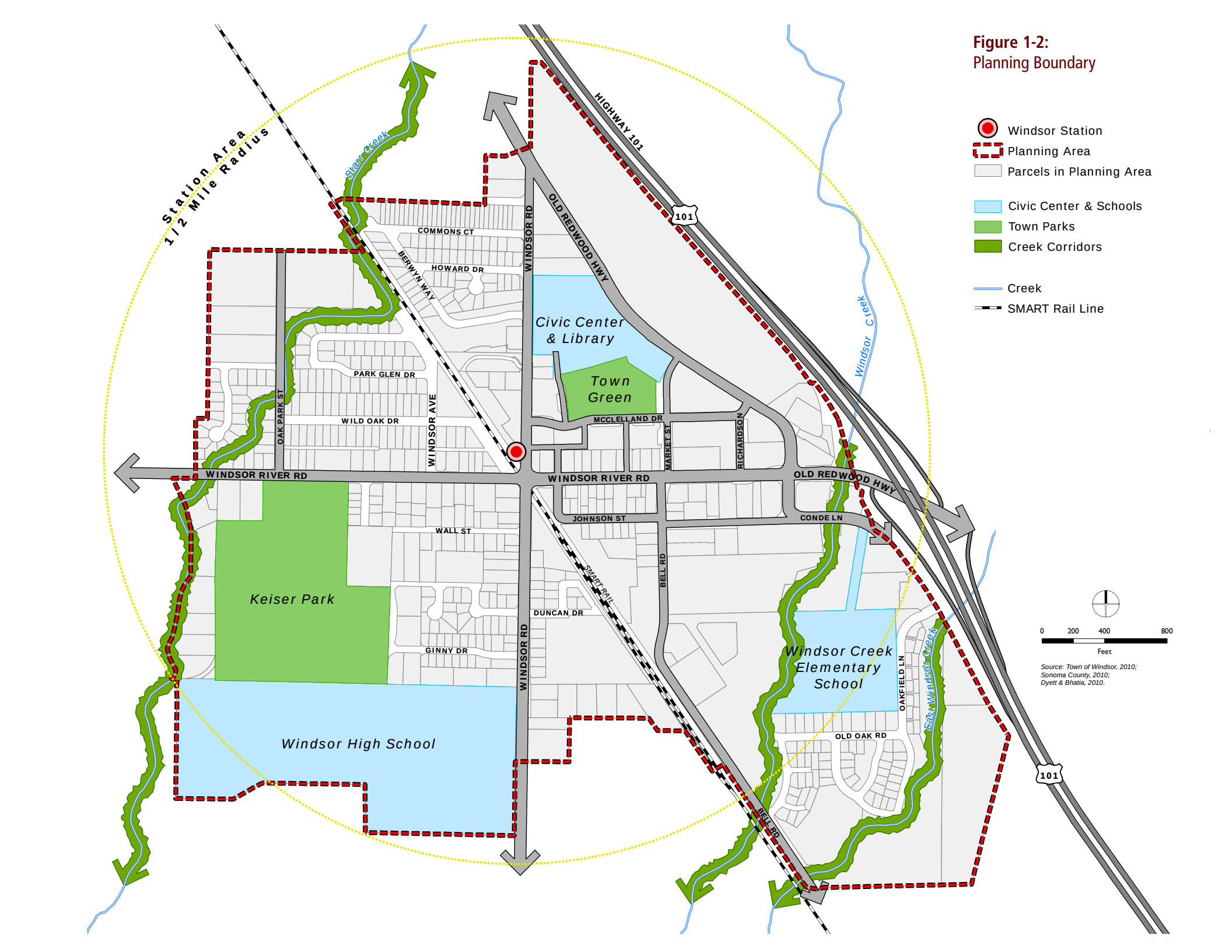



**Figure 1-2:**
Planning Boundary







*The Windsor Station Area/Downtown Specific Plan extends the Downtown core with a "town green loop" strategy, and aims to promote transit oriented development and a vibrant, walkable, and well-connected Downtown.*

## 1.2 OBJECTIVES AND GUIDING PRINCIPLES

### Objectives

The objectives of the Station Area Plan/Downtown Specific Plan, established at the outset of the planning process, are to:

- Establish a land use plan and policy framework to guide future development and redevelopment toward land uses that support transit ridership.
- Improve motorized, non-motorized, and transit connectivity between the Station and existing adjacent commercial and residential areas.
- Develop urban design standards and implementation strategies that promote walkable and livable environments.
- Prepare a comprehensive environmental document (Programmatic EIR) to facilitate subsequent environmental reviews of changes to existing policy/regulatory documents, capital improvement projects, and private development proposals.
- Work collaboratively with the community in establishing a vision for the area, and to educate and inform the public about the specific plan process and transit-oriented development (TOD) concepts.

## Guiding Principles

The following Guiding Principles emerged from community outreach—including through workshops and a town-wide survey—and decision-maker input during the early stages of the planning process. Taken together, these ideas establish an overall vision for the Planning Area that is reflected in the policies and implementation measures of this Specific Plan.

1. Enhance the Station Area's identity as Windsor's center, building on successful Downtown revitalization efforts, and ensure long-term economic sustainability by expanding the Downtown commercial core and accommodating a broader array of uses and activities.

2. Foster a unique sense of place that establishes Windsor's identity in the region, by developing the Downtown/Station Area as a mixed-use, pedestrian-scaled, transit-oriented district, centered on the Town Green. Improve pedestrian and bicycle connectivity between key destinations within the Station Area, and to surrounding neighborhoods, including east of Highway 101.

3. Establish a unified image for Downtown and enhance the public realm with consistent streetscapes, improved sidewalks, and greater opportunities for community gathering and outdoor dining.

4. Promote retail diversification by identifying priority retail markets and attracting establishments that meet everyday community shopping needs. Attract an anchor tenant and high traffic establishments, in part by accommodating larger-sized retail establishments that complement the existing mix, while ensuring they are designed to further downtown's pedestrian-scale and ambiance. Consider urban formats of larger chain stores for Downtown.

5. Establish a balance of housing, retail, office, and institutional uses in the Downtown core. Increase the daytime population so that it supports Downtown businesses by expanding opportunities for office uses to locate Downtown; in particular consider more educational uses, such as a Santa Rosa Junior College extension.

6. Encourage design diversity and visual richness by promoting a variety of architectural building styles, including contemporary-styled buildings, while ensuring cohesiveness, and building design that is flexible, in order to accommodate a range of uses and changes over time. Promote compact development patterns through average building heights of three to four stories, while allowing taller buildings in selected locations (if public safety measures are included).

7. Attract more tourism-related establishments to support Downtown's continued development by distinguishing Windsor as an active and kid-friendly destination in the heart of wine country. Promote the establishment of additional accommodations in Downtown by striving to attract at least one hotel Downtown. Highlight Downtown as the center of activity in Windsor, establish permanent activities that create a regional draw in Downtown, and enhance linkages to regional assets such as the Russian River, regional parks, and the Windsor Golf Club. Promote use of SMART weekend service and trails to enhance tourist access.

8. Explore intensification or redevelopment of the Civic Center site with multi-use development that re-defines the Town Green's northern edge with active uses.

9. Continue to promote green leadership in Windsor by maintaining and expanding Downtown as a green and healthy community with sustainable building and landscape design, sustainable water use and irrigation practices, and reduced energy use. Encourage outdoor and active living with more opportunities for healthy choices including walking and biking, readily available access to transit, housing in close proximity to workplaces, and access to parks, play spaces and open space for kids and families to enjoy.

10. Continue to promote more activities and attractions in Downtown, including more restaurants; entertainment venues; art, cultural, and athletic events; and an expanded playground for children. Explore development of a community activity center, and expand on Town Green events, for instance by exploring public/private partnerships.







*New development along McClelland Drive, historic development on Windsor River Road, and the Town Green are key components of the Planning Area.*

# 1.3 PLANNING CONTEXT

## Existing Land Uses & Opportunities

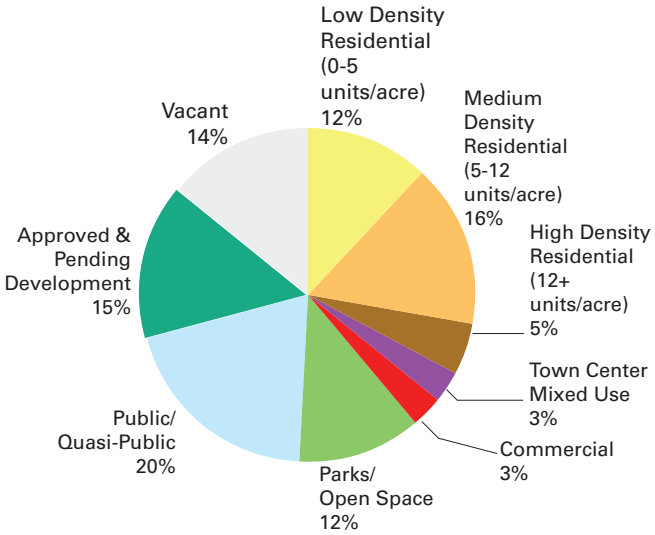
### *Existing Land Uses*

The Planning Area is comprised of a diverse mix of land uses, with the greatest diversity of uses located between the SMART corridor and Highway 101. The majority of retail, restaurants, and office uses are located in the Downtown core and along Windsor River Road, while regional serving commercial uses are located along Highway 101 and Old Redwood Highway. Low- to medium-density residential uses are predominant in the western half of the Planning Area. Two large-scale approved or proposed development sites exist that would redevelop former industrial land and a former mobile home park.

There are 988 residential units existing in the Planning Area, housing an estimated 2,800 residents.[1] The average residential density in the Planning Area is 8.5 dwelling units per acre. The highest residential densities in the Planning Area are achieved in the Town Green Village, which was developed at 16 dwelling units per acre in 2001. Furthermore, this density calculation includes the Town Green; the effective average density on built blocks only is nearly 20 dwelling units per acre in the Town Green Village. In addition, there are just over 100,000 square feet of retail[2] and 40,000 square feet of office space.[3]

Chart 1-1 reflects the relative presence of various land uses in the Planning Area by acres. The pattern of land uses within the Planning Area is shown in Figure 1-3.

**CHART 1-1: Existing Land Use by Acreage**




1 *Based on average household size and vacancy rates.*

2 *Town of Windsor Station Area/Downtown Specific Plan, Market Demand Study, 2010; 2006 Shopping Center Directory; Individual Shopping Centers' websites; Economic & Planning Systems, Inc.*

3 *Office space is estimated assuming a floor area ratio of 0.25 on the existing 3.7 acres of office uses.*

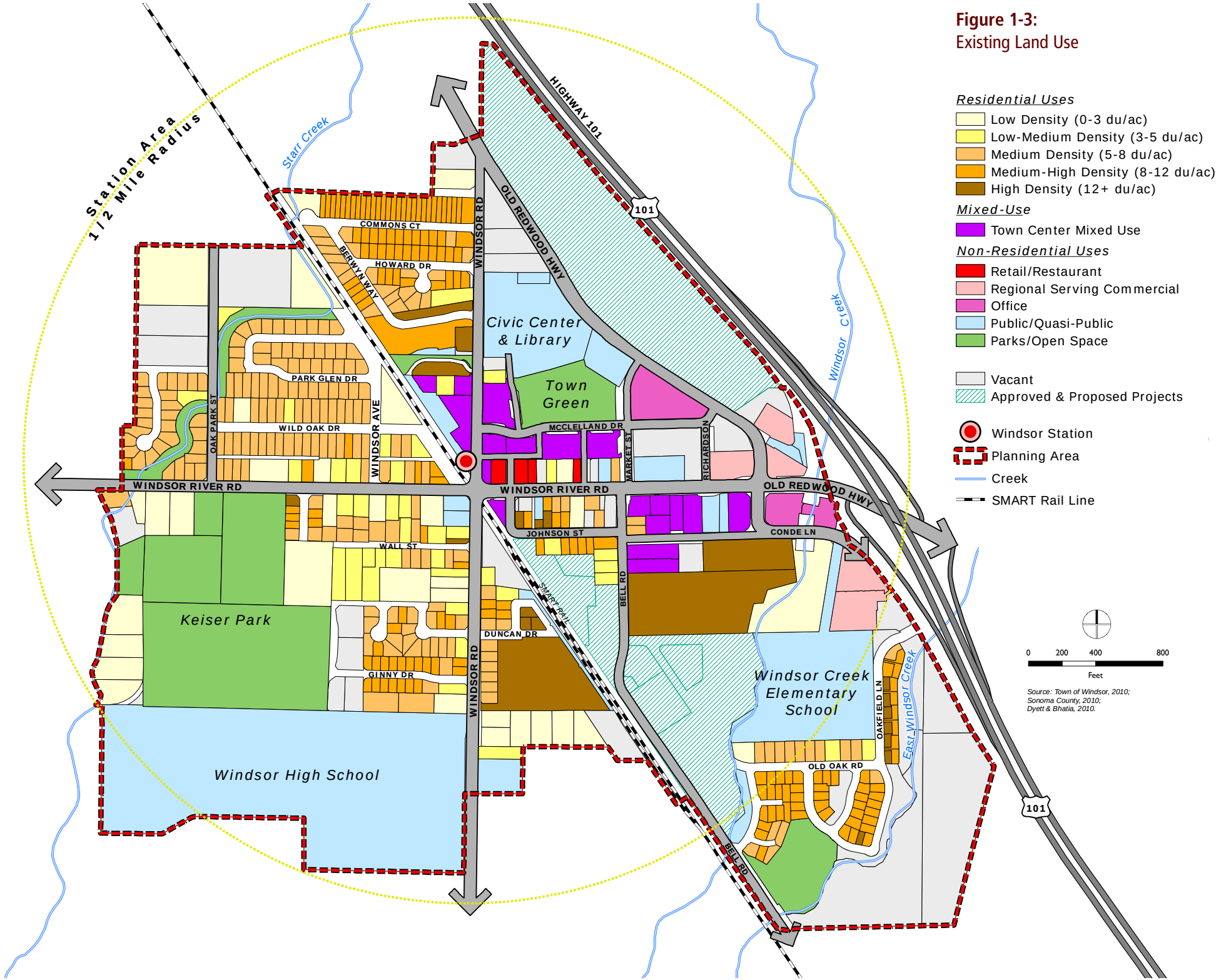



**Figure 1-3:**
Existing Land Use

*Residential Uses*
- Low Density (0-3 du/ac)
- Low-Medium Density (3-5 du/ac)
- Medium Density (5-8 du/ac)
- Medium-High Density (8-12 du/ac)
- High Density (12+ du/ac)

*Mixed-Use*
- Town Center Mixed Use

*Non-Residential Uses*
- Retail/Restaurant
- Regional Serving Commercial
- Office
- Public/Quasi-Public
- Parks/Open Space

- Vacant
- Approved & Proposed Projects

- Windsor Station
- Planning Area
- Creek
- SMART Rail Line







*Publicly owned land includes several properties owned by the Town of Windsor, including the Civic Center, Town Green, and Windsor Station.*

## *Property Ownership*

### PUBLIC

There are several significant publicly-owned properties within the Planning Area, as shown in Figure 1-4. The Town of Windsor owns 48 acres within the Planning Area, including the Civic Center, Town Green, and Keiser Park. Other public agencies that own land in the Planning Area include Windsor Unified School District, the Windsor Water District, the Sonoma County Water Agency, and the SMART District.

### MAJOR PRIVATE OWNERSHIP

The majority of property in the Planning Area is privately owned, and most property owners own only a single property. There are, however, several major properties in the Planning Area that are either large properties or are contiguous and have the same owner. Together, these owners control 95 acres, or nearly 30 percent of developable land within the Planning Area. Many of these properties provide key opportunities for land consolidation and intensification as the Planning Area develops. Figure 1-4 shows the major private property owners in the Planning Area.

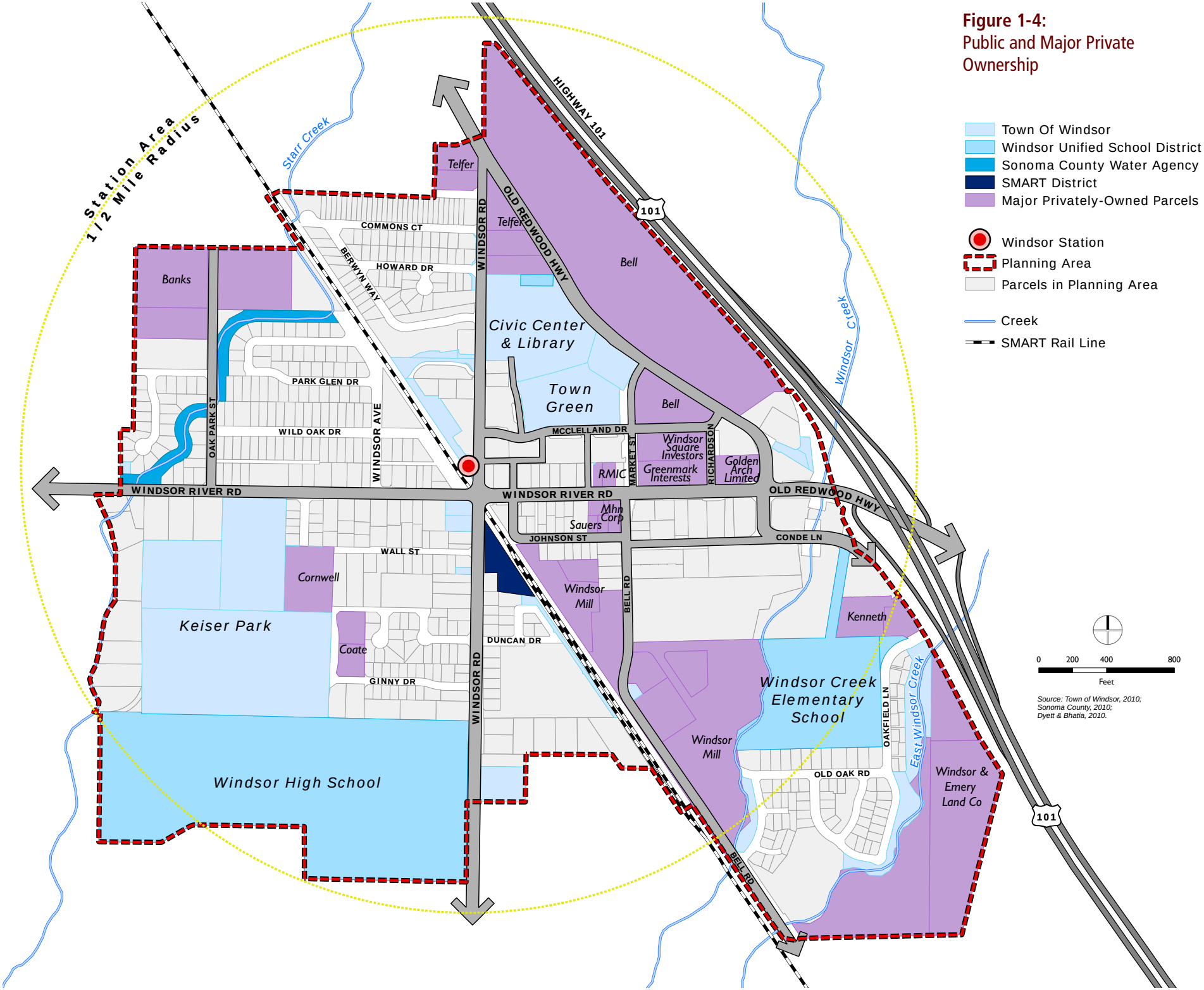



**Figure 1-4:**
Public and Major Private Ownership







*Proposed or approved development sites include Windsor Mill (top) and Bell Village (middle), and a major opportunity site exists at Windsor Road and Old Redwood Highway.*

## Opportunity Sites

Opportunity sites are identified as those sites that may have potential for land use or intensity change over the long-term (20 years). Sites may currently be vacant or underutilized. In the Planning Area, vacant land accounts for approximately 46 acres. Underutilized land is determined by a combination of qualitative factors and quantitative analysis of development intensity and improvements, such as the relationship between assessed building value to land value.[4] Underutilized sites in the Planning Area total 36 acres, for a total of 80 acres of opportunity sites. These opportunity sites are shown in Figure 1-5.

Many of the opportunity sites are larger than an acre in size, and include large sites north of the Civic Center, adjacent to Keiser Park to the west, Starr Creek to the north, and southeast of East Windsor Creek. Opportunities to develop adjacent to the Downtown core include much of the property immediately surrounding the core, including the Civic Center and library (which could be redeveloped, relocated, and/or expanded), the Richardson properties, and multiple smaller properties along Windsor River Road.

4 *Land value analysis considers the ratio of the assessed value of property improvements to the assessed land value. If the ratio is less than one, meaning the land is worth more than the building, the property could be considered underutilized, depending on other factors, such as land use, location, and surrounding development activity.*

## Proposed Development

Approved or proposed development within the Planning Area includes primarily residential development (670 residential units), with some commercial components (77,000 square feet). Approved and proposed projects in the Planning Area are shown on Figure 1-5, labeled as Bell Village and Windsor Mill.

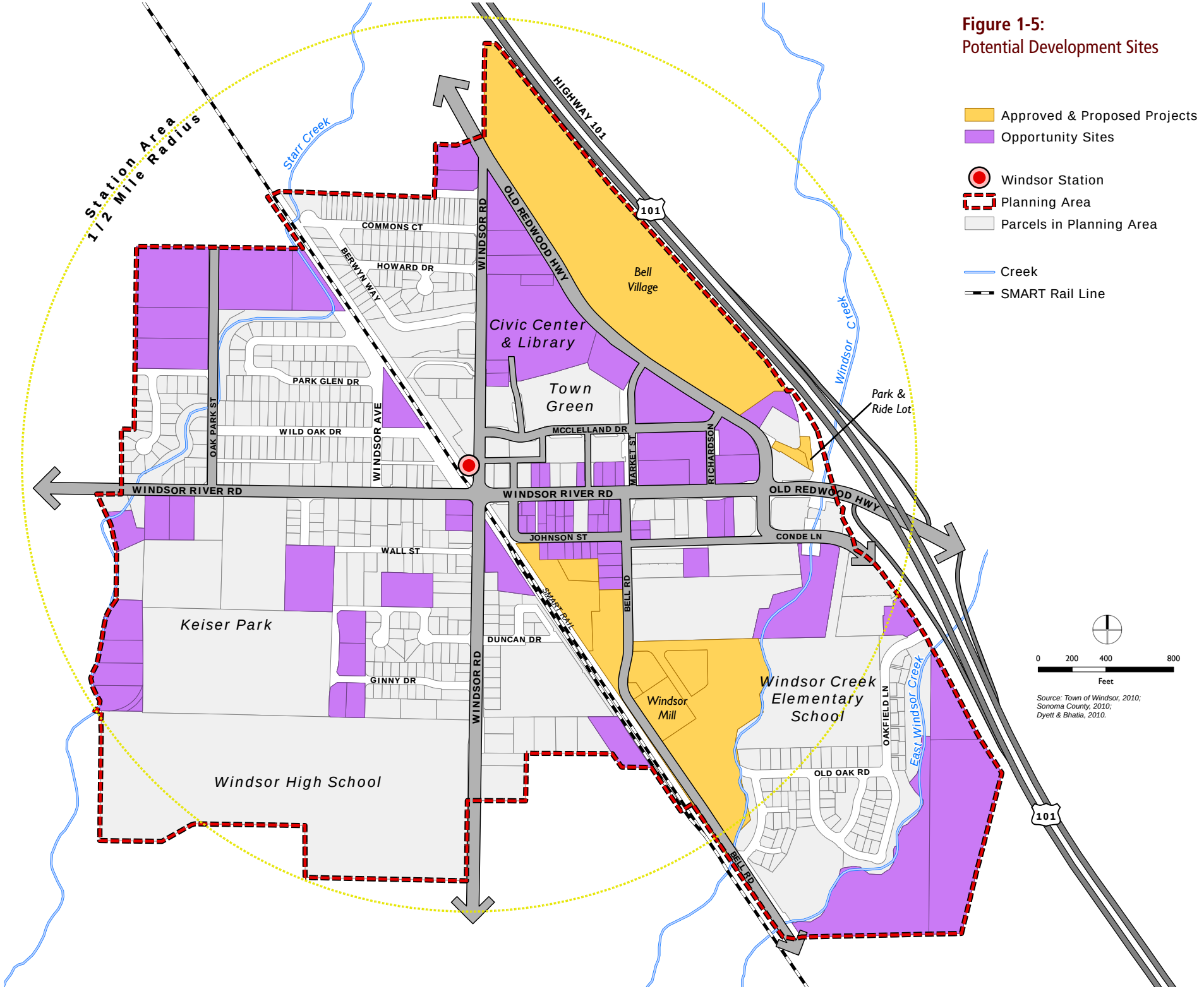



**Figure 1-5:**
Potential Development Sites







*The Plan will support the General Plan's goals, in particular by strengthening the Town's identity and promoting a unified and vital community in the heart of Downtown.*

## 1.4 RELATIONSHIP TO EXISTING PLANS

The Station Area/Downtown Specific Plan will supersede the Town of Windsor 1997 Downtown Plan and will supplement the Town of Windsor Design Standards.

### Relationship with the General Plan

The Town of Windsor was incorporated in 1992 and adopted its first General Plan—which is still in place—in 1996. The General Plan includes all seven state-required elements (no optional elements), and establishes long-range policies to guide the use of private and public lands within the community's planning boundaries through the horizon year of 2015. This Plan is consistent with the General Plan as it strives to achieve many goals and desires outlined in the General Plan, including:

- Create a strong Town identity;
- Promote a unified, vital community;
- Organize the community in a coherent fashion, marked by high quality buildings, streets, and open spaces;
- Revitalize Old Town as the civic and cultural heart of the Town;
- Preserve agricultural and natural resources; and
- Manage growth and provide necessary community services and facilities concurrent with the needs of future development.

Some of the General Plan policies that will be implemented by this Specific Plan include:

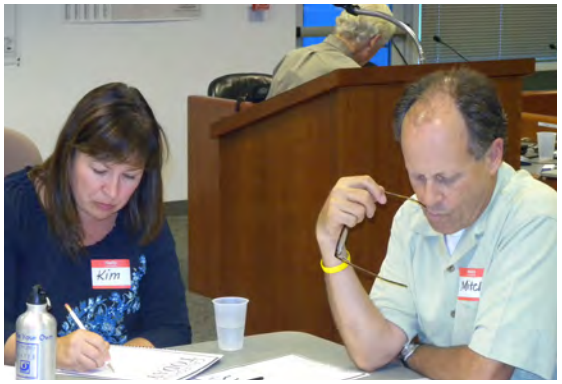
- A.2: Revitalize the Old Town area and reinforce its importance as the community' historic center.
- A.5: Integrate neighborhoods and districts within the larger Town by encouraging an interconnected street network.
- A.9: Encourage pleasant walking environments.
- A.10: Develop appropriate building design and parking strategies.
- C.1: Promote the retention and expansion of existing businesses and the attraction of new businesses that will increase the tax base.
- C.5: Reinforce the Old Town area along Windsor River Road as the civic and cultural heart of Windsor.
- C.6: Concentrate higher intensity/density activities in the Old Town area.
- D.1: Provide an interconnected street network that is accessible and friendly to all modes of travel.
- D.2: Develop guidelines for street design that meet travel demands but also create a safe and pleasant walking environment.

This Plan also modifies existing General Plan designations and Zoning Districts as a means of achieving General Plan goals and implementing General Plan policies enumerated above. The General Plan will ultimately be amended to reflect this Specific Plan.

## 1.5 PLANNING PROCESS AND PUBLIC PARTICIPATION

The majority of the Planning Area is designated by the Metropolitan Transportation Agency (MTC) and the Association of Bay Area Government (ABAG) as a regional FOCUS Priority Development Area (PDA). This program encourages smart growth principles along routes of regional significance. In May of 2010, with a $300,000 grant from MTC to fund the project, the Town of Windsor initiated the process to develop a Specific Plan for the Windsor Station Area including Downtown. The Specific Plan seeks to advance MTC's TOD Policy, which has a goal of reaching an average of 2,200 units within a half a mile of commuter rail stations, as well as evolve Windsor's PDA from a Suburban Center to a Transit Town Center.

The planning process evolved from visioning to defining implementation measures through a combination of analytics and community input. Each step in the process was designed to allow the planning team to learn from Town residents, business and property owners, decision-makers, and other community members about their needs and values, as well as to allow the public to provide feedback and formulate ideas throughout the planning process.





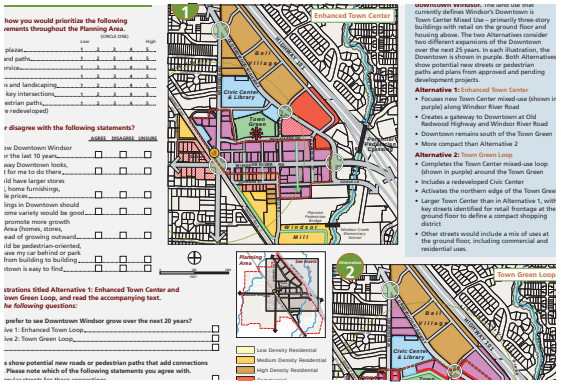




*Input from residents, business and property owners, decision-makers, and other community members is an essential component in the development of the Plan.*







*The first community workshop was held in September 2010. Feedback received at this workshop is incorporated in the Guiding Principles. A community survey was conducted in January 2011.*

## Stakeholder Meetings

Sixteen stakeholders participated in stakeholder meetings in July 2010 at the Town's Civic Center. The format was open-ended to allow for a wide range of discussion and input. Stakeholders were asked to describe key issues, ideas, or visions they have for the Planning Area.

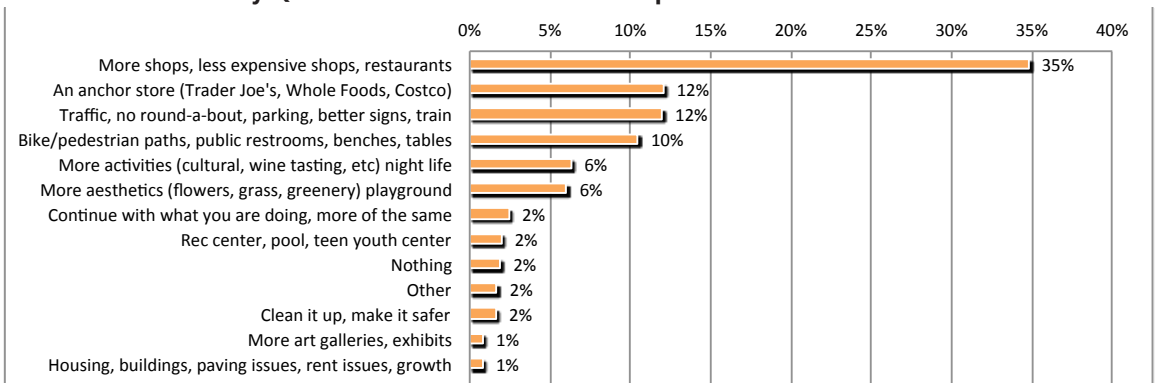
## Community Workshop

A community workshop for the Plan was held in September 2010. Community members participated in a visioning exercise and a discussion of key issues in the Planning Area, guided by the overarching topics of character and identity, land use and amenities, and transportation and linkages.

## Community Survey

A community survey on the alternatives was conducted in January 2011. The survey contained a summary of the alternatives along with 17 questions, and was mailed to all residential addresses in the town. In total, 806 completed surveys were returned out of 9,453 mailed out, resulting in a response rate of 8.5 percent.

**CHART 1-2: Survey Question: What would most improve Downtown Windsor?**




*This open ended question solicited a variety of responses, with a clear plurality of responses indicating that more shops, less expensive shops, and restaurants would most improve Downtown Windsor.*

## 1.6 RELATED DOCUMENTS

### Environmental Review

A programmatic Environmental Impact Report (EIR) is being prepared concurrently with preparation of the Specific Plan, pursuant to the requirements of the California Environmental Quality Act (CEQA). Policies in the Plan are prepared in response to analysis for the EIR to ensure that the plan minimizes or reduces significant environmental impacts to the extent feasible; in this way the plan is "self-mitigating."

### Background Technical Work

Complementing community outreach activities were analyses of site and market conditions. Documents leading to the Specific Plan include:

- Windsor Station Area/Downtown Specific Plan Market Demand Analysis, October 2010.
- Windsor Station Area/Downtown Specific Plan Existing Conditions Report, September 2010.
- Windsor Station Area/Downtown Specific Plan Alternatives Report, December 2010.

In addition to the above, several interim documents were prepared based on the identification of a preferred plan, findings and analysis from which are reflected in this plan.

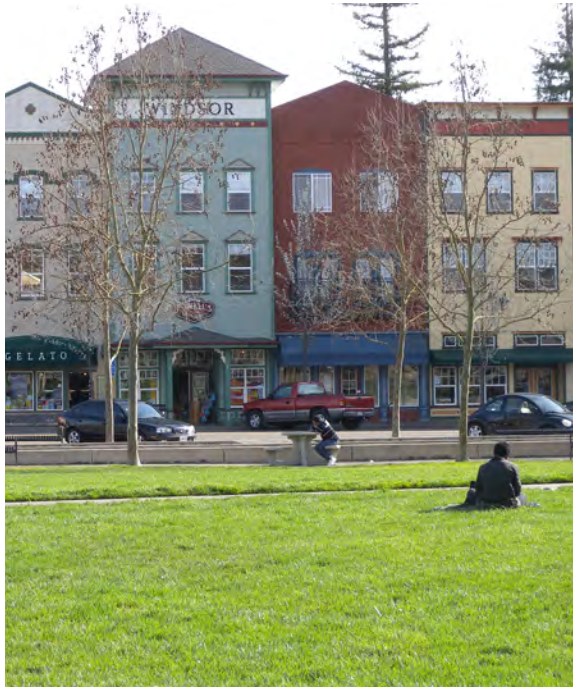
- Windsor Station Area/Downtown Specific Plan Infrastructure Needs Assessment, April 2011.
- Parking Demand Study Draft Technical Memorandum, March 2011.
- Windsor Station Area/Downtown Specific Plan Draft Urban Design Standards and Guidelines, May 2011.

## 1.7 PLAN ORGANIZATION

The following chapters of this document present guiding goals and accompanying policies; design standards and guidelines; and recommendations for implementation:

- Chapter 2: Land Use
- Chapter 3: Streetscape, Building Design, and Development Standards
- Chapter 4: Circulation and Access
- Chapter 5: Environmental Resources and Quality
- Chapter 6: Public Facilities, Services, and Infrastructure
- Chapter 7: Implementation

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# 2 LAND USE

The Windsor Station Area/Downtown Specific Plan envisions a mixed-use, pedestrian-scaled, transit-oriented district, centered on the Town Green. To promote this vision, land use designations seek to create a loop of active uses around the Town Green. This chapter describes the land use framework, which includes land use classifications, development potential, and land use policies.





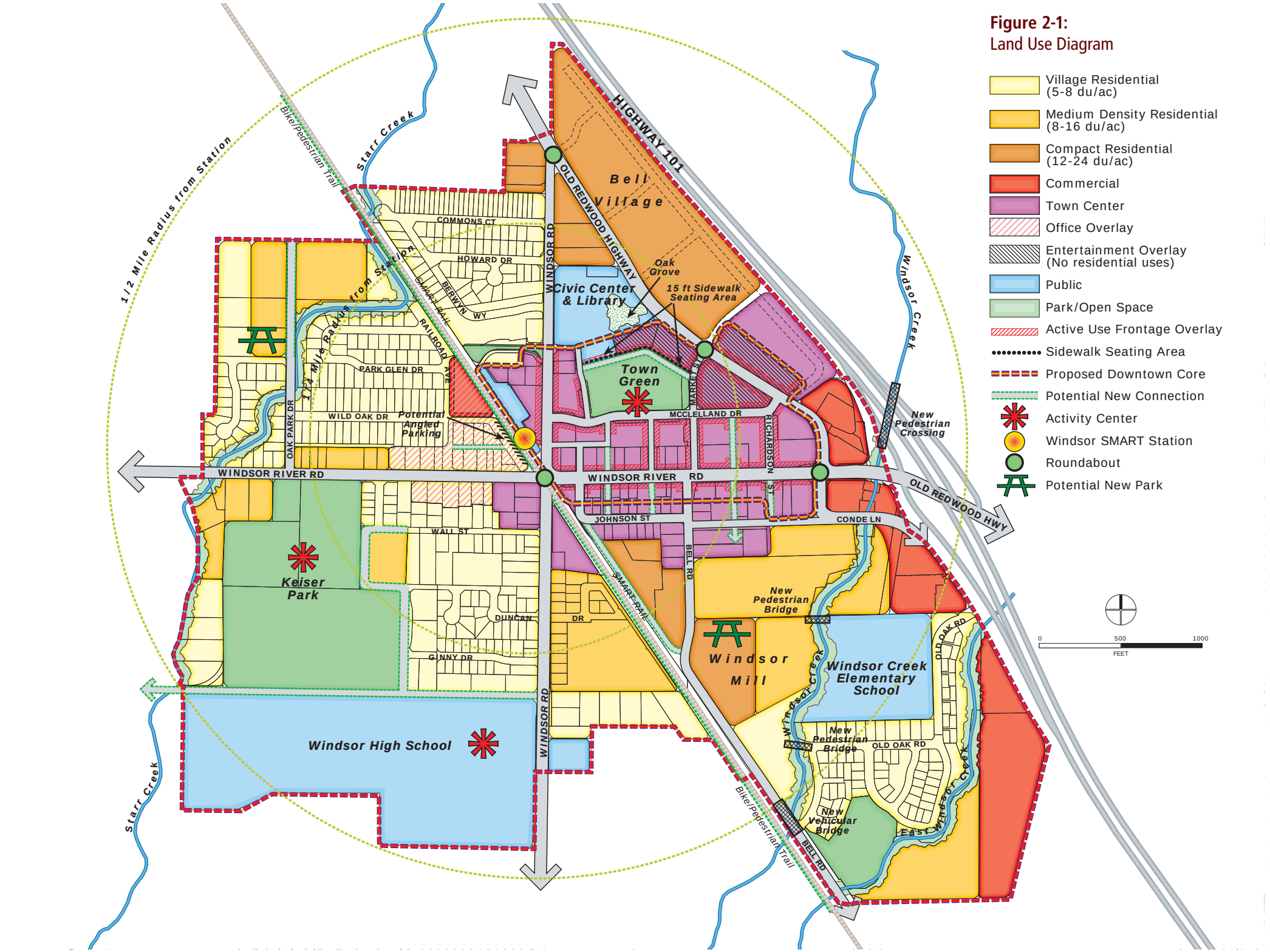



*The Land Use Diagram creates a mixed-use loop around the Town Green with a redeveloped civic center and active ground floor uses on key streets.*

## 2.1 LAND USE DIAGRAM

The Land Use Diagram (Figure 2-1) designates land uses for the Planning Area. Land use classifications, shown as colors and patterns on the diagram, allow for a range of activities within each classification. The Land Use diagram is a graphic representation of policies included at the end of this chapter and is to be used and interpreted in conjunction with the text and figures contained in the other chapters of the Plan. Key features of the Land Use Diagram (Figure 2-1) include:

- Town Center mixed-use loop around the Town Green and expanded Downtown core. The strategy for the expansion of the Downtown core is shown in Figure 2-2, and includes:
  - Redeveloped Civic Center that incorporates a public park/preserved oak grove and an activated northern edge of the Town Green.
  - Town Center designation on selected sites west of the SMART corridor to allow flexibility in development on sites adjacent to Windsor Station.
  - Incorporation of the southernmost blocks of the proposed Bell Village project as part of the Town Center.
- Key streets for active use frontage at the ground floor to define a compact shopping district. Streets not identified for retail frontage would allow a range of other uses at the ground floor, including office and residential uses.
- Entertainment Overlay on sites adjacent to the Town Green that will promote entertainment establishments and restrict residential uses within the Town Center.
- Additional Medium Density housing outside of the Town Center.
- Office Overlay along Windsor River Road west of the SMART corridor and on the large parcel located on Wild Oak Drive. Underlying residential and commercial uses will remain fully conforming with the potential to convert to office uses.


Figure 2-1:
Land Use Diagram
Village Residential (5-8 du/ac)
Medium Density Residential (8-16 du/ac)
Compact Residential (12-24 du/ac)
Commercial
Town Center
Office Overlay
Entertainment Overlay (No residential uses)
Public
Park/Open Space
Active Use Frontage Overlay
Sidewalk Seating Area
Proposed Downtown Core
Potential New Connection
Activity Center
Windsor SMART Station
Roundabout
Potential New Park
1/2 Mile Radius from Station
1/4 Mile Radius from Station
Bike/pedestrian trail
Starr Creek
HIGHWAY 101
OLD REDWOOD HIGHWAY
Bell Village
COMMONS CT
HOWARD DR
BERWYN WY
SMART RAIL
RAILROAD AVE
PARK GLEN DR
WILD OAK DR
OAK PARK DR
WINDSOR RD
Civic Center & Library
Oak Grove
15 ft Sidewalk Seating Area
Town Green
MARKET ST
MCCLELLAND DR
RICHARDSON ST
Potential Angled Parking
New Pedestrian Crossing
Windsor Creek
WINDSOR RIVER RD
OLD REDWOOD HWY
JOHNSON ST
CONDE LN
WALL ST
Keiser Park
BELL RD
DUNCAN DR
GINNY DR
New Pedestrian Bridge
Windsor Mill
Windsor Creek Elementary School
OLD OAK RD
Windsor High School
East Windsor Creek
New Vehicular Bridge
0
500
1000
FEET







*The expanded Downtown core strategy will result in active uses surrounding the Town Green.*

**Figure 2-2:** Expanded Downtown Core Town Green Loop Strategy

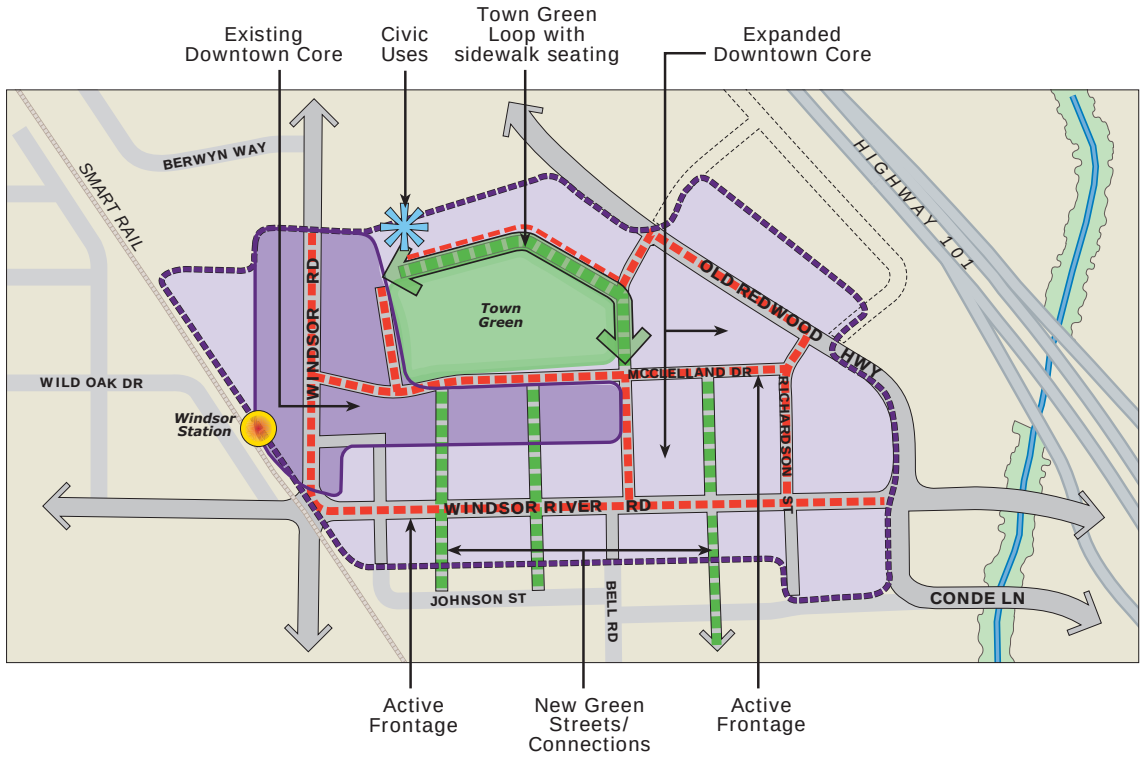


**Figure 2-3:** Conceptual View of the Civic Center Area Looking West Along the Town Green Loop




*Existing location (left) and view (right).*




*Simulated view of the Town Green northern edge.*



*Additional simulated views of the activated Town Green northern edge.*

## 2.2 LAND USE CLASSIFICATIONS AND DENSITY/INTENSITY STANDARDS

### Land Use Classifications

The Plan designates several new land use categories. These categories are similar to many existing land use designations in the General Plan, but allow greater intensities and densities. Intensity and density ranges are described for each designation. Intensity is described in terms of Floor Area Ratio (FAR), or the permitted ratio of gross floor area (exclusive of area devoted to parking) to site area. The concept of FAR is illustrated in Figure 2-4. Density is defined as the number of dwelling units per gross acre. Public schools and parks, and other public facility uses that serve the community are permitted in all designations.

#### *Residential*

All residential uses will be eligible for density bonuses and other incentives in exchange for the development of affordable housing, as outlined in Chapter 27.22 of the Zoning Ordinance. Residential uses are also subject to inclusionary housing requirements, as outlined in Chapter 27.23 of the Zoning Ordinance. Further, affordable units will be exempt from growth control allocations, consistent with the Growth Control Ordinance.

**VILLAGE RESIDENTIAL**

This designation is intended to accommodate a mix of housing types on smaller lots or as attached units, with density ranging from five to eight units per gross acre. Housing types at the lower density range may include detached units near low density residential neighborhoods. Housing types at the higher density range may include detached or attached units near the Town Center, parks and transit stops. Substantial new development within this classification is not expected.

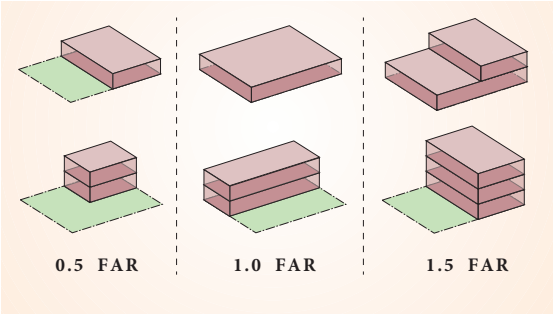
**MEDIUM DENSITY RESIDENTIAL**

This designation is intended for a mix of housing types, with density ranging from eight to 16 units per gross acre. Housing types at the lower density range may include single-family detached dwellings while housing types at the higher density range may include attached homes. As the highest density in this range can be accomplished with single-family attached housing (townhomes), multifamily housing is permitted only upon Planning Commission design review and approval. Medium Density Residential is located near the Town Center, along major thoroughfares, and near parks.

**COMPACT RESIDENTIAL**

This designation is intended for high density housing, with a density ranging from 12 to 24 units per gross acre. Density increase to 32 units per acre may be achieved based on Planning Commission discretion and finding that

**Figure 2-4:** Examples of Floor Area Ratios









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*Active ground floor uses include a range of uses that generate pedestrian activity and engage people passing by.*

the increased density would still enable a development project to be in harmony with the surroundings. Housing types at the higher density range may include multifamily buildings and housing types at the lower density range may include townhomes.

## Commercial

### COMMUNITY COMMERCIAL

This designation is intended to accommodate local-, community-, and visitor-serving retail land uses and eating and drinking establishment, including restaurants, stores, and personal and business services. Offices are permitted as an ancillary use. Residential uses are not permitted. The maximum permitted FAR is 1.0.

## Mixed Use

### TOWN CENTER

This designation is intended to accommodate a mix of retail, residential, office, hotel, and entertainment uses. This designation is intended to foster a Downtown where the community can gather to socialize shop, play, and live. The maximum FAR for all uses, inclusive of housing, is 2.5. Residential uses are allowed but not required. No limitation on store size is established, and a diversity of store and business sizes is encouraged; however, all development, regardless of size, should be designed to be pedestrian-oriented and integrated with the surroundings, consistent with Design and Development Standards outlined in Chapter 3 of this Plan.

### ACTIVE USE FRONTAGE

Several streets in the Town Center designation are shown with Active Use Frontage on the Land Use Diagram (Figure 2-1). This designation requires that the ground level have uses that are accessible to the general public, generate walk-in pedestrian clientele and thus contribute to a high level of pedestrian activity, and are engaging to pedestrians walking by. Active uses may include (but are not limited to): stores, restaurants, cafés, markets, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, tourism-oriented services, hotel lobbies, banks, childcare services, libraries, museums, and galleries. While office and other non-residential uses may be permitted on an interim basis at the discretion of the Planning Commission, all spaces must be designed to accommodate active uses, as outlined in Sections 3.3 and 3.4 of this Plan.

## Public

### PARK/OPEN SPACE

This designation provides for parks, recreation complexes, landscaped trails or pathways, and open space for environmental conservation.

### PUBLIC/INSTITUTIONAL

This designation provides for public facilities, utilities, and public gathering facilities including: public schools, libraries, and government office.

## *Overlays*

### ENTERTAINMENT OVERLAY

This overlay is intended to promote entertainment uses and limit potential incompatibility with residential uses. The Entertainment Overlay restricts residential uses and serves community and regional retail needs with a focus on entertainment and recreation uses. This includes nightlife venues, various types of theaters, music venues, arcades/game rooms, and restaurants. While these uses are encouraged in this area by restricting housing, it is noted that entertainment uses are allowed throughout the Town Center designation. The maximum FAR will be as per the underlying district regulations; as the Entertainment Overlay is located only in the Town Center, the maximum FAR is 2.5.

### OFFICE OVERLAY

This overlay is intended to provide convenient services to local residents and businesses, complement nearby retail development, and provide a transition between Downtown and residential neighborhoods. The overlay allows existing residential uses to convert to office and professional uses, and promotes the adaptive re-use of existing buildings and the infill of new small office buildings while maintaining the residential character of the area along Windsor River Road. New construction that is small-scaled and compatible with the surrounding residential neighborhood is allowed. The base district remains residential for parcels along Windsor River Road and Community Commercial for the large parcel west of the SMART corridor. Development on the commercial parcel would conform to Community Commercial standards. The maximum FAR will be as per the underlying district regulations.

## Density and Intensity Standards

Table 2-1 summarizes the density and intensity standards for each land use designation. For all development, density/FAR is specified as a range—all development has to be within the range specified. For Town Center, the FAR includes both residential and non-residential uses. Maximum intensities shown in Table 2-1 may not be attainable on all sites, as development regulations (e.g., building height limits or development standards) or site conditions may reduce development potential. On all sites throughout the Planning Area, intensities can be averaged over multiple contiguous parcels for an individual project to accommodate areas of high-intensity development, open space, and other amenities.




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*The office overlay allows identified residential buildings to convert to office (top and middle) and allows new office buildings that are compatible with the residential character of the neighborhood (bottom).*







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*Land use classifications allow a range of residential densities, including townhomes (top), mixed-use stacked flats (middle), and apartment complexes (bottom).*

## TABLE 2-1: WINDSOR STATION AREA/DOWNTOWN SPECIFIC PLAN LAND USE DENSITY AND INTENSITY STANDARDS

| Land Use Classification | Density (Units per Gross Acre) | | Floor Area Ratio Range |
|---|---|---|---|
| | Range | Maximum with Discretionary Review | Maximum |
| Village Residential | 5-8 | n/a | – |
| Medium Density Residential | 8-16 | n/a | – |
| Compact Residential | 12-24 | Up to 32 | – |
| Community Commercial | – | – | Up to 1.0 |
| Town Center | Included within FAR Limit | – | 0.75-2.5 |
| Park/Open Space | – | – | – |
| Public/Institutional | – | – | – |

*Note: All overlay zones (Office Overlay and Entertainment Overlay), as well as the Active Use Frontage, are subject to intensity standards consistent with the underlying district regulations.*

*Source: Dyett & Bhatia, 2011.*

## 2.3 DEVELOPMENT POTENTIAL

### Buildout and Opportunity Sites

Reasonable full development under the proposed Specific Plan is referred to as "buildout." Although the proposed Plan applies a 25-year planning horizon, the Plan does not specify or anticipate when buildout will actually occur. New development is expected to occur on "land use opportunity sites," which consist of vacant and underutilized sites as outlined in Chapter 1; some sites may not be built or redeveloped with the anticipated use over the next 25 years, while some other sites that are not anticipated to change may actually do so.

Table 2-2 shows a detailed breakdown of the potential residential units, non-residential development, population, and jobs that could result from buildout of the proposed Plan. This table also summarizes the net total buildout within the Planning Area (the sum of existing development and net new development). This total represents development that could be expected in 2035 if the Specific Plan is implemented according to the Land Use Diagram (Figure 2-1) and land use classifications described in this chapter.

When compared to the Market Demand Study summarized in Chapter 2, the Plan achieves a higher percent of projected town-wide non-residential growth. The plan focuses on compact development within the Downtown core that promotes transit access and establishes a dense, vibrant, and ultimately sustainable Downtown. Rather than 25 percent of anticipated town-wide non-residential growth, the Plan proposes that the Downtown attract 60 percent of that growth (80 percent of anticipated town-wide retail growth and 30 percent of town-wide office growth).

The Station Area / Downtown Specific Plan set forth a long-range vision for the development of downtown. This vision will evolve over many years, and may require incremental steps. The expansion of single-family structures for residential uses and the limited conversion of single-family structures to a commercial space may constitute a necessary incremental step in the development of downtown. These conversions may be approved by the Planning Commission provided certain findings listed in Chapter 27.50 of the Town's Zoning Ordinance can be made. Single-family residences located within the downtown core will not be allowed to expand, and will continue to be regulated as non-conforming uses per Chapter 27.50 of the Town's Zoning Ordinance.

The Windsor Station Area/Downtown Specific Plan shall reflect interim removal of the Active Use Frontage Overlay on Windsor River Road from Windsor Road to Old Redwood Hwy.







Development potential includes significant new housing and non-residential space, focused around the vibrant Town Green.

## TABLE 2-2: SUMMARY OF PROJECTED NEW DEVELOPMENT (2035)[1]

| | Existing[2] | Pipeline | Proposed New Development | | | TOTAL NEW DEVELOPMENT (INCLUDING PIPELINE) | TOTAL DEVELOPMENT (EXISTING + PROPOSED NEW DEVELOPMENT) 2035 |
|---|---|---|---|---|---|---|---|
| | | | Town Center Mixed Use | Remaining Planning Area | TOTAL STATION AREA/ DOWNTOWN SPECIFIC PLAN | | |
| **Residential (Units)** | | | | | | | |
| Multifamily | 190 | 520 | 270 | 80 | **350** | **870** | **1,060** |
| Single Family Attached | 510 | 100 | – | 170 | **170** | **270** | **780** |
| Single Family Detached | 290 | 50 | – | 40 | **40** | **90** | **380** |
| **TOTAL** | **990** | **670** | **270** | **290** | **560** | **1,230** | **2,220** |
| **Non-Residential (Square Feet)** | | | | | | | |
| Retail | 112,500 | 65,000 | 303,300 | 80,200 | **383,500** | **448,500** | **561,000** |
| Office | 403,00 | 12,000 | 163,300 | 73,300 | **236,600** | **248,600** | **288,900** |
| Hotel[3] | 0 | – | 62,000 | – | **62,000** | **62,000** | **62,000** |
| **TOTAL** | **152,800** | **77,000** | **528,600** | **153,500** | **682,100** | **759,100** | **911,900** |
| **JOBS[4]** | **430** | **210** | **1,480** | **470** | **1,950** | **2,160** | **2,590** |
| **POPULATION[5]** | **2,800** | **1,300** | **480** | **640** | **1,120** | **2,420** | **5,220** |

1 Assumes 80% of opportunity sites are redeveloped, using average FAR and density assumptions (assumes 22 units/acre for Compact Residential and Town Center, and 12 units/acre for Medium Density).

2 Existing retail space per EPS Market Study assessment Old Downtown shopping center; office space is estimated assuming an FAR of 0.25 on the existing 3.7 acres of office uses.

3 One hotel is proposed, located north of the Town Green within the Entertainment Overlay area. The estimated area would include 75 rooms, retail and restaurant space, meeting space, and service and lobby areas.

4 Total new jobs are based on the following assumptions: One job per 400 square feet of retail, one job per 275 square feet of office, and one job per 500 square feet of hotel space.

5 Total new population is based on 95% occupancy of housing units, and the following assumptions: 1.88 people per multifamily unit, 2.36 people per single-family attached unit (medium density), and 3.14 people per single-family detached unit. These rates are based on data from the 2000 Census.

## 2.4 HISTORIC RESOURCES

Historic resources strengthen the sense of community and add character to Downtown Windsor. The Plan seeks to preserve and build on these assets through promotion of reuse of identified historic sites. There are five historic resources listed on the Windsor Historic Register within the Planning Area, all of which are located on Windsor River Road between Windsor and Bell roads. These properties include:

- Masonic Lodge at 371 Windsor River Road
- Odd Fellows Hall at 337 Windsor River Road
- Gutchell Residence at 321 Windsor River Road
- Duvander House at 295 Windsor River Road
- Bell Ranch House at 294 Windsor River Road

In addition, the Old Windsor Community Methodist Church at 251 Windsor River Road and the Old Methodist Church Parsonage at 239 Windsor River Road were included on the 2002 Preliminary Inventory, though were not ultimately included on the Historic Register. These sites are all located within the Town Center and Active Ground Floor Frontage classifications, though would be expected to accommodate active uses through reuse over time rather than redevelopment.









*Historic buildings in the Planning Area include the Bell Ranch House, the Odd Fellows Hall, and the Masonic Hall, shown top to bottom.*







*Historic buildings in the Planning Area include the Gutchell Residence, the Duvander House, and the Old Windsor Community Methodist Church, shown top to bottom.*

## 2.5 AFFORDABLE HOUSING

The Station Area/Downtown Specific Plan calls for 1,230 new residential units developed within the 25-year planning horizon. The majority of development (1,165 units) is expected to occur within the boundaries of the Redevelopment Area, which requires that 15 percent of new dwelling units be affordable to and occupied by households of very low, low or moderate income. Of this 15 percent, 6 percent are required to be available to very low-income households and 9 percent are required to be available to moderate-income households. This would result in 70 units for very low income residents and 105 units for moderate income residents.

The Town of Windsor has several implementation programs to encourage the production of affordable housing, as outlined in the Town of Windsor Housing Element Update 2007-2014. Key implementation programs include:

1.A **Inclusionary Housing Ordinance.** The Town of Windsor's Inclusionary Housing Ordinance requires new residential developments of five or more units to set aside either:

a) 20 percent of units for moderate-income households;

b) 15 percent of units for low-income households; or

c) 10 percent of units for very low-income households.

The Town recently amended its ordinance to allow developers to satisfy their inclusionary housing requirement through payment of an in-lieu fee, land donation, or off-site construction.

1.B **Housing Density Bonus Ordinance.** The Town shall continue to implement its Housing Density Bonus Ordinance and review its provisions and administration for consistency with State law. In implementing this Ordinance, the Town shall consider zoning concessions as incentives to affordable housing production.

1.C **Assistance to Affordable Housing Developers and Developers Addressing Other Special Needs.** The Town shall work with developers of affordable housing and housing for special needs groups to plan and develop projects that will be an asset to the community. Such work may include, but not be limited to, support in applications for state and federal funding, design review workshops, site location assistance, and direct financial assistance.

1.D **Annual Growth Control Report.** The Town shall, through its Annual Growth Control Report, monitor the supply of residential land to ensure sufficient developable land is planned and zoned for single-family and multifamily residential development to encourage development of affordable housing.

1.E **Annual Housing Report.** The Town shall continue to monitor its supply of affordable housing through the Annual Housing Report. The Report documents the supply, state, and expiry dates of the Town's affordable housing units. In addition, it summarizes the Town's affordable housing activities.

1.F **Secondary Dwelling Units.** The Town shall continue current regulations to permit second units on single-family residential lots. As an objective, the Town shall aim to add another 20 secondary dwelling units over the course of this planning period.

1.G **Manufactured Housing.** The Town shall continue to permit manufactured housing in the residentially-zoned districts of the Town.

1.H **Encourage Affordable Housing Development at Shiloh Road Village.** The Town shall make an effort to publicize opportunities for the development of housing at the Shiloh Road Village site.

1.I **Support the Development of Rental Housing and Housing Affordable to Extremely Low-Income Households.** The Town will prioritize funding identified in Program 1.C for development of housing affordable to extremely low-income households. The Town will encourage developers to utilize the density bonus incentive provided in Program 6.F to encourage the development of single-room occupancy rental units.

## GOALS AND POLICIES

The following goals and policies build on the Guiding Principles, outline the vision for the Station Area/Downtown in terms of Land Use, and lay the framework for development within the Planning Area. Land Use goals and policies focus on achieving a vibrant and viable center for Windsor.

**Goal LU-A: Enhance the Station Area as Windsor's shopping, employment, residential, and community activity center, with a compact, walkable, pedestrian-scaled downtown centered on the Town Green, and connected to transit.**

**Goal LU-B: Foster a balance of housing, retail, office, and institutional uses in the Downtown core, complemented by activities and amenities, which cater to the needs of the community and the region.**

The Plan will strengthen the Station Area's desired role as the center for shopping and community activities and expand the Downtown core such that it also becomes a regional destination and employment center. This will require ensuring that Downtown maintains and expands its pedestrian-friendly atmosphere, builds on its existing family friendly reputation, and expands its employment base – not only to reduce the need for residents to commute to other jurisdictions for work, but also to increase the daytime population in Downtown Windsor to support local businesses.

LU-1 Allow for a flexible use mix, with a variety of uses at the ground floor as well as on upper stories, except where Active Ground Floor Uses are indicated, in which case only active uses are permitted at the ground floor as outlined in the Land Use Classification. Allow commercial uses on upper stories.

LU-2 Require commercial uses that exceed 10,000 square feet to have a multi-storied format, rather than be spread out horizontally, and integrate other uses. Allow single-story development only if it is in harmony with the Downtown character.

LU-3 Redevelop the Civic Center site with multi-use, multi-storied development with civic as well as non-civic uses, if feasible, that re-define the Town Green's northern edge with active uses.

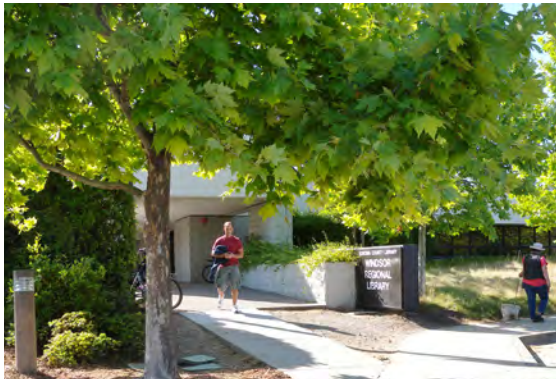
- Create a unique identity for the new Civic Center, with a public open space that preserves the existing oak grove, distinctive street trees, signage, and other streetscape elements.
- Incorporate the library in the redevelopment; consider a multi-story format in order to retain the urban character of Downtown development.
- Establish a new street and 15 foot-wide pedestrian promenade and outdoor seating area along the northern edge of the Town Green to complement the proposed Entertainment Overlay (see Chapter 3 of this Plan for details related to the design of this space).
- Consider the addition of more educational uses, such as a Santa Rosa Junior College extension.
- Consider the inclusion of a community center.
- Provide public amenities, including public restrooms.

LU-4 Promote significant new non-residential development, including retail, office, and institutional uses in order to establish a diversified and expanded employment base and to increase the daytime population, that will in turn help support businesses in Downtown Windsor. This will entail a combination of strategies, such as:

- Encourage development and retention of small businesses, start-up firms, partnership incentives, and buildings that accommodate these businesses.
- Attract leading edge industries, based in technology, medical/bio, engineering, and media that provide good quality jobs with potential for career advancement. Ensure that buildings are designed to accommodate these uses.
- Work closely with existing businesses, the Chamber of Commerce, and the





*Plan policies seek to enhance Downtown Windsor as an active shopping, employment, residential, and community activity center, centered on the Town Green (top and middle). Include the library in the redevelopment of the Civic Center (bottom).*

Old Downtown Merchants Association to address economic needs and stimulate growth.

LU-5 Increase opportunities for office uses Downtown by allowing residential units outside of the Town Center and along key corridors as identified in the Land Use Diagram (Figure 2-1) to convert to office, within the existing residential format.

LU-6 Promote a diverse range of housing types to accommodate a variety of household types. Locate building types that specifically serve individuals with disabilities or seniors near accessible pathways to transit and public services.

LU-7 Provide housing for all income levels and household types, with emphasis on affordable housing for students, seniors, and low-income families.

- Continue to implement affordable housing programs as outlined in the most recently adopted Housing Element.
- Promote inclusion of a wide range of unit sizes, ranging from studio apartments to three-or four-bedroom units, in new development, in order to accommodate various household sizes.

LU-8 Prohibit new auto-oriented establishments such as service and repair uses and drive-through establishments in the Planning Area.

LU-9 Update Chapter 27.50: Nonconforming Uses, Structures, and Parcels of the Zoning Ordinance to more clearly and explicitly address non-conformities created as a result of the Specific Plan, including repair, expansion, and change of use.

LU-10 Allow development at the Windsor Mill site in accordance with the land use designations on Figure 2-1 (which would allow up to approximately 360 housing units at maximum densities). Allow up to 400 housing units only with discretionary Town Council approval, provided densities and housing types are varied across the site, and the project is designed harmoniously with surroundings.

LU-11 Allow mixed-use development on the "Windsor Fuel" property (APN 066-100-002,003; 161-060-036,038, & 055), consistent with the provisions of Town Council Resolution 2828-11 and the established criteria outlined for the current application (the Windsor Gateway Project). If the current application is withdrawn, or otherwise fails to meet performance requirements established, subsequent applications should comply with the Compact Residential designation identified in the Land Use Diagram (Figure 2-1).

**Goal LU-C: Ensure long-term economic sustainability of Downtown and the broader Station Area.**

The Town of Windsor has successfully established a vibrant and pedestrian friendly downtown core over the past 10 years. The Plan seeks to ensure Downtown's long-term success and economic sustainability by diversifying, expanding, and intensifying the core. An expanded core will draw more Windsor residents and visitors, increase foot traffic, and allow businesses to establish synergies between uses and with the Town Green. While flexibility is essential to long-term viability, so is the establishment of a truly active center. Therefore this plan expands the area within the Town Center designation, which allows a variety of uses, but also specifies active use streets within this core. The Plan also seeks to diversify the core by seeking to attract larger establishments that would both cater to residents' day-to-day shopping needs and complement the more boutique style businesses that currently exist in the core.

LU-12 Require Active Use frontage along key streets, open spaces and linear connections, as shown on the Land Use Diagram (Figure 2-1); see Section 2.2 for definition of Active Uses.

LU-13 Attract establishments that meet everyday community shopping needs, including an anchor tenant and high traffic establishments, in part by accommodating larger-sized retail establishments that complement the existing mix. Ensure they are designed to further downtown's pedestrian-scale and ambiance, such as by having a multi-storied format and structured parking, rather than large single-story stores with surface parking.

LU-14 Ensure that the mix of commercial uses provides adequate neighborhood services for new residential development to reduce the need for driving for everyday needs.

LU-15 Encourage pedestrian-friendly retail anchors and high traffic establishments to locate throughout the Downtown core at intersections and gateways in an effort to enhance the image recognition of the shopping district, maximize foot traffic, and improve visibility for smaller local businesses located mid-block.

**Goal LU-D: Distinguish Windsor as an active and kid-friendly local and regional destination in the heart of wine country.**

While Windsor is first and foremost a great place to live, the Plan seeks to also make Windsor a great place to visit. Visitor attractions in Windsor should build on what makes Windsor an ideal place to live and also appeal to residents. This can be accomplished by maintaining Windsor's family-friendly appeal, building on the current success of Town Green programming, and highlighting regional assets, such as the Russian River, the climate, and the wine region. By attracting more visitors, Windsor can increase tax revenue and create tourist-serving jobs.



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*Ensure new buildings accommodate leading edge industries in the Town Center, and allow identified residential uses outside the Town Center to convert to office.*







*Build on the successes of the Town Green events and continue to distinguish Windsor as a family-friendly destination.*

LU-16 Attract more tourism-related establishments, which complement Windsor's regional location (in relation to the Russian River and to wine country) and Windsor's family-friendly atmosphere, to Downtown's continued development.

LU-17 Develop an entertainment district in the northeast corner of the Downtown core, facing onto the Town Green, as shown on the Land Use Diagram (Figure 2-1). The entertainment district would include theaters, bars and nightclubs, music venues, video/arcade games, restaurants, and serve a range of population, including families. Restrict residential uses in this area in order to minimize potential noise conflicts.

LU-18 Attract at least one hotel Downtown, in order to establish additional accommodations in the area. Ensure that the hotel provides active ground floor uses, event space, and incorporates pedestrian friendly design. While hotels are permitted anywhere in the Town Center designation, a location on the Town Green—potentially as part of the Civic Center redevelopment—would be attractive.

LU-19 Establish a marketing campaign that showcases Windsor's assets. Coordinate such a campaign with SMART to highlight the improved regional access and promote use of transit to access Windsor.

LU-20 Promote the addition of more permanent activities and attractions in Downtown, including more restaurants, entertainment venues, and art and cultural destinations.

LU-21 Continue to develop and expand the program of community activities and events that activate the Town Green and Downtown core.

- Explore public/private partnerships to support additional programming of the Town Green.
- Continue to emphasize evenings and weekend activities.
- Promote public art as well as additional art, cultural, and athletic events on and around the Town Green.

**Goal LU-E: Preserve and enhance Windsor's cultural and historic context.**

LU-22 Promote reuse of buildings and structures listed in the Town of Windsor Preliminary Historic Inventory and Historic Register. Require Planning Commission approval for redevelopment of listed sites and require that any redevelopment is sensitive to the historic context.

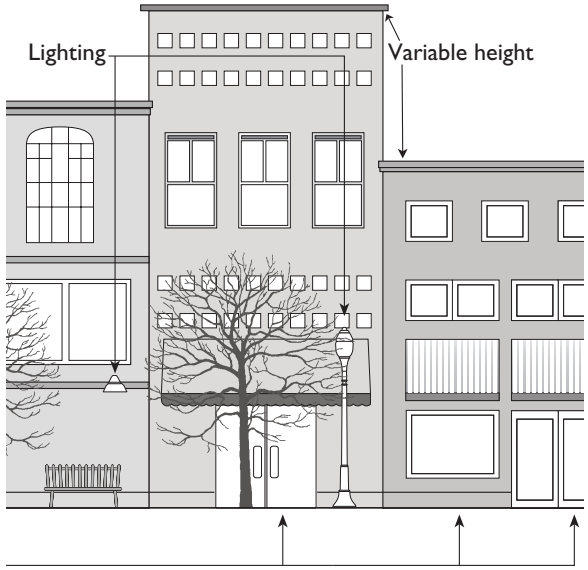
LU-23 Require a project application that would alter any unevaluated structure or feature over 45 years old to evaluate the structure/feature for eligibility for listing in the California Register. If any resource is found to be eligible for inclusion on the

California Register of Historic Resources, the project sponsor shall consult with the State Historic Preservation Officer (SHPO) to ensure that the authenticity and integrity of character-defining historical features are maintained.

LU-24 Require any unanticipated discovery of archeological or paleontological resources to be evaluated by a qualified archeologist or paleontologist. If the discovery is determined to be potentially significant, a treatment plan shall be developed in accordance with State law. For projects with large amounts of ground disturbance, consider requiring architectural monitoring. Any unanticipated discovery of resources of Native American origin also requires consultation with and participation by tribes with traditional lands or cultural places located within the project site. Inadvertent finds may be subject to data recovery or may be left in situ and preserved in place.

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Windows, doors or other openings shall occupy 50% - 70% of the building frontage.



# 3 STREETSCAPE, BUILDING DESIGN, AND DEVELOPMENT STANDARDS

The quality and character of the public realm is a critical component of how a place is used and experienced. In the Planning Area, the public realm is shaped by buildings, streetscape, the Town Green and Keiser Park, and the spaces in between, all of which contribute to the Planning Area's identity as the center of town. This chapter provides policies for the Planning Area that will serve as a guide for new development. It also outlines the Plan's strategies for enhancing the public realm through quality streetscape design, specific development standards, and design guidelines to further reinforce and shape the identity of the Planning Area.







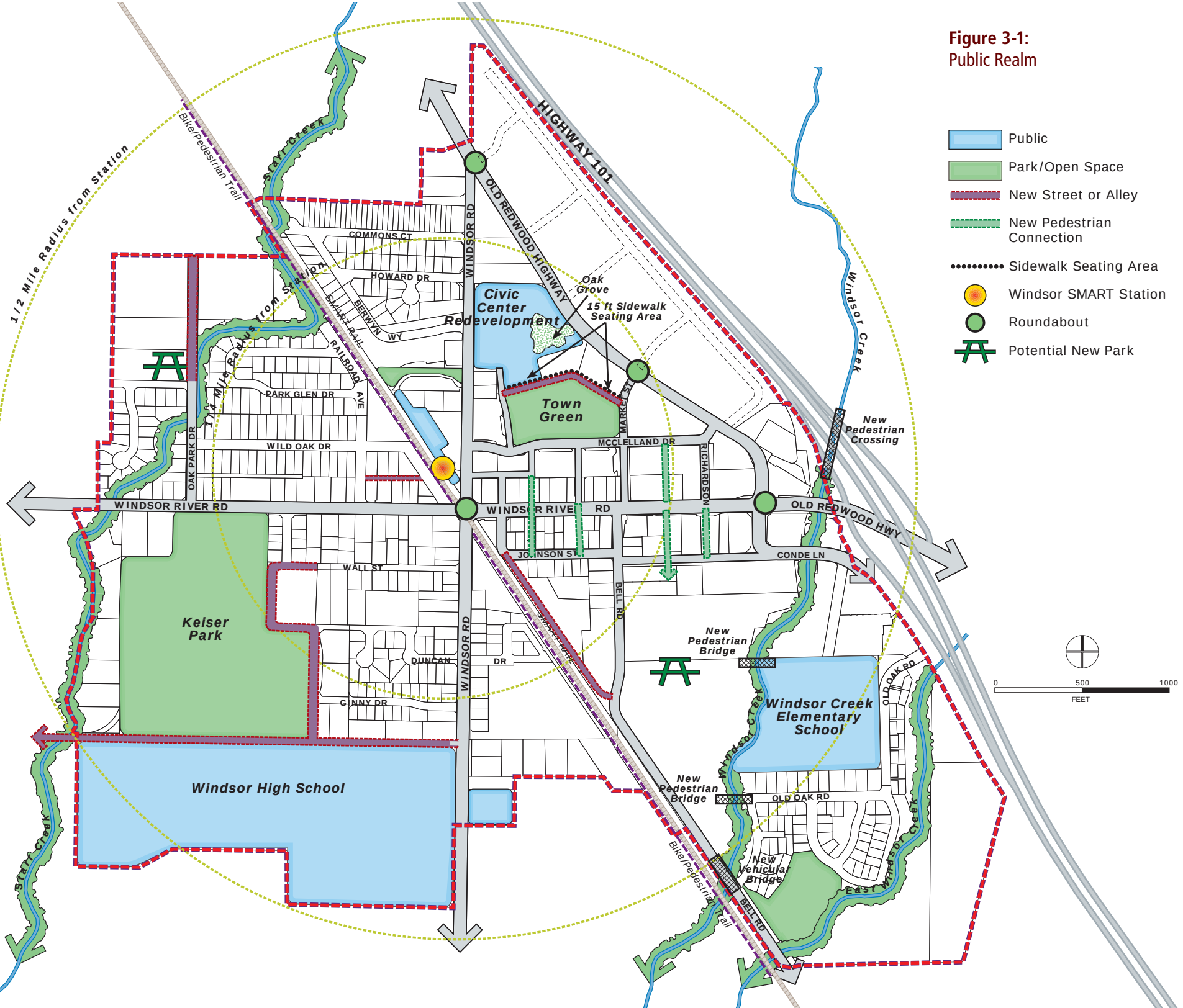
*The Plan envisions a public realm that is vibrant, walkable, and well-connected.*

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## 3.1 STREETSCAPE DESIGN AND PUBLIC SPACES

The Planning Area includes a network of parks, public spaces, pedestrian oriented streets, and bicycle and pedestrian paths and connections that comprise the public realm. The Plan proposes to enhance the public realm with additional assets, as shown in Figure 3-1 and illustrated in Figures 3-2 through 3-5. An emphasis on walkability and pedestrian orientation will maximize accessibility to and within Downtown and enhance the area for community gathering. Key elements proposed include a Town Green Loop with a new pedestrian oriented street along the northern edge of the Town Green, streetscape improvements, diversity in building design, new pedestrian connections, and various opportunities for community engagement, from amenities such as benches that encourage casual encounters to outdoor dining and public art that actively engage. Additional direction regarding the design of streets and public spaces are included in Section 3-4: Design Guidelines.

**Figure 3-1:**
Public Realm



## GOALS AND POLICIES

**Goal DES-A: Establish a unified streetscape image for Downtown, and enhance the public realm with consistent and pedestrian oriented streetscapes, design diversity, and visual richness.**

Creating a sense of continuity and cohesiveness throughout the Planning Area will not only require additional pedestrian and street connections, but also a comprehensive streetscape scheme that addresses right-of-way elements such as sidewalk width, landscaping, street furniture, lighting, and signage. A unified identity will help enhance access and comfort of the street environment and accommodate a high volume of pedestrian traffic, while also ensuring cohesiveness as building design diversifies.

**Streets and Streetscapes**

DES-1 Within the Downtown core, provide wide sidewalks to accommodate outdoor seating, business display areas, and sidewalk sales (see DG-34 and DG-35 in Chapter 3 for details).

DES-2 Ensure that streetscape improvements along key streets, including undeveloped portions, emphasize pedestrian circulation with wide sidewalks, landscaping, street furniture, pedestrian scaled roadway width, and on-street parking to create a buffer between the pedestrian and traffic. See Figure 3-2.

DES-3 Design new streets adjacent to parks with mid block crossings to calm traffic and provide safer access to park space.

DES-4 Design private streets to be pedestrian-oriented and scaled, with ample landscaping. Prohibit gates that block access to private streets from a public street.

**Pedestrian Connections**

DES-5 Design new pedestrian connections with amenities such as landscaping, outdoor seating, kiosks, signage and lighting. See Figure 3-3.

DES-6 Where mature oak trees exist, integrate new pedestrian connections into the existing landscape and highlight the connection through use of markers such as signage or public art. See Figure 3-4.

**Public Spaces**

DES-7 Integrate small pocket parks and plazas throughout new development and along pedestrian connections to create a cohesive and connected public realm.

DES-8 Incorporate art and streetscape design elements, such as banners, street tree alignments, signage, and lighting, into the design of public spaces to reflect a consistent community character.

DES-9 Preserve the oak grove located on the Civic Center site as a public space and environmental resource.

**Civic Center Redevelopment**

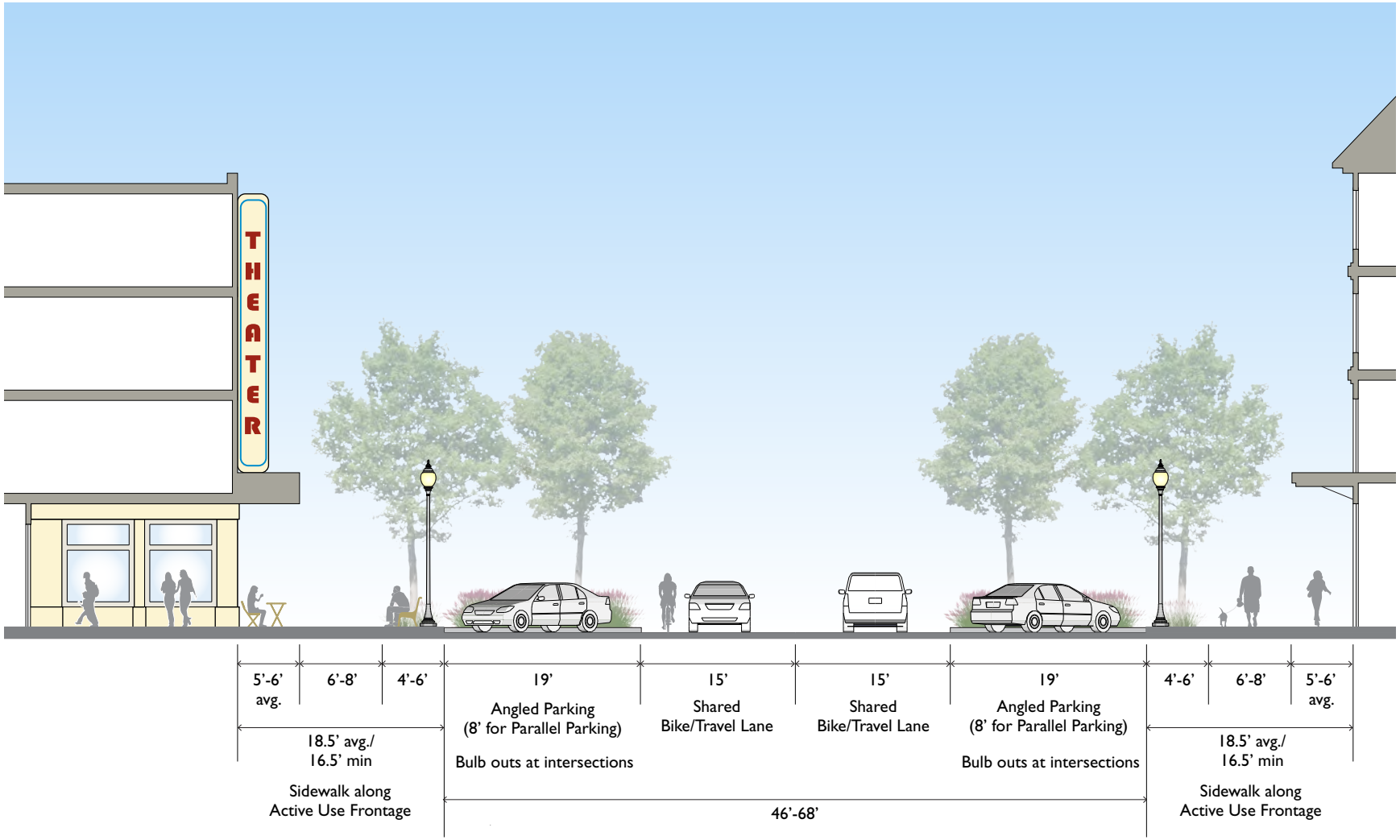
DES-10 When the Civic Center is redeveloped, design the entrance to face the Town Green and define the entrance through architectural, and landscape features such as tower elements, canopies, columns, recesses, plazas, public art, and landscaped open space.

DES-11 Accommodate a range of active pedestrian uses along the new street located along the northern edge of the Town Green by providing a 15-foot wide area for seating and dining to activate the park edge and complete the Town Green Loop. See Figure 3-5.

**Public Art**

DES-12 Promote public art through programs, such as the establishment of a Public Art Committee, to ensure ongoing inclusion of high-quality public art that reflects the Windsor community in public spaces throughout the Downtown core.

**Figure 3-2:** Downtown Core Streetscape Improvements









*Special subtle lighting adds character to pedestrian connections.*

**Figure 3-3:** Pedestrian Connection

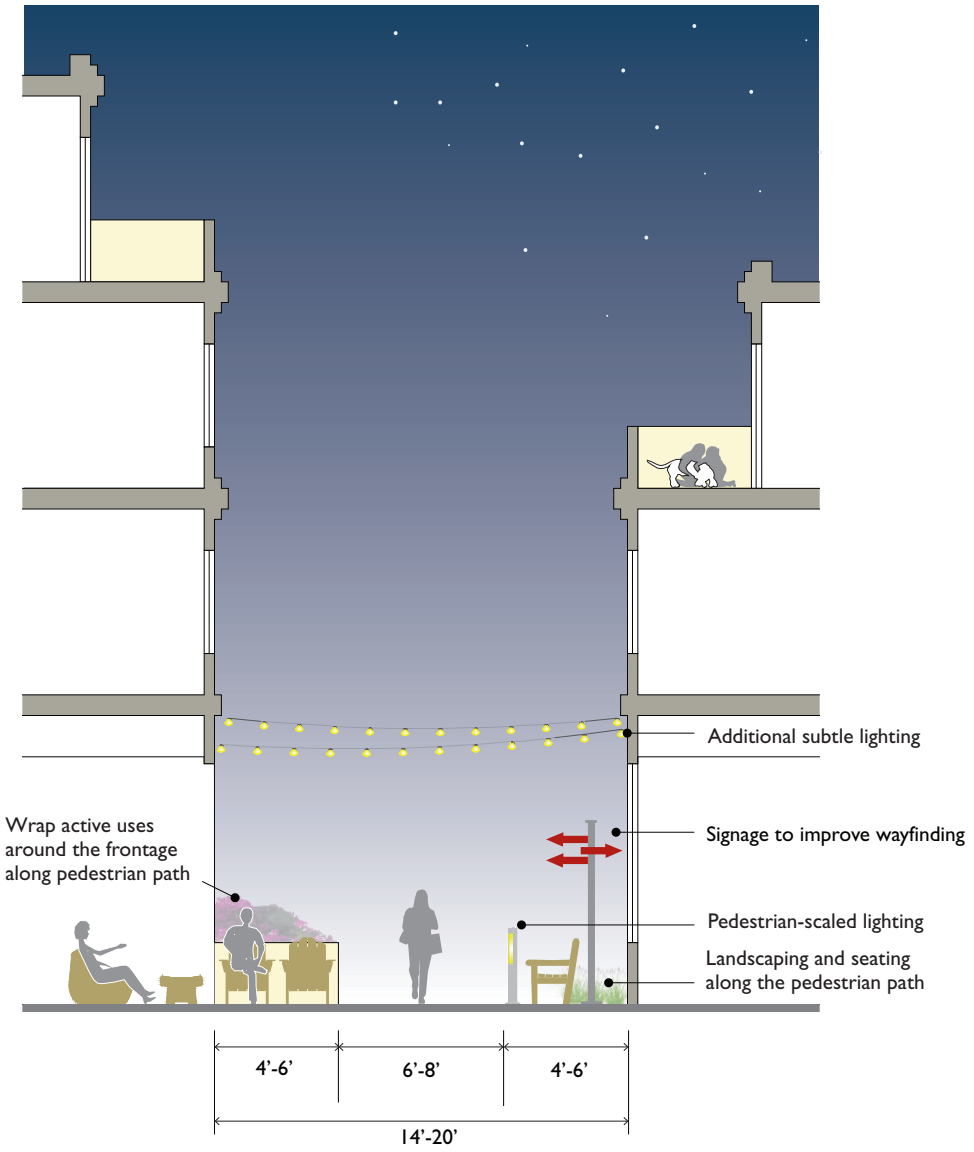
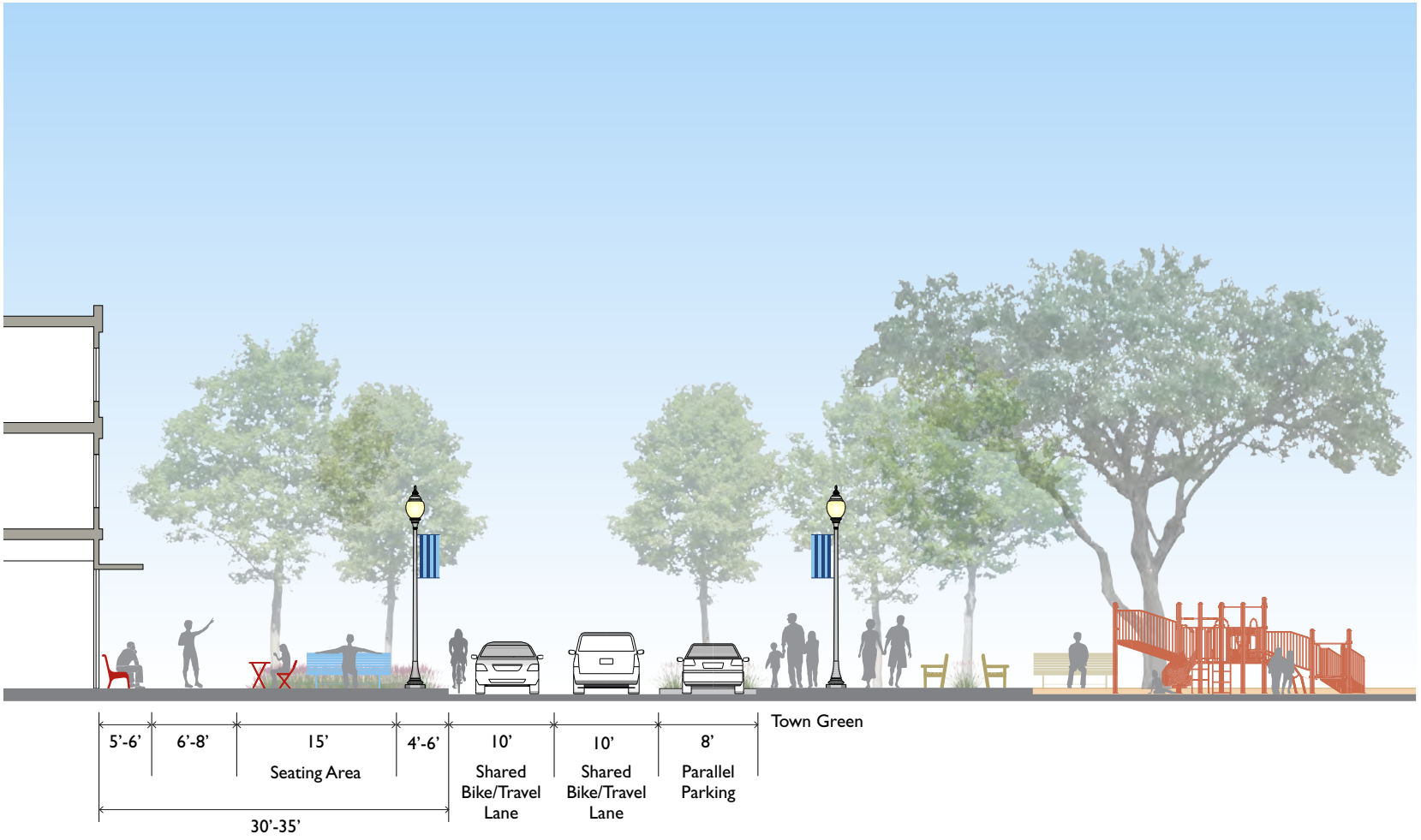


**Figure 3-4:** Pedestrian Connection with Mature Oak Trees



**Figure 3-5:** Town Green Loop



## 3.2 BUILDING DESIGN

Building design shapes a building's character and dictates how a building relates to the public realm. The composition of a façade can create visual interest and ensure pedestrian orientation. Building details and articulation can both create design variety and establish harmony within a development or among adjacent buildings.

Existing buildings in the Downtown core, while successful, generally use a similar design palette—in terms of massing, building heights, color, and the emulated historic look. As infill sites are redeveloped and the core expands, the Plan seeks to establish a greater diversity in building design and appearance, while retaining the pedestrian scale and unified public realm established in recent developments. The following policies, together with the development standards and design guidelines, work to ensure high quality design for the Planning Area.

### GOALS AND POLICIES

**Goal DES-B: Foster a unique sense of place that further establishes Windsor's identity as the center of Downtown, a place for community gathering, and a regional destination.**

**Goal DES-C: Promote compact development patterns and an urban feel through higher intensity development and quality design.**

DES-13 Allow a variety of architectural styles, providing that the design is finely articulated, pedestrian oriented, incorporates neighborhood identity, and matches the rhythm of existing structures.

DES-14 Design buildings with unified and harmonious façades, integrating all elements, including signs, balconies, and building entrances.

DES-15 Require high-quality design that enhances the appearance of and contributes positively to the visual context of the area and that reflects the area's identity as the center of Windsor.

DES-16 Provide vertical and horizontal articulation in building mass through strategies such as stepbacks at upper levels, recesses and projections, changes in materials and transparency, and variations in height.

**Goal DES-D: Continue to promote green leadership in Windsor and expand Downtown as a green and healthy community.**

DES-17 Ensure that development incorporates green building measures such as energy-efficient building design, passive heating/cooling strategies, wastewater technologies, water use reduction, water efficient fixtures, and green building materials.

DES-18 Ensure that development incorporates sustainable site design measures such as permeable paving, stormwater management, and water efficient landscaping.

## 3.3 DESIGN AND DEVELOPMENT STANDARDS

### Districts and Development Standards

The Windsor Station Area/Downtown Specific Plan is implemented through policies in the Plan, amendments to the Windsor Zoning Ordinance, and development standards listed in the Plan. Tables 3-1 through 3-5 outline the specific development standards for each district within the Planning Area. A map of the districts within the Planning Area is shown in Chapter 2: Land Use, Figure 2-1. The following tables and text elaborate on the key development standards for each district and the following section includes design guidelines for development within the Planning Area. The development standards serve as the zoning for the area and supersede development standards in the Windsor Zoning Ordinance. Where specific standards are not listed within the Specific Plan, the applicable sections of the Windsor Zoning Ordinance will regulate development. Permitted, conditionally permitted and prohibited uses for each district are included within applicable sections of the Windsor Zoning Ordinance.

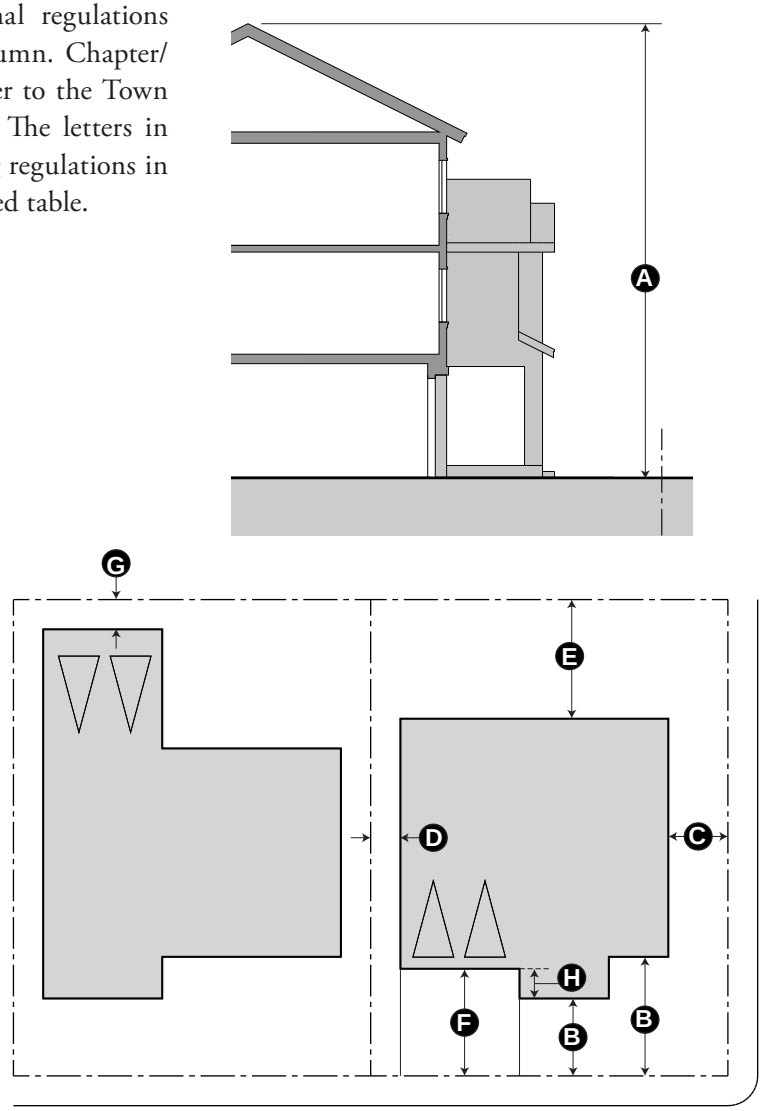
#### *Project Review*

All projects within the Planning Area are subject to Site Plan and Design Review in accordance with Chapter 27.42 of the Town's Zoning Ordinance.

### 3.3-1 Village Residential

**Development Standards.** Table 3-1 prescribes the development standards for the Village Residential (VR) District. Additional regulations are denoted in a right hand column. Chapter/section numbers in the table refer to the Town of Windsor Zoning Ordinance. The letters in Figure 3-6 refer to corresponding regulations in the "Ref" column in the associated table.

**Figure 3-6:**
Village Residential



## TABLE 3-1: DEVELOPMENT STANDARDS – VILLAGE RESIDENTIAL (VR)

| District | VR | Additional Development Standards | Ref |
|---|---|---|---|
| **Density, Lot, and Block Size** | | | |
| Density (Dwelling Units per Gross Acre) | 5-8 | | |
| Minimum Lot Size (sq ft) | 5,000 | | |
| Minimum Lot Width (ft) | 60 | | |
| **Building Form and Location** | | | |
| Maximum Building Height (ft) | 35 | | A |
| Minimum (or maximum if specified) Setback (ft) | | See Chapter 27.20. | |
| Front | 13 min; 20 max | | B |
| Front (Infill Development) | The average of the front setbacks of the two nearest buildings on the same block face or the minimum setback shown above, whichever is less | | |
| Street Side | 10 | | C |
| Interior Side | 5 | | D |
| Rear | 20 | | E |
| Garage | 18 from front property line or back of sidewalk, whichever is greater | | F |
| Attached Garage, from Rear Property Line | 5 | | G |
| Garage, from Primary Façade | 5 | | H |
| Distance Between Structures | See Section 27.08.050 | | |
| Accessory Structures | See Section 27.34.170 | | |
| Projections | See Chapter 27.20 | | |
| Porch or Stoop Minimum Height Above Sidewalk (ft) | 2 | | |
| Stoop Minimum Length and Width (ft) | 6 | | |
| Maximum Site Coverage (% of Lot) | 50 | | |
| **Open Space and Landscaping** | | | |
| Minimum Usable Open Space (sq ft per unit) | 400 | | |
| Landscaping | See Chapter 27.28 | | |

*Note: The Planning Director may require any proposal to subdivide property to be accompanied with a development plan demonstrating compliance to these Design and Development Standards and other related Town requirements.*







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*Building design standards include enhanced architecture on corner lots (top), requirements for garage design (middle), and building entrances facing the street (bottom).*

## *Additional Development Standards*

(A) **Connectivity.** All streets and alleys shall connect to other streets and alleys to form a continuous vehicular and pedestrian network within the district and to adjacent development. Cul-de-sacs are prohibited.

(B) **Building Design.**

1. *Corner Lots.* Buildings on corner lots shall have enhanced architecture (windows, bay windows, doors, wraparound porches, projections, changes in roofline) on both street frontages. These enhanced architecture features shall be provided for a minimum of 50 percent of the side street frontage elevation.

2. *Garages.* Garages located on the half front of a lot shall be designed with the same level of architectural detail as the main building. Architectural features that minimize the prominence of the garage, such as overhangs or trellises, shall be incorporated into the design.

3. *Universal Design.*[1] For projects within a half mile from the Station and with 20 or more dwelling units, 10 percent of the units shall be designed to be habitable by persons with disabilities.

(C) **Building Entrances.**

1. *Location.* Primary building entries shall be located on the front façade and directly face the street.

2. *Design.* Primary building entries shall incorporate a projection (e.g., porch) or recess, or combination of projection and recess at least 48 square feet in area. The minimum width of the entry feature shall be 20 percent of the width of the street-facing façade. Alternative designs that create a welcoming entry facing the street such as a prominent porch provided for side doors, or entry courtyard that provides a direct walkway to the street may be allowed.

   a. *Subdivisions.* Units with side entrances along a street shall not exceed 25 percent of all homes along a street.

(D) **Garage Location.**

1. *Detached Garages.* Detached garages shall be located in the rear half of the lot. The Planning Director may approve a detached garage in the front half of the lot subject to the front setback requirements where the size, shape, topography, location, surroundings or existing structures of the property makes it infeasible to locate the garage in the rear half of the lot.

1 *Universal Design is a design approach that strives to make day-to-day living and home tasks possible and safer for everyone, allowing a person to remain independent for as long as possible. Additional resources can be found at the North Carolina State University Center for Universal Design website: http://www.ncsu.edu/www/ncsu/design/sod5/cud/.*

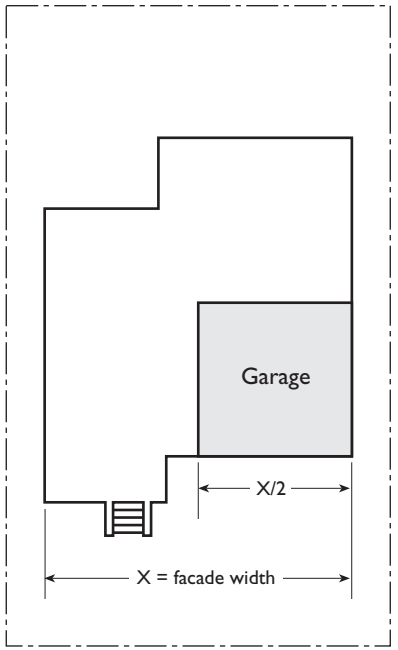
2. *Attached Garages.* Where an attached garage is located on the front half of the existing lot and garage doors face a street, garage width shall not exceed 50 percent of the width of the front façade of the building, as shown in Figure 3-7. For lots less than 45 feet in width, exceptions to the garage frontage requirement may be granted where the Planning Director finds that the visual prominence of the garage has been minimized.

3. *Parking Access.* Garages shall be accessed from a side street or alley whenever possible. Curb cuts shall be minimized and located in a manner least likely to impede pedestrian circulation.

(E) **Paving.** The maximum amount of paving in street-facing yards is 50 percent of the required yard.

(F) **Subdivisions.** Subdivision projects with 10 or more units shall provide a minimum of three different garage or setback configurations.

**Figure 3-7:**
Attached Garages in Village Residential

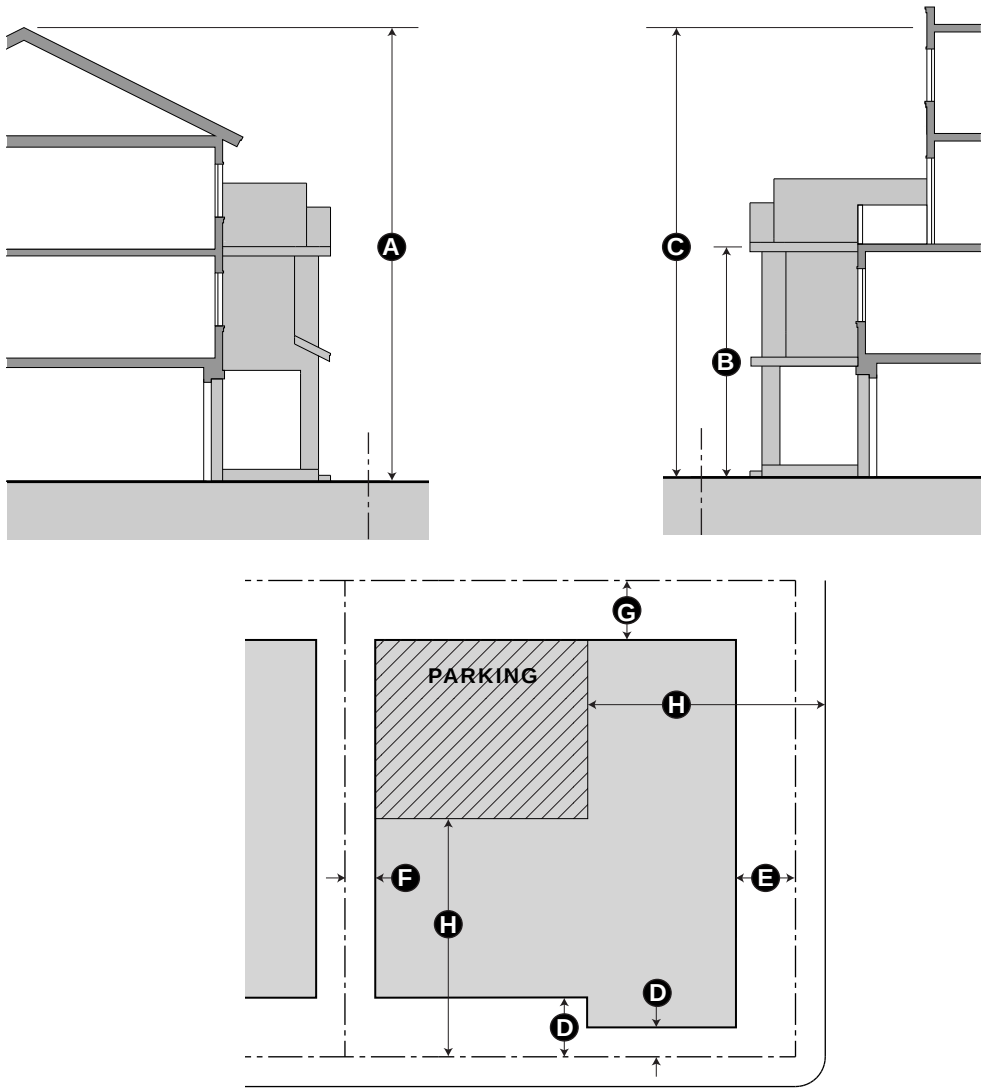



No more than 50 percent of facade width may be devoted to garage

### 3.3-2 Medium Density Residential and Compact Residential

**Development Standards.** Table 3-2 prescribes the development standards for the Medium Density Residential (MDR) District and Compact Residential (CR) District. Additional regulations are denoted in a right hand column. Chapter/section numbers in the table refer to the Town of Windsor Zoning Ordinance, while individual letters refer to subsections that directly follow the table below "Additional Development Standards." The letters in Figure 3-8 refer to corresponding regulations in the "*Ref*" column in the associated table.

**Figure 3-8:**
Medium Density Residential and Compact Residential



## TABLE 3-2: DEVELOPMENT STANDARDS – MEDIUM DENSITY RESIDENTIAL (MDR) AND COMPACT RESIDENTIAL (CR)

| District | MDR | CR | Additional Development Standards | Ref |
|---|---|---|---|---|
| **Density, Lot, and Block Size** | | | | |
| Density (Dwelling Units per Gross Acre) | 8-16 | 12-24, up to 32 | (A) | |
| Minimum Lot Size (sq ft) | 3,500 | 3,500 | | |
| Minimum Lot Width (ft) | 40 | 20 | | |
| **Building Form and Location** | | | | |
| Maximum Building Height (ft) | 35 | n/a | | A |
| Minimum Stories | n/a | 2 | | B |
| Maximum Stories | n/a | 4, up to 5 | (A) | C |
| Minimum (or maximum if specified) Setback (ft) | | | See Chapter 27.20 | |
| Front | 5 min; 10 max | 5 min; 10 max | | D |
| Front (Infill Development) | The average of the front setbacks of the two nearest buildings on the same block face or the minimum setback shown above, whichever is less | | | D |
| Street Side | 10 | 10 | | E |
| Interior Side | 5 | 5 | | F |
| Rear | 15 | 10 | | G |
| Parking, from street facing property line | 40 | 40 | (B) | H |
| Distance Between Structures | See Section 27.08.050 | | | |
| Accessory Structures | See Section 27.34.170 | | | |
| Projections | See Chapter 27.20 | | | |
| Maximum Site Coverage (% of Lot) | 70 | 80 | | |
| **Open Space and Landscaping** | | | | |
| Minimum Usable Open Space (sq ft per unit) | 200 | 200 | (C) | |
| Landscaping | See Chapter 27.28 | | | |

*Note: The Planning Director may require any proposal to subdivide property to be accompanied with a development plan demonstrating compliance to these Design and Development Standards and other related Town requirements.*

## *Additional Development Standards*

(A) **Increased Density and Height.** A maximum density of 32 dwelling units per gross acre and up to a maximum height of five stories may be permitted for sites with CR zoning subject to design review and findings by the Planning Commission that the project will be in harmony with the surroundings, include high quality design, and promote pedestrian and bicycle use.

(B) **Parking Setback.** Parking may be located within 40 feet of the street facing property line if the following criteria is met:

1. *Underground and partially Submerged Parking.* Parking completely or partially underground may match the setbacks of the main structure. The maximum height of a parking podium visible from a street is five feet from finished grade.

2. *Surface Parking.* Above-ground parking may be located within 40 feet of a street facing property line with Planning Commission approval, when all of the following findings can be made:

    a. The design incorporates habitable space built close to the public sidewalk to the maximum extent feasible;

    b. The parking area is located in the rear half of the lot;

    c. The parking area is well screened with a wall, hedge, trellis and/or landscaping; and

    d. The site is small and constrained that underground, partially submerged, or surface parking located more than 40 feet from the street frontage is not feasible.

(C) **Open Space.** Projects with two or more dwelling units shall provide usable open space in accordance with Table 3-2. Minimum usable open space may be a combination of common open space accessible to all project residents or private open space for the exclusive use of a single dwelling.

1. *Common Open Space.* At the ground level, common open space shall have a minimum contiguous area of 400 square feet and a minimum dimension of 20 feet.

2. *Private Open Space.* Private open space located on the ground level (e.g., yards, decks, patios) shall have a minimum area of 100 square feet and a minimum dimension of 10 feet. Private open space located above ground level (e.g., balconies) shall have a minimum area of 50 square feet and a minimum dimension of 6 feet.

3. *Alternative Provision of Open Space.* For projects that are within 0.25 miles of an existing park, the amount of usable open space required may be decreased by 50 percent, subject to Planning Commission approval, if the project provides off-site improvements. This may include amenities or infrastructure other than standard requirements and improvements, additional funding for new or enhanced public spaces, or improved access to nearby parks.



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*Example of common open space.*

(D) **Residential Multiple-Unit Development.** The following standards apply to Multiple-Unit development.

1. *Building Length.* The maximum dimension of any single building shall not exceed 125 feet; exceptions may be granted with Planning Commission approval, based on the finding that adequate design features have been incorporated to create visual variety and avoid a large-scale, bulky, or monolithic appearance.

2. *Architectural Articulation.*

   a. Variable Massing. Adjacent buildings and buildings on the same block shall exhibit variation in height and massing.

   b. Façade Detailing and Materials. Each side of a building that is visible from a public right-of-way shall be designed with a complementary level of detailing and quality of materials. Parking garages, ancillary structures, and carports shall be designed to be architecturally compatible with the main building.

   c. Façade Articulation. All street-facing facades must include vertical projections or recesses at least four feet in depth, or two projections or recesses at least 2.5 feet in depth, for every 25 horizontal feet of wall. If located on a building with two or more stories, the articulated elements must be greater than one story in height, and may be grouped rather than evenly spaced in 25-foot modules. Building entrances and front porches and projections into required yards such as stoops, bays, overhangs, fireplaces, and trellises count towards this requirement.

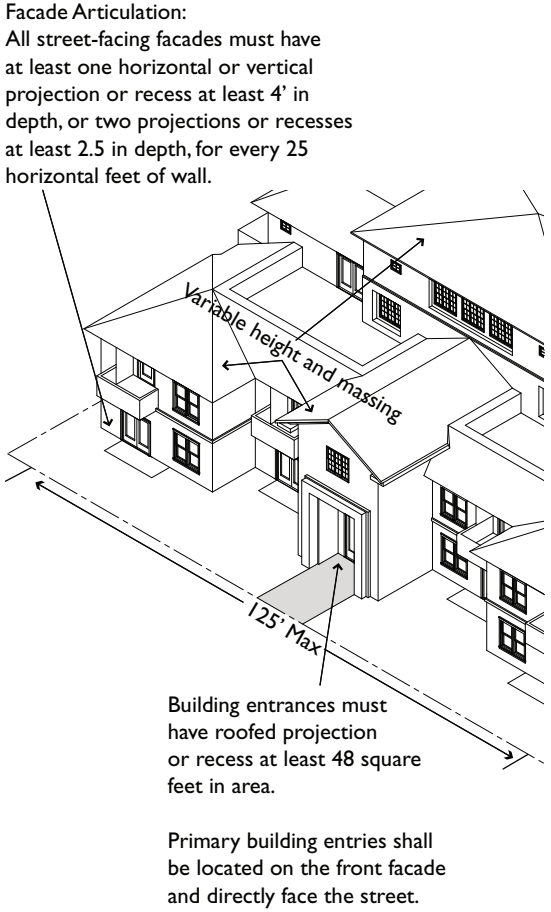
3. *Universal Design.* For projects within one-half mile from the Station and with 20 or more dwelling units, 10 percent of the units shall be designed to be habitable by persons with disabilities.

4. *Building Entrances.* Primary building entries shall be located on the front façade and directly face the street, and shall incorporate a projection (e.g., porch) or recess, or combination of projection and recess at least 48 square feet in area. Alternative designs that create a welcoming entry facing the street such as a prominent porch provided for side doors, or entry courtyard that provides a clear and direct walkway to the street may be allowed.

5. *Parking Access.* Garages shall be accessed from a side street or alley whenever possible. Curb cuts shall be minimized and located in a manner least likely to impede pedestrian circulation.

6. *Paving.* The maximum amount of paving in street-facing yards is 50 percent of the required yard.

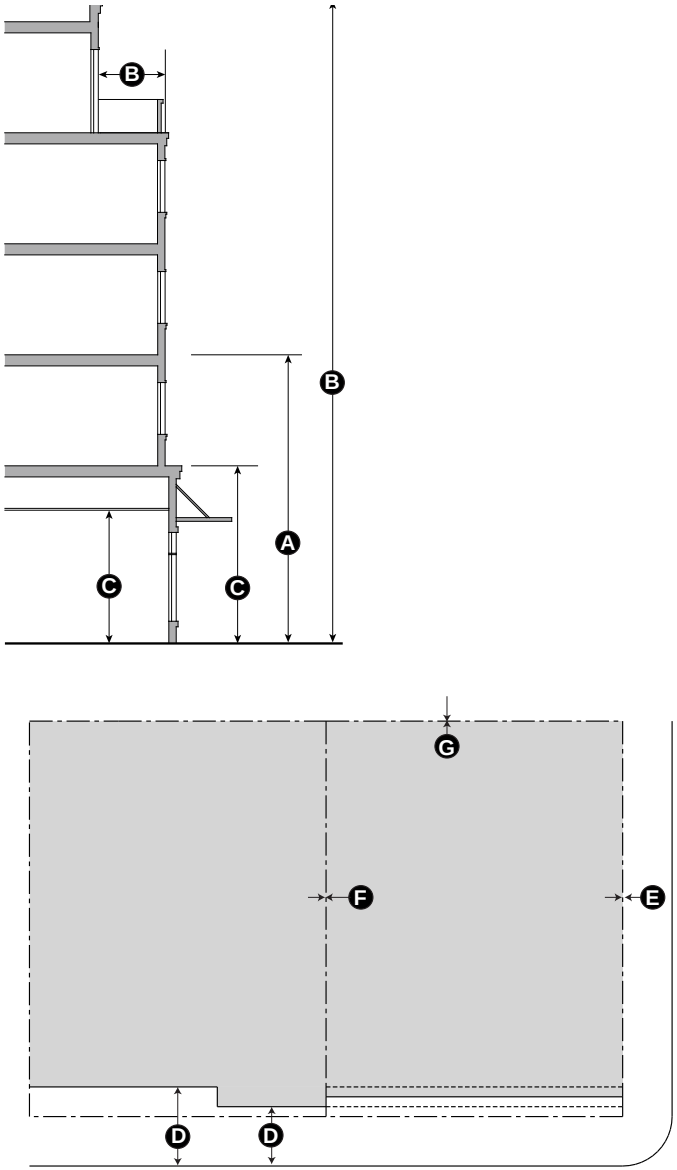
**Figure 3-9:**
Residential Multiple-Unit Development



### 3.3-3 Community Commercial and Town Center

**Development Standards.** Table 3-3 prescribes the development standards for the Community Commercial (CC) District and Town Center (TC) District. Additional regulations are denoted in a right hand column. Chapter/section numbers in the table refer the Town of Windsor Zoning Ordinance, while individual letters refer to subsections that directly follow the table below "Additional Development Standards." The letters in Figure 3-10 refer to corresponding regulations in the "Ref" column in the associated table.

**Figure 3-10:**
Community Commercial and Town Center



## TABLE 3-3: DEVELOPMENT STANDARDS – COMMUNITY COMMERCIAL (CC) AND TOWN CENTER (TC)

| District | CC | TC | Additional Development Standards | Ref |
|---|---|---|---|---|
| **Intensity, Lot, and Block Size** | | | | |
| Minimum Floor Area Ratio (FAR) | n/a | 0.75 (inclusive of residential density) | | |
| Maximum Floor Area Ratio (FAR) | 1.0 | 2.5 (inclusive of residential density) | | |
| Required Active Use Frontage | See Figure 2.1: Land Use Diagram | | (A) | |
| Minimum Lot Size (sq ft) | 10,000 | 2,000 | | |
| Maximum Lot Perimeter (ft) | n/a | 1,600; 2,000 for blocks with structured parking | | |
| **Height** | | | | |
| Minimum Building Height (ft) | 20 | 2 stories (B) | (C) | A |
| Maximum Building Height (ft) | 45 | 57 (D) | | B |
| Minimum Ground Floor Height, Non-Residential Uses (ft) | 15 | 15; 12 min. clearance | (E) | C |
| Maximum Finished First Floor Height, Non-Residential Uses (ft) | n/a | 2 | (E) | |
| Maximum Finished First Floor Height, Residential Uses (ft) | n/a | 5 | (E) | |
| **Building Placement** | | | | |
| Minimum (or maximum if specified) Setback (ft) | | | See Chapter 27.20 | |
| Front | 0 min; 10 max | 12.5 min from face of curb | (A) (F) | D |
| Street Side | 0 min | 16 max from face of curb | | E |
| Interior Side | 0 min; 15 min adjacent to Residential Zone | 0 min | | F |
| Rear | 0 min; 15 min adjacent to Residential Zone | 0 min; 15 min adjacent to Residential Zone | | G |
| Maximum Site Coverage (% of Lot) | 50 | n/a | | |

## TABLE 3-3: DEVELOPMENT STANDARDS – COMMUNITY COMMERCIAL (CC) AND TOWN CENTER (TC)

| District | CC | TC | Additional Development Standards | Ref |
|---|---|---|---|---|
| **Building Form** | | | | |
| Maximum Length of Blank Wall (ft) | 20 | 20 | (G) | |
| Building Projections (ft) | 3; Minimum 9 feet above sidewalk grade | | | |
| Canopies and Awnings (ft) | 5; Minimum 8 feet above sidewalk grade | | | |
| **Open Space and Landscaping** | | | | |
| Required Public Open Space Area | | | (H) | |
| Minimum Size (sq ft) | | | | |
| Lots less than 15,000 sq ft | n/a | n/a | | |
| Lots between 15,000 and 30,000 sq ft | 300 | 300 | | |
| Lots 30,000 sq ft or more | 600 | 600 | | |
| Minimum Dimensions (ft) | 15 | 15 | | |
| Minimum Residential Usable Open Space (sq ft per unit) | n/a | 150(I) | | |
| Landscaping | See Chapter 27.28 | | | |
| **Parking Location and Loading** | | | | |
| Parking, from street facing property line | 40 | 40 | (J) | |
| Maximum Parking Frontage (% of Linear Street Frontage) | 20 | 20 | (K) | |
| Loading | See Section 27.30.100 | | | |

*Note: The Planning Director may require any proposal to subdivide property to be accompanied with a development plan demonstrating compliance to these Design and Development Standards and other related Town requirements.*

## Additional Development Standards

(A) **Required Active Use Frontage.** Where indicated in the Land Use Diagram/Figure 2.1, active uses are required on the ground floor. Active uses mean commercial uses that are accessible to the general public, generate walk-in pedestrian clientele, are engaging to pedestrians walking by, and contribute to a high level of pedestrian activity. Active uses may include (but are not limited to): stores, restaurants, cafés, markets, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, tourism-oriented services, hotel lobbies, banks, childcare services, libraries, museums, and galleries.

1. *Exception.* The Planning Director may allow substitution of an active use subject to the requirements of this chapter.

   a. Planning Director Review. The Planning Director shall find that the proposed new use will not detract from an active pedestrian environment.

   b. Conditions. When making a decision on an application for a substitution of use, the Planning Director may establish conditions including, but not limited to:

      i. A specified term of years for which the substitute use shall be allowed; and

      ii. The provision of space that is equipped (water, sewer, ventilation, etc) for active uses and that would not preclude future active uses from the property.

2. *Minimum Front Setback.* The front setback along required active use frontage areas shall be a building average of 18.5 feet with a building minimum of 16.5 feet.

(B) **Two Story Exception.** The Planning Commission may approve single-story development, along with a reduction in FAR, on the "Richardson Property" lot #2, located between Richardson Street and Old Redwood Highway, when they find that the project design functions in harmony with the Downtown character.

(C) **Large Format Retail.** Require commercial uses that exceed 10,000 square feet to have a multi-storied format rather than be spread out horizontally. Single use large format retail projects that exceed 80,000 square feet shall integrate other uses into the development. The Planning Commission may approve an exception if it is found that the design functions in harmony with the Downtown character.






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*Example of ground floor active use that generates a high level of pedestrian activity (top). Example of a two story large format retail building (bottom).*

(D) **Fifth Story Limitation.** The fifth story of all buildings, or any portion of building taller than 47 feet, shall be stepped back a minimum of six feet from the story below along all sides.

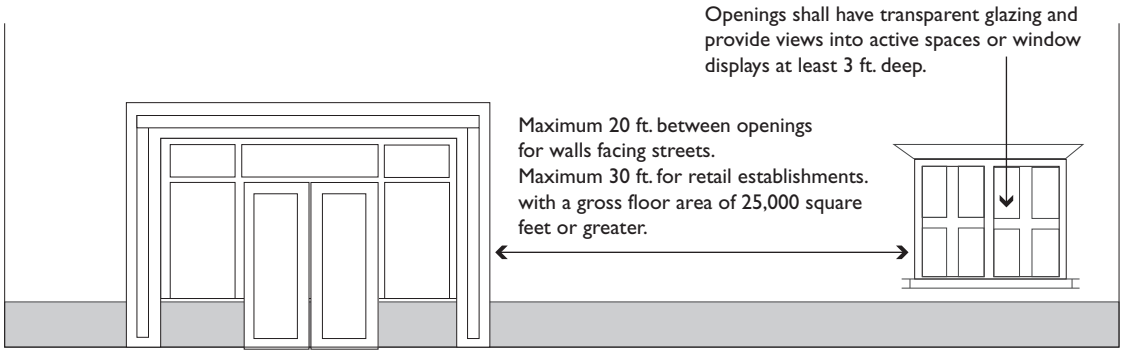
(E) **Heights.**

1. *Ground Floor Height.* The minimum ground floor height for buildings with non-residential uses at the ground level is 15 feet, with a minimum 12 foot clearance from floor to ceiling.
2. *Finished Floor Height.* The maximum finished floor height for ground floor non-residential uses is two feet above grade. The maximum finished floor height for ground floor residential uses is five feet above grade.

(F) **Build-to Line.**

1. *Community Commercial.* Buildings shall be constructed at the required front setback for at least 50 percent of linear street frontage.
2. *Town Center.* Buildings shall be constructed at the required front setback for at least 70 percent of linear street frontage.
3. *Exception.* The Build-to Line requirement may be modified or waived by the Planning Commission if entry courtyards, plazas, entries, outdoor eating and display areas, or mature oak trees are located between the build-to line and building, provided that the buildings are built to the edge of the courtyard, plaza, dining, or landscaped area.

**Figure 3-11:**
Blank Walls



(G) **Blank Walls.** No walls facing streets may run in a continuous plane for more than 20 feet without an opening. Openings fulfilling this requirement shall have transparent glazing and provide views into work areas, display areas, sales areas, lobbies, or similar active spaces, or into window displays that are at least three feet deep. The maximum length of the blank wall may be 30 feet for retail establishments with a gross floor area of 25,000 square feet or greater, as shown in Figure 3-11.

(H) **Required Public Open Space.**

1. *Location.* Such public space shall be visible from a public street, or from on-site areas normally frequented by customers, and shall be accessible during business hours. Areas within required setbacks may count toward the public space requirement.

2. *Amenities.* On-site public space shall include benches or other seating, and the ground surface shall be landscaped or surfaced with high-quality paving materials. Amenities shall be included that enhance the comfort, aesthetics, or usability of the space, including but not limited to trees and other landscaping, shade structures, drinking fountains, water features, or public art.

(I) **Residential Open Space.** Projects with two or more dwelling units shall provide usable open space in accordance with Table 3-3. Minimum usable open space may be a combination of common open space accessible to all project residents or private open space for the exclusive use of a single dwelling.

1. *Common Open Space.* At the ground level, common open space shall have a minimum contiguous area of 400 square feet and a minimum dimension of 20 feet.

2. *Private Open Space.* Private open space shall have a minimum area of 50 square feet.

3. *Alternative Provision of Open Space.* For projects that are within 0.25 miles of an existing park, the amount of usable open space required may be decreased by 50 percent, subject to Planning Commission approval, if the project provides off-site improvements. This may include amenities or infrastructure other than standard requirements and improvements, additional funding for new or enhanced public spaces, or improved access to nearby parks.

(J) **Parking Setback.** Parking may be located within 40 feet of the street facing property line in accordance with the following standards.

1. *Underground and Partially Submerged Parking.* Parking completely or partially

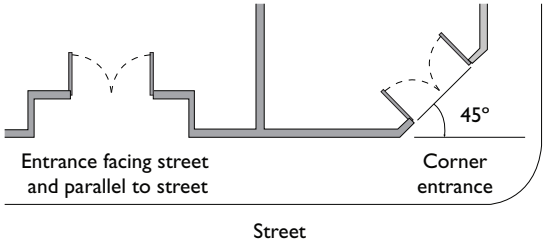

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*Examples of common open space.*

**Figure 3-12:**
Building Entrances




underground may match the setbacks of the main structure. The maximum height of a parking podium visible from a street is encouraged to be three to four feet from finished grade with a maximum of five feet from finished grade.

2. *Surface Parking.* Above ground parking may be located within 40 feet of a street facing property line with Planning Commission approval, when all of the following findings can be made:

   a. The design incorporates habitable space built close to the public sidewalk to the maximum extent feasible;

   b. The parking area is well screened with a wall, hedge, trellis and/or landscaping; and

   c. The site is small and constrained that underground, partially submerged, or surface parking located more than 40 feet from the street frontage is not feasible.

   d. Public agency owned park-and-ride lots or parking at the SMART Station site are exempt from this requirement.

(K) **Parking Frontage.** Parking may not exceed 20 percent of linear street frontage, except with Planning Commission Approval. This requirement does not apply to park-and-ride lots or parking for the SMART Station.

(L) **Building Orientation and Entrances**

1. Buildings shall be oriented to face public streets. Residential development adjacent to public spaces or connections shall be oriented facing onto the public space.

2. Building entrances shall be emphasized with small entry plazas, vertical massing, and architectural elements such as awnings, arcades, or porticos.

3. Entrances located at corners or adjacent to pedestrian connections shall generally be located at a 45 degree angle to the corner or pedestrian connection and shall have a distinct architectural treatment to animate the intersection and facilitate pedestrian flow around the corner. Different treatments may include angled or rounded corners, arches, and other architectural elements. All building and dwelling units located in the interior of a site shall have entrances from the sidewalk that are designed as an extension of the public sidewalk and connect to a public sidewalk.

4. All ground floor residential units shall have the primary entrance, either individual or shared, facing the public street or a pedestrian connection, and shall incorporate a projection (e.g., porch or stoop) or recess at least 40 square feet in area, with a minimum depth of five feet. Alternative designs that create a welcoming entry feature facing the street, such as a trellis or landscaped courtyard entry, may be approved by the Planning Commission.

5. In residential mixed-use developments, entrances to residential units shall be located off the street, physically separated from the entrances to the permitted commercial uses, and clearly marked with a physical feature such as a recess or projection incorporated into the building or appropriately scaled element applied to the façade.

(M) **Building Transparency and Required Openings.**

1. *Community Commercial.* A minimum of 50 percent of building façades facing streets containing non-residential uses shall be comprised of clear, non-reflective windows that allow views of indoor space between two and 12 feet above the sidewalk.

2. *Town Center.* A minimum of 70 percent of building facades facing streets containing non-residential uses shall be comprised of clear, non-reflective windows that allow views of indoor space between two and 12 feet above the sidewalk

(N) **Depth of Ground Floor Commercial.** The minimum average depth of ground floor commercial shall be 75 feet, or 65 feet for parcels less than 100 feet in depth. The Planning Director may approve a reduced average depth of 65 feet, or 55 feet for parcels less than 100 feet in depth to allow for efficient site layout and site configuration. Exceptions beyond that are subject to Planning Commission approval.

(O) **Architectural Articulation.** Buildings shall include sufficient architectural design features to create visual interest and avoid a large-scale, bulky or "box-like" appearance. Different ways that this requirement may be met include but are not limited to those listed below; compliance with this requirement shall be evaluated by the Planning Commission in the review process.

1. *Variety in Wall Plane.* Exterior building walls vary in depth and/or direction. Building walls exhibit offsets, recesses, or projections with significant depth, or a repeated pattern of offsets, recesses, or projections of smaller depth.

2. *Variety in Height or Roof Forms.* Building height is varied so that a significant portion of the building has a noticeable change in height; or roof forms are varied over different portions of the building through changes in pitch, plane, and orientation.

3. *Façade Design Incorporates Architectural Detail.* The building façades incorporate details such as window trim, window recesses, cornices, belt courses, changes in material, or other design elements in an integrated composition. The use of materials, textures, and colors enhance architectural interest and emphasize details and changes in plane. Each side of a building that is visible from a public right-of-way incorporates a complementary level of detailing and quality of materials.

**Figure 3-13:**
Transparency and Articulation





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*Examples of internal pedestrian connections.*

(P) **Universal Design.** In Town Center, for projects within ½ mile from the Station and with 20 or more dwelling units, 10 percent of the units shall be designed to be habitable by persons with disabilities.

(Q) **Pedestrian Access.** On-site pedestrian circulation and access must be provided according to the following standards.

1. *Internal Connections.* A system of pedestrian walkways shall connect all buildings on a site to each other, to on-site automobile and bicycle parking areas, and to any on-site open space areas or pedestrian amenities.
2. *To Street and Open Space Network.* Regular connections between on-site walkways and the public sidewalk, public open space, and other pedestrian areas shall be provided.
3. *To Neighbors.* Direct and convenient access shall be provided from commercial and mixed-use projects to adjoining residential and commercial areas to the maximum extent feasible while still providing for safety and security.
4. *To Transit.* Safe and convenient pedestrian connections shall be provided from transit stops to building entrances. Sidewalk "bulb-outs" or bus "pull-outs" may be required at potential bus stops.
5. *Interior Pedestrian Walkway Design.*
   a. Walkways shall be a minimum of five feet wide, clear of obstructions, shall be hard-surfaced, and paved with permeable materials.
   b. Where a required walkway crosses driveways, parking areas, or loading areas, it must be clearly identifiable through the use of a raised crosswalk, a different paving material, decorative paving, striping, or similar method.
   c. Where a required walkway is parallel and adjacent to an auto travel lane, it must be raised or separated from the auto travel lane by a raised curb at least four inches high, bollards, or other physical barrier.

(R) **Parking Access.** Parking shall be accessed from a side street or alley whenever possible. Curb cuts shall be minimized and located in the location least likely to impede pedestrian circulation.

### 3.3-4 Public/Institutional

**Development Standards.** Table 3-4 prescribes the development standards for the Public/Institutional (P/I) District. Chapter/section numbers in the table refer to the Town of Windsor Zoning Ordinance.

### 3.3-5 Open Space and Recreation

See Town of Windsor Zoning Ordinance.

**TABLE 3-4: DEVELOPMENT STANDARDS – PUBLIC/INSTITUTIONAL (P/I)**

| District | P/I | Additional Regulations |
|---|---|---|
| **Building Form and Location** | | |
| Maximum Building Height (ft) | 57 | |
| Minimum Setbacks (ft) | | See Chapter 27.20 |
| Front | 0 | |
| Street Side | 0 | |
| Interior Side | 0 | |
| Rear | 0 | |
| Maximum Site Coverage (% of Lot) | 100 | |

### 3.3-6 Office Overlay

(A) **Land Uses.** Office use and any land use allowed in the underlying district are allowed in the Office Overlay district.

(B) **Development Standards.** Projects shall be designed and developed subject to the standards of the underlying district.

(C) **Access and Parking.** Convenient bicycle and pedestrian access and adequate parking shall be provided. Where office space exceeds 2,000 square feet, additional parking spaces may not be required provided that the project applicant demonstrates that the project will not have a detrimental impact on parking and circulation in the surrounding area.

### 3.3-7 Entertainment Overlay

(A) **Land Uses.** Residential uses are not permitted.

(B) **Development Standards.** Projects shall be designed and developed subject to the standards of the underlying district.

### 3.3-8 Number of Parking Spaces Required

(A) **Parking Requirements by Land Use.** Each land use shall provide the number of off-street parking spaces as specified in the Chapter 27.30 of the Town of Windsor Zoning Ordinance except as noted in Table 3-5. All districts are eligible for the shared-use parking reduction provided that they meet the eligibility requirements listed in Section 27.30.050(C)(1) of the Town of Windsor Zoning Ordinance. Additional parking requirement reductions for mixed-use developments with shared parking in the Town Center district are outlined in Table 3-5.

(B) **Unbundling Parking from Residential Uses.** Resident parking may be sold or rented separate from the residential unit. All spaces shall be reserved for residential tenants on the same site.

(C) **In-lieu Parking Fee.** The Planning Director may waive some or all of the parking spaces required for a nonresidential use if an in-lieu fee is approved by the Planning Director and contributed by the developer to a parking district improvement fund. The amount of the fee and the boundary of the parking district shall be established by Council Ordinance. The reduction in the total number of parking spaces required shall be based on the number of spaces purchased in the public parking facility.

**TABLE 3-5: PARKING REQUIREMENTS BY LAND USE**

| **Town Center** | | |
|---|---|---|
| | **Minimum Off-Street Parking Requirement**<br>**First 2,000 square feet of all uses are exempt from all parking requirements.** | |
| | **Automobile with Shared Parking[1]** | **Bicycle[2]** |
| Non-residential Uses | To be determined by analysis using MTC Smart Growth Parking Model or another methodology acceptable to the Town. In no case shall the parking provided be less than half of the number of spaces required by the Town of Windsor Zoning Ordinance for each individual use calculated separately. | One per 5 auto spaces, located conveniently to serve customers, visitors, and employees of the project. A portion of the bicycle parking shall be located within 25 feet of the primary building entrance. |
| Residential | 0.25 spaces per unit required for visitor parking. No separate minimum resident parking standard. Where a Conditional Use Permit is required for the use, the Planning Commission will establish the ultimate parking requirement during the Conditional Use Permit application process. Generally, maximum resident parking shall not exceed two spaces per unit. | Two per 4 residential units, unless separate secured garage space is provided for each unit. The bicycle spaces shall be secure, covered, and located conveniently for residents and visitors. |
| Other Uses | Refer to Zoning Code | |
| **Compact Residential (CR) and Medium Density Residential (MDR)** | | |
| **Unit Type** | **Automobile Parking[1]** | **Bicycle[2]** |
| Studios or One-Bedroom Units | 1.0 covered space per unit, plus 0.5 spaces per unit required for visitor parking. | Two per 4 residential units, unless separate secured garage space is provided for each unit. The bicycle spaces shall be secure, covered, and located conveniently for residents and visitors. |
| Units with Two Bedrooms or More | 1.5 covered spaces per two-bedroom unit, plus 0.5 spaces per unit required for visitor parking<br>Each additional bedroom (over two) add 0.5 spaces per unit. | |

*1. Motorcycle parking can substitute for up to 10 percent of parking requirement.*

*2. No use is required to provide a total of more than 50 bicycle spaces.*

## 3.4 DESIGN GUIDELINES

The following Design Guidelines complement the mandatory standards listed in the previous section, and shall form the basis for project design review.

### Building Design

**DG-1** Adjacent buildings and buildings on the same block should exhibit variation in height and massing.

**DG-2** Main entrances should face onto public streets or the Town Green. Buildings that face onto two public streets should provide visible and accessible entrances onto both streets. Secondary building entrances are encouraged to access pedestrian connections and side streets.

**DG-3** Corner buildings should have distinct architectural features and defined building entrances at the corner to animate the intersection and facilitate pedestrian flow.





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*Variations in building heights and massing add interest and maintain a pedestrian-oriented scale (top and middle). Main entrances should face onto main streets and the Town Green (bottom).*



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*Building entrances should face onto the street (top). Corner buildings should be distinct and well defined (middle). Building facades should be unified and harmonious (bottom).*







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*Building facades should be articulated with three-dimensional elements such as balconies, recesses, and windows (right and left).*

**DG-4** Building mass and surfaces should be articulated with three-dimensional elements that create a visual play of light and shadow and reduce the apparent bulk of buildings:

- Incorporate design features such as balconies, recesses, windows, reveals, brackets, cornices at the roof and at the top of the ground floor, and piers at corners and structural bays.
- Use awnings and over-hangs to provide shelter and shade over the sidewalk along pedestrian-oriented retail streets and to enhance the pedestrian realm. Awnings should be made of durable, high quality materials and should not interfere with the tree canopy.
- Employ variations in building height, façades (such as shallow recesses at entries, roof styles, architectural details), and finishes that break up the appearance of large buildings.
- Use horizontal articulation, such as recessions/projections, change in materials, and building transparency.

**DG-5** New development should provide operable windows that allow natural ventilation and potentially eliminate the need for mechanical ventilation. If mechanical systems are necessary, use energy-efficient and low emission heating, ventilation and air conditioning (HVAC) systems.

**DG-6** Multilevel residential buildings should provide elevator access to upper units.

**DG-7** Mechanical, electrical, and all other building equipment should be concealed from all public rights-of-way, pedestrian paths and adjacent buildings. Mechanical equipment should not be located along the ground floor street frontage. Screens should be consistent with the building design or site landscaping.

## Ground Level Commercial

**DG-8** Frequent entries and windows with visible activity should occur on all publicly exposed façades of commercial buildings. Design entries so that they are clearly defined and distinguishable as seen from the street by incorporating entry plazas, vertical massing, and architectural elements, such as awnings or porticos.

**DG-9** The ground floor of buildings identified for Retail Street Frontage should have visually permeable shop frontages with large windows.

**DG-10** Ground floor spaces should be designed to accommodate a variety of uses, for instance by providing spaces of sufficient sizes and equipping with the necessary building infrastructure like gas lines, ventilation, water hook-ups, etc., to accommodate food service establishments.

**DG-11** Outdoor dining areas are encouraged on Retail Frontage Streets and along pedestrian connections. Outdoor seating areas may be accommodated within building setbacks as part of the business frontage zone (see guidelines for streets and streetscape).

**DG-12** Commercial establishments should be designed to complement the pedestrian oriented nature of the neighborhood centers and the scale of the neighborhood. Larger establishments (including stores and supermarkets) are encouraged to the extent that they are designed with a pedestrian orientation.



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*Awnings provide shade and add definition to the pedestrian realm.*



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*The ground floor should have large windows (top). Outdoor dining is encouraged along the street (middle) and horizontal articulation adds visual interest (bottom).*



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*Large retail establishments should be multi-storied (top) and should consider features such as arcades to improve pedestrian friendliness (middle). Residential buildings converted to office should retain their residential character (bottom).*

**DG-13** Where larger retail establishments are constructed, they should incorporate high quality design on all visible façades and be pedestrian-oriented:

- Enclose large retail stores within multi-story buildings.
- Design chain stores and corporate offices to match the local aesthetic.
- Provide fenestration (windows, glass storefronts and doors), cohesive signage, and multiple entries.
- Consider a continuous arcade along the front façade and/or a small plaza to visually define store entries while ensuring sufficient clearance.
- Provide variations in roof line to reduce the apparent bulk and mass of the building.
- Incorporate an appropriate level of design detail, ensuring that loading, storage, and equipment areas are screened and well-integrated into the building.

**DG-14** Residential buildings converted to office and new buildings within the Office Overlay zone along Windsor River Road should have a residential character, including the landscaped front setback.

**DG-15** Residential buildings converted to office as part of the Office Overlay zone should locate parking on the street, in garages, or small parking lots accessed from an alley or narrow driveway located along the side of the property. Adjacent properties are encouraged to work together to create larger shared parking areas and shared access driveways.

**DG-16** Commercial buildings outside the Downtown core may be setback from the street per the development standards. Any area between the building and the sidewalk should be landscaped or used for seating; it should not be used for parking or vehicle circulation.

### Ground Level Public/Institutional

**DG-17** Access to buildings within public and institutional areas should be visible from the street, with clearly marked entrances and pedestrian connections.

## Ground Level Residential

**DG-18** All residential units should have the primary entrance, either individual or shared, facing a public street or pedestrian connection, as shown in Figure 3-14.

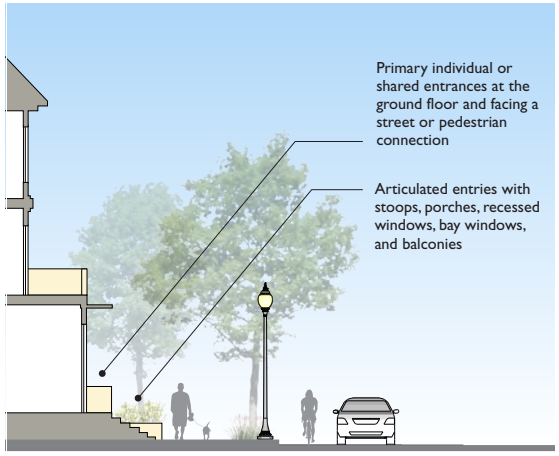
**DG-19** Residential ground floor façades should be articulated so that individual residential units are differentiated from each other and from the overall massing of the building. Façades should include stoops, porches, recessed windows, and bay windows or balconies.

**DG-20** New transit oriented residential development should accommodate a diverse population. Units, as required by the development standards, should incorporate Universal Design[2] elements to be habitable and visitable by persons with disabilities. Such features include:

- At least one entrance without steps and a flat or very low threshold. This entrance may be a rear entrance.
- Living space on one floor or stair landings big enough to accept lifts.
- Wide interior doors (32" clear, typically provided with 36" door), hallways, and alcoves with 60" x 60" turning space at doors, in kitchens, and dead ends.
- Clear floor space in kitchens and bathrooms.

**DG-21** New multifamily residential buildings should provide both townhomes and flats, maximizing townhomes with individual entrances facing public streets.

**Figure 3-14:**
Ground Level Residential










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*Residential entrances should face the street and individual unit entrances should be differentiated (top, middle and bottom).*

2 *Universal Design is a design approach that strives to make day-to-day living and home tasks possible and safer for everyone, allowing a person to remain independent for as long as possible. Additional resources can be found at the North Carolina State University Center for Universal Design website: http://www.ncsu.edu/www/ncsu/design/sod5/cud/.*







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*Private open space can take various forms, including balconies, front yards and decks, as long as they are safe, provide access to sunlight, and are adequately sized (top and middle). Buildings should be constructed of high quality and durable materials (bottom).*

## Open Space and Landscaping

**DG-22** Spaces should be designed to balance privacy and safety with air and sunlight access. This can be achieved by prioritizing south facing open space opportunities and designing balconies with slatted or otherwise partially transparent grating or railing.

**DG-23** Private open spaces, which may include balconies, decks, patios, and fenced yards, should be adequately sized to allow movements and usability.

**DG-24** Roof terraces may be installed as an efficient way to use the site and to maximize sunlight access. Green roofs can fulfill common open space requirements if they are usable and accessible to all units.

**DG-25** Landscaped and common areas in new development should be maintained privately.

**DG-26** Bioswales and rain gardens are encouraged in planting areas and curb extensions to provide retention basins and improved stormwater management.

## Materials and Color

**DG-27** Building façades should be constructed of high quality and durable materials. Highly finished materials such as polished metal and reflective glass and extremely rustic materials such as unfinished wood should be used appropriately as building accents.

**DG-28** Color palettes should reinforce building identity and should complement changes in plane.

**DG-29** Roof materials should complement the materials and colors of the façades and provide texture or relief.

**DG-30** Trellises and vines or other plantings may be used on building exteriors to insulate and cool interiors.

## Signage and Wayfinding

**DG-31** The existing Downtown signage and wayfinding system should be expanded to new areas incorporated into the Downtown core. Wayfinding should provide direction to the Town Green, Windsor Station, the Civic Center, public parking, and bike parking.

**DG-32** Prohibit backlit or internally lit signs and signs with raceway channel letters.

**DG-33** New signage in the Downtown core should meet the following guidelines:

- Architectural Compatibility
  - Signs (including supporting structures, if any) should be designed as an integral design element of a building's architecture and should be architecturally compatible, including color and scale, with the building and surrounding structures.
  - A sign that covers a window or that spills over "natural" boundaries or architectural features and obscures parts of upper floors of buildings is detrimental to visual order and should be avoided.
  - Signs above the first story should not obstruct views from inside or outside upper stories. Externally lit signs should not illuminate upper stories; instead, illumination should focus on the sign itself or downward toward the sidewalk.

- Consistency with Area Character
  - Signs should employ designs, features, materials, and colors that are consistent with the scale and character of the district in which they are located.
  - Where a sign is located in close proximity to a residential area, the sign should be designed and located so it has little or no impact on adjacent residential neighborhoods.
  - New signage should complement or create an interesting and pleasing contrast to this signage type. The prevalent signage in Downtown is externally illuminated raised 14-20 inch letters on sculpted wood background.

- Legibility and Readability
  - The size and proportion of the elements of the sign's message, including logos, letters, icons, and other graphic images, should be selected based on the anticipated distance and travel speed of the viewer. Sign messages oriented towards pedestrians should be smaller than those oriented towards automobile drivers.
  - Colors chosen for the sign text and/or graphics should have sufficient contrast with the sign background in order to be easily read during both day and night hours.
  - High quality materials should be used, such as finished wood, metal, and woven fabric.




*A signage and wayfinding system should build on existing signage (top, middle, and bottom), and provide direction to key destinations in the Station Area.*



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*SIdewalks should include a business frontage zone, an unobstructed pedestrian pathway, and landscaping and street furniture (top). Outdoor dining is encouraged within the business frontage zone (middle and bottom).*

  - Design signs to be readable, unambiguous, and concise, so that a viewer can understand or make sense of what appears on the sign. Excessive use of large areas of several colors can create competition for the eye and significantly reduce readability.
  - Consider up-lit signage or use of accent lighting or other subtle illumination to improve visibility at night.

## Streets and Streetscape

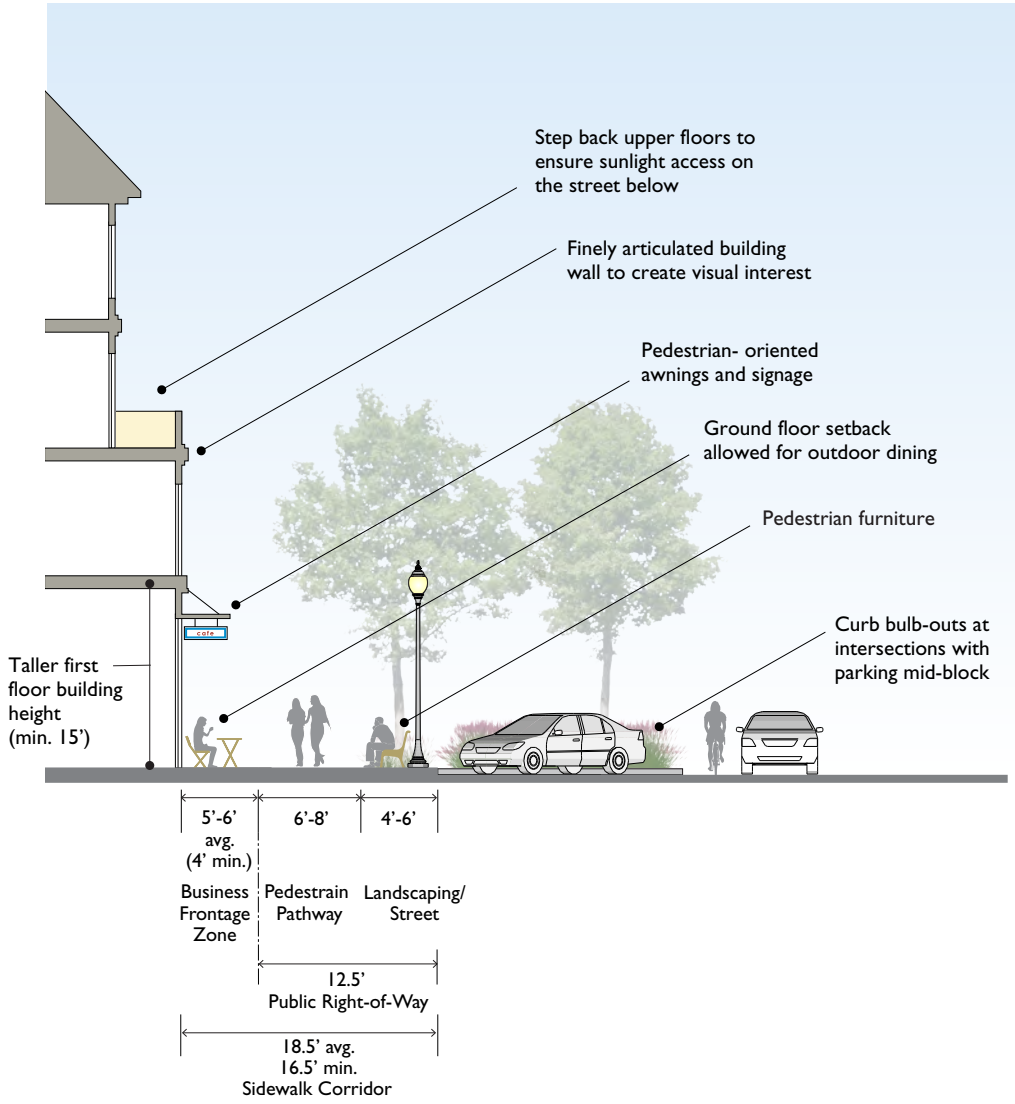
DG-34 The following three components should be considered in the design of the sidewalk area:

- Business Frontage Zone: This area is along active pedestrian streets, located furthest from the curb and acts as the interface between the street and the building, providing accessibility and visibility between buildings and the street. This area should be an average of five to six feet, with a minimum of four feet, and may include space for outdoor dining, container plantings, additional street furniture, overhangs, and displays (e.g., produce stands).
- Pedestrian Pathway Zone: This middle area is the unobstructed path of travel for pedestrians. Sidewalks should maintain an unobstructed pedestrian pathway of six to eight feet in the Downtown core.
- Landscaping/Street Furniture Zone: The area closest to the curb provides a four to six feet space for street trees, landscaping, street lights, bus stops, street signs, benches, trash/recycle bins, bicycle parking, and other street furniture. This area also represents the barrier between parking or driving/biking lanes and the pedestrian pathway.

DG-35 Sidewalk corridors on streets identified for Active Use Frontage should be in conformance with the minimum widths specified in Figure 3-15. Where desirable, sidewalks should be wider to create areas for outdoor dining or other retail uses, while maintaining an adequate continuous walkway for pedestrians.

DG-36 Sidewalks should be designed with amenities that encourage pedestrian activity. All new streets and connections must be ADA compliant, and encourage access between new development and transit by people with disabilities.

**Figure 3-15:** Active Use Frontage Streets









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*Landscaping should include amenities such as bike racks and benches (top) and climate appropriate and drought-resistant landscaping (middle). Street furniture existing in Downtown Windsor adds to the pedestrian realm and improves walkability (bottom).*

**DG-37** Streets and pedestrian connections in the Downtown core should be lined with a consistent landscaping scheme and should:

- Visually unite the Downtown area, highlight open space, and signal key destinations.
- Provide two or more of the following pedestrian amenities per block: drinking fountain, bench, terracing/steps, public art, bike racks, or additional/specialty landscaping.
- Incorporate landscaping materials that are climate appropriate, drought-resistant and that require minimal irrigation and maintenance.
- Consider plants' height at maturity and potential line-of-sight issues at intersections and pedestrian crossings.
- Support the development of large healthy trees and tree canopies by reducing concrete area and other barriers to root growth, consistent with Department of Public Works Guidelines.

**DG-38** Gateway features should be unique in design, visible to both motorists and pedestrians, and emblematic of the town's identity and role within the region. Visual gateways to the Downtown should be established using distinct plantings, public art, signage, lighting, and distinct intersection configurations (i.e. roundabouts) at the following intersections:

- Old Redwood Highway and Windsor Road;
- Windsor River Road and Old Redwood Highway; and
- Windsor River Road and Windsor Road.

**DG-39** Public spaces, including streets and pedestrian connections should be well-lit with pedestrian scaled light fixtures to ensure safety and usability at night. New light fixtures should be mounted at a height of 15 feet, and not exceed 20 feet. 'Acorn' type LED fixtures or fixtures that complement the existing acorn fixtures are appropriate for the Downtown core. Integrate subtle and interesting accent lighting.

**DG-40** Utility boxes, transformers, lines, utility meters, fire line detector check valves, backflow preventers, and similar devices should be underground or located to the side or rear of buildings and screened from view of public street corridors, in order to provide unobstructed walkways and views.

## Parking and Access

**DG-41** On-site parking and service areas should be located in the rear, in structures, or on the interior of blocks, and not along Windsor Road, Windsor River Road, Old Redwood Highway, or the Town Green within the Downtown core.

**DG-42** The number of curb cuts and driveway entrances should be limited in order to reduce conflicts with pedestrians. Locate entrances on side streets where feasible. If a driveway entrance is located on a primary street frontage, minimize the length of the curb cut and explore sharing driveways and/or loading areas with adjacent property owners. No curb cuts should occur on blocks facing the Town Green.

**DG-43** Bike parking for commercial uses should be located as close to the primary building entrance as possible.

## Sustainability

**DG-44** All new paving should consist of sustainable materials, such as reclaimed pavers, locally-produced materials, or concrete and asphalt with fly ash content.

**DG-45** All new development should install water saving appliances and systems such as gray water systems, moisture-sensitive irrigation rainwater cisterns, low-flow toilets and faucets.

**DG-46** Buildings should be located, oriented, and shaded, where feasible, as follows:

- Provide exterior shade for south-facing windows during the peak cooling season.
- Provide vertical shading against direct solar gain and glare due to low altitude sun angles for east- and west-facing windows.
- When site and location permit, orient the building with the long sides facing north and south to maximize solar access.
- Protect the building from thermal loss, drafts, and degradation of the building envelope caused by wind and wind-driven materials such as dust, sand, and leaves with building orientation and landscape features.
- Wherever possible, use vegetation to shade buildings to limit direct solar gain and glare.





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*Curb cuts can be minimized by locating parking off of alleys (top), or encapsulating parking within the building (middle). Existing parking areas in Downtown Windsor are currently located off of primary streets (bottom).*



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*Consider permeable pavers for new paving areas (top), installation of solar panels (middle), and green roofs (bottom).*

**DG-47** New development should install solar panels and/or solar hot water systems as feasible.

**DG-48** Green roofs can be incorporated into building design to manage stormwater runoff, reduce energy consumption through insulation, and provide an additional amenity as appropriate:

- "Intensive" roofs are appropriate when resident or tenant access is desired. Soil layers are typically deeper, eight to 24 inches, depending on the loading capacity of the roof and the architectural and plant features desired. These roofs must be relatively flat.
- "Extensive" roofs are appropriate when human access is limited and the goal is for ecological roof cover. Layers may be thinner, two to six inches. Extensive greenroofs can be constructed on slightly sloped roofs.
- All green roofs must be designed to permit routine maintenance and irrigation, as necessary.

**DG-49** To minimize the overall environmental impact of development, preference should be given to sustainable building materials such as recycled materials, sustainably harvested wood, rapidly renewable sources, panels made from paper flakes, baked earth, rammed earth, locally-obtained stone and rock, bamboo, and non-toxic low-VOC (volatile organic compound) glues and paints.

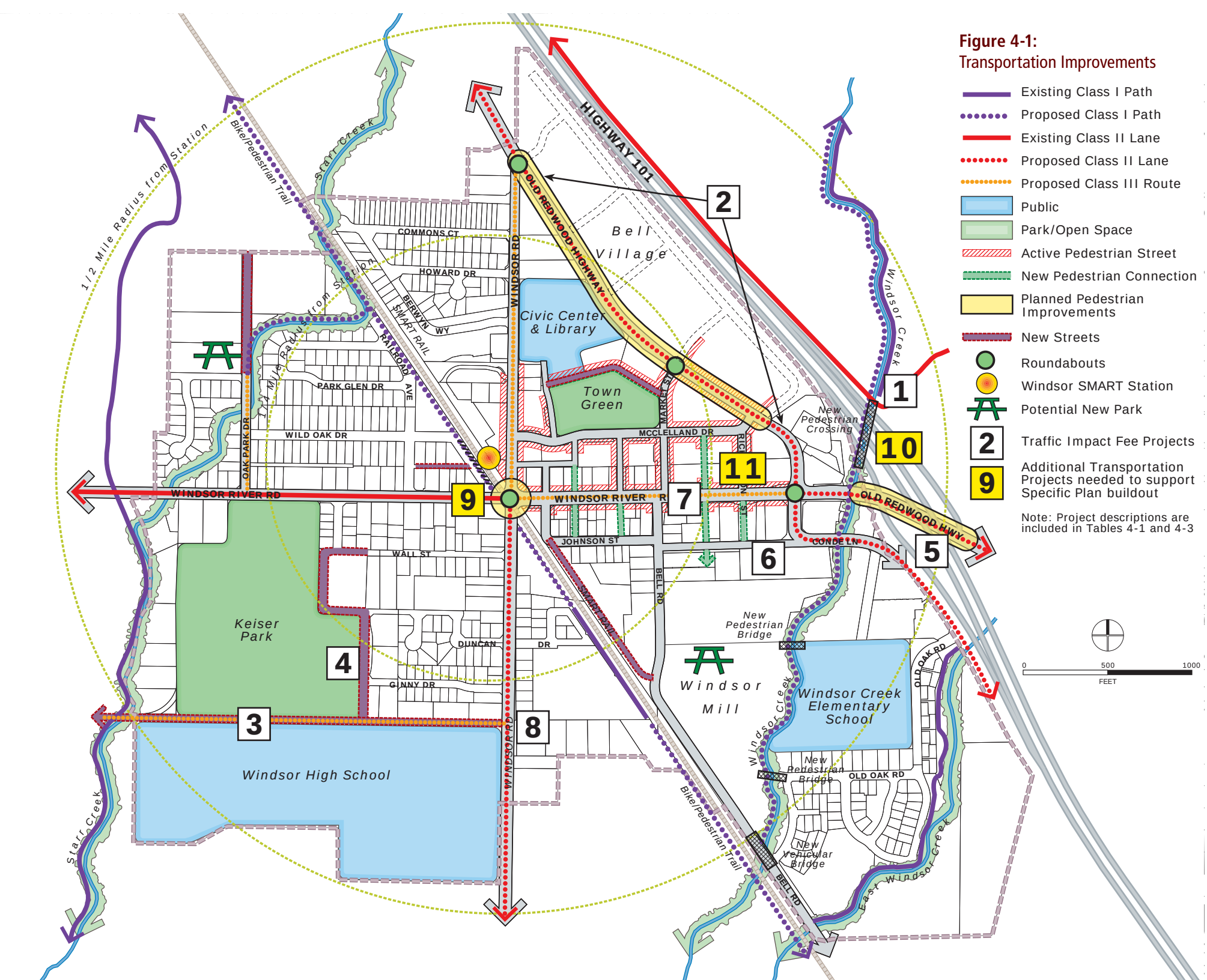







# 4 CIRCULATION AND ACCESS

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


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

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

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

*Source: W-Trans*








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

## 4.1 PEDESTRIAN AND BICYCLE CONNECTIONS

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

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

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

### Planned Pedestrian and Bicycle Improvements

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

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

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

## GOALS AND POLICIES

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

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

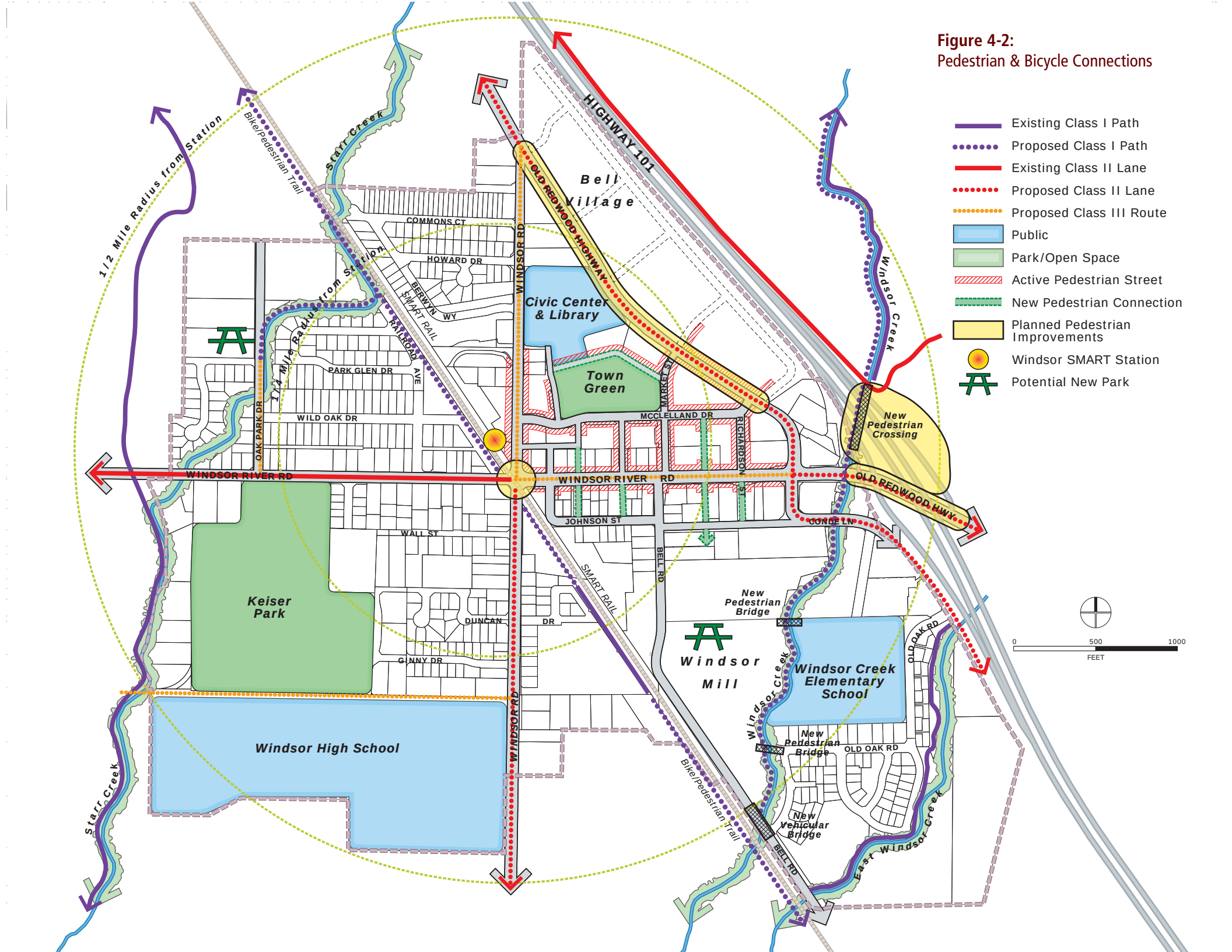
CA-1 Within the Downtown core, visually highlight crosswalks and heighten pedestrian comfort with curb bulb-outs, changes in paving material or striping, signage, and/or signalization.

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



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

**Figure 4-2:**
Pedestrian & Bicycle Connections



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

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

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

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

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

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

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

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

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







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



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

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

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

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

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

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

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

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

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

## 4.2 STATION AND TRANSIT ACCESS

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

### Windsor Station

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

### Bus Service

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

### Planned SMART Rail Transit

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









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

## SMART Ridership Projections and Station Access

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

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

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

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

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

*Source: W-Trans*

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

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

## GOALS AND POLICIES

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

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

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

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

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

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

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








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







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

## 4.3 STREET NETWORK

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

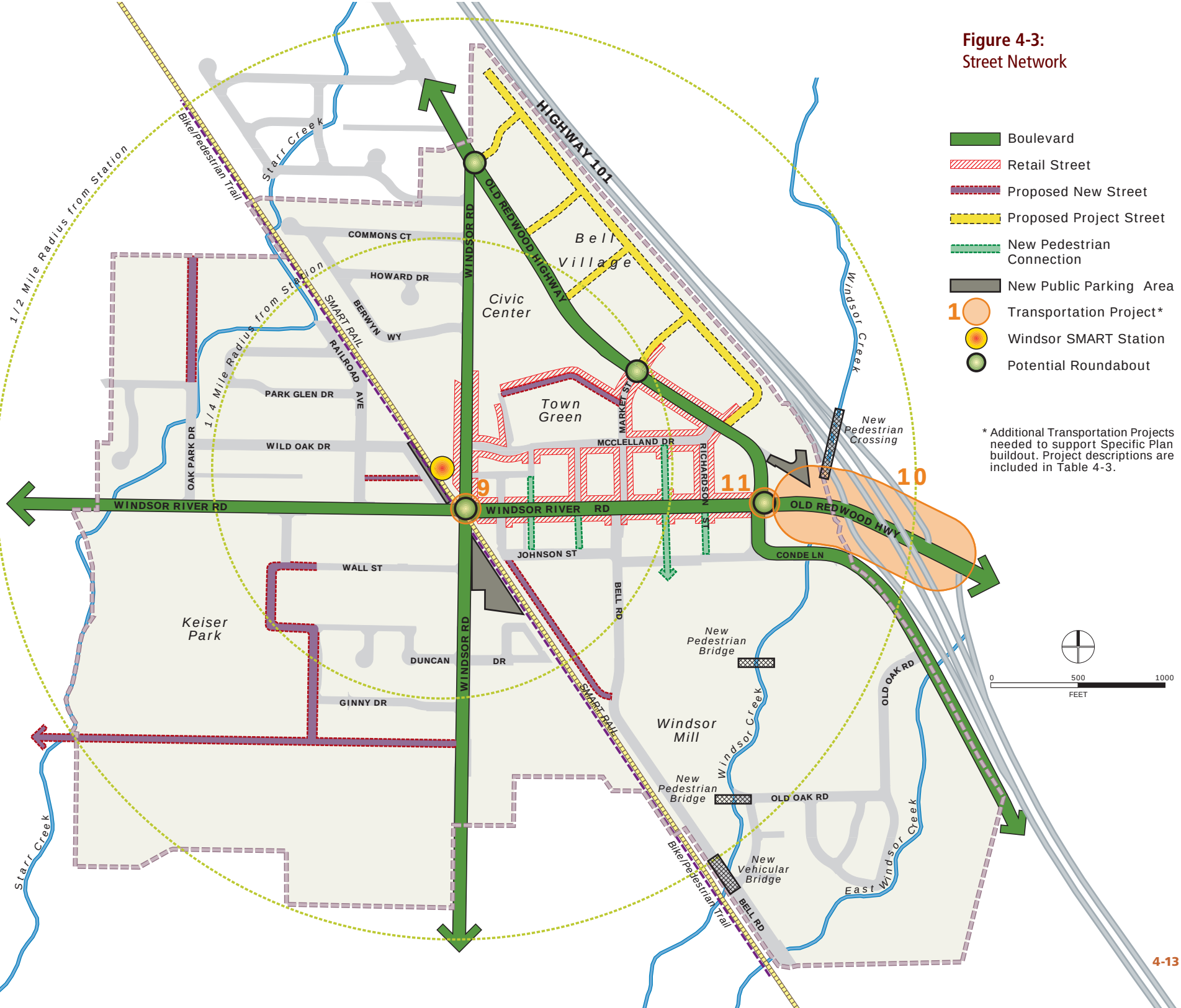
In general, the street network within the Planning Area is based on a rectilinear grid. However, the grid begins to dissipate within a quarter-mile radius of the station, as creeks, residential cul-de-sacs, Highway 101, the SMART corridor, and large agricultural or development blocks disrupt the street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

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

### Planned Circulation Improvements

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

**Figure 4-3:**
Street Network



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

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

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

*Source: W-Trans*

## GOALS AND POLICIES

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

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

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

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

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

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

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

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

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








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

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

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

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

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

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

## 4.4 PARKING AND TRANSPORTATION DEMAND MANAGEMENT

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

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

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




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

## GOALS AND POLICIES

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

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

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

**Public and On-street Parking**

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

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

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

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

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

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

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

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

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

**Private and Off-street Parking**

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

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

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







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



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

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

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

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

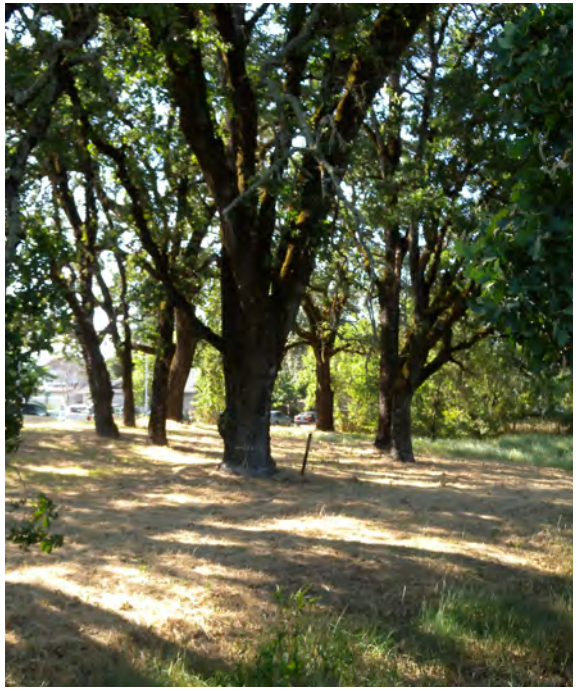
CA-36 Do not require additional parking spaces for residential units that covert to office as part of the Office Overlay. Ensure that any parking added to sites that convert to office is located at the rear or side of the lot, and is not located on the front yard setback (see Chapter 3, Section 3.3 for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

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

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

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

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








# 5 ENVIRONMENTAL QUALITY

Ensuring a high level of environmental quality in the Planning Area is integral to maintaining and improving the health and safety of all residents, employees, and visitors of Windsor, as well as enhancing ecological systems in the area and the surrounding region. The Plan establishes goals and policies which, in combination with General Plan policies and other local, State, and federal regulations, mitigate the potential negative effects of natural and man-made environmental hazards that threaten public health and safety. Specifically, this chapter addresses noise impacts, air quality, biological resources, and hazards and flooding. Water resources are addressed in Chapter 6: Public Facilities, Services, and Infrastructure.







*Significant existing noise sources in the Planning Area include Highway 101 and Windsor River Road. Rail service along the SMART corridor is a future noise source.*

## 5.1 NOISE

Noise can be defined as unwanted sound. Excessive noise exposure can cause adverse physical and psychological responses, in addition to interfering with speech, concentration, and performance. These effects are particularly disruptive for noise-sensitive land uses, such as schools, churches, hospitals, convalescent homes, and residential neighborhoods. For residential areas, a descriptor called day/night level (Ldn) is used to assess transit noise impacts. Ldn is often used for transit in noise impact and abatement analyses for residential uses. Windsor's General Plan identifies land use compatibility with Ldn or CNEL (Community Noise Equivalent Level) noise exposure.

This section of the Plan describes existing and anticipated future noise environments within the Planning Area and provides policies to reduce the negative effects of noise on the surrounding population.

### ROADWAY NOISE

The most significant traffic noise in the Planning Area is generated by vehicular traffic along Highway 101, Old Redwood Highway, and Windsor River Road. Existing noise levels are shown in Figure 5-1. The Plan increases the intensity of uses in the Station Area/Downtown, which will result in more residents and jobs, and subsequently, higher traffic volumes and slightly higher noise levels. Future noise levels resulting from analysis of projected traffic and railroad operations are shown in Figure 5-2.

### RAILROAD NOISE

Noise levels expected from SMART rail service have potentially significant (over 60 dBA Ldn) impacts within 50 feet of the track, as shown in Figure 5-2. The area within 50 feet of the track, with an estimated 63 dBA Ldn, reaches the edge of several parcels, though generally does not extend beyond the edge of the right-of-way. Noise levels are expected to drop to 59 dBA Ldn at 100 feet away from the track. This area will cover a greater portion of parcels that line the track. Since community noise levels are averaged over a 24-hour period, uses proximate to the rail corridor may experience event noise when trains pass through. Other potential noise impacts from the rail service include impacts from train horns sounding.

## GOALS AND POLICIES

**Goal EQ-A: Ensure that the Station Area/Downtown is a pleasant place to live and work by protecting residents, workers and visitors from noise that affects comfort and health, while accommodating a mix of higher intensity uses in the area.**

Transportation-related noise is the most dominant source of noise within the Planning Area. Through the General Plan and this Plan, the Town is working to ensure maximum attenuation of noise effects along primary corridors and in the Downtown core.

EQ-1 Require residential and other noise sensitive land uses within the 60 dBA contours, as shown in Figure 5-2, to incorporate adequate noise attenuation into the design and site planning of the project in order to achieve an interior noise level of not more than 45 dBA CNEL.

EQ-2 Require that new parks and open spaces are not located in areas expected to exceed a 70 dBA CNEL in the future, as shown on Figure 5-2.

EQ-3 Require that new development near the train tracks is limited as follows to avoid impact from excessive vibration:

- No new buildings where low ambient vibration is essential for interior operations may be located within 225 feet of the railroad tracks. These uses may include but are not limited to vibration-sensitive research and manufacturing, hospital research areas, concert halls, and TV/recording studios.
- No new residences or other buildings where people sleep may be located within 100 feet of the railroad tracks. These uses include multi-family dwellings, houses, hospital patient rooms, and hotels.
- No schools, churches, or commercial offices may be located within 70 feet of the railroad tracks.

**Figure 5-1:**
Existing Noise Contours

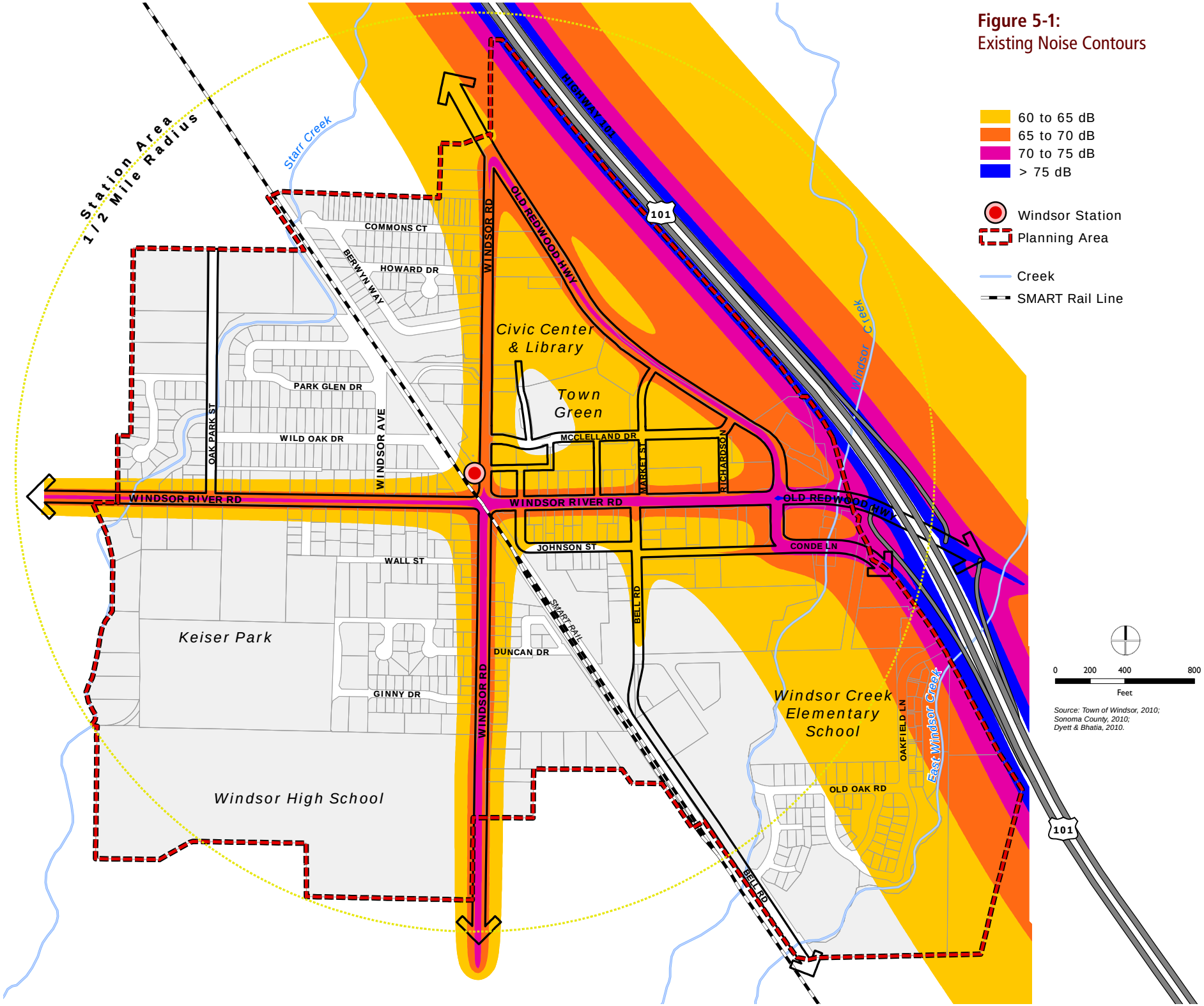
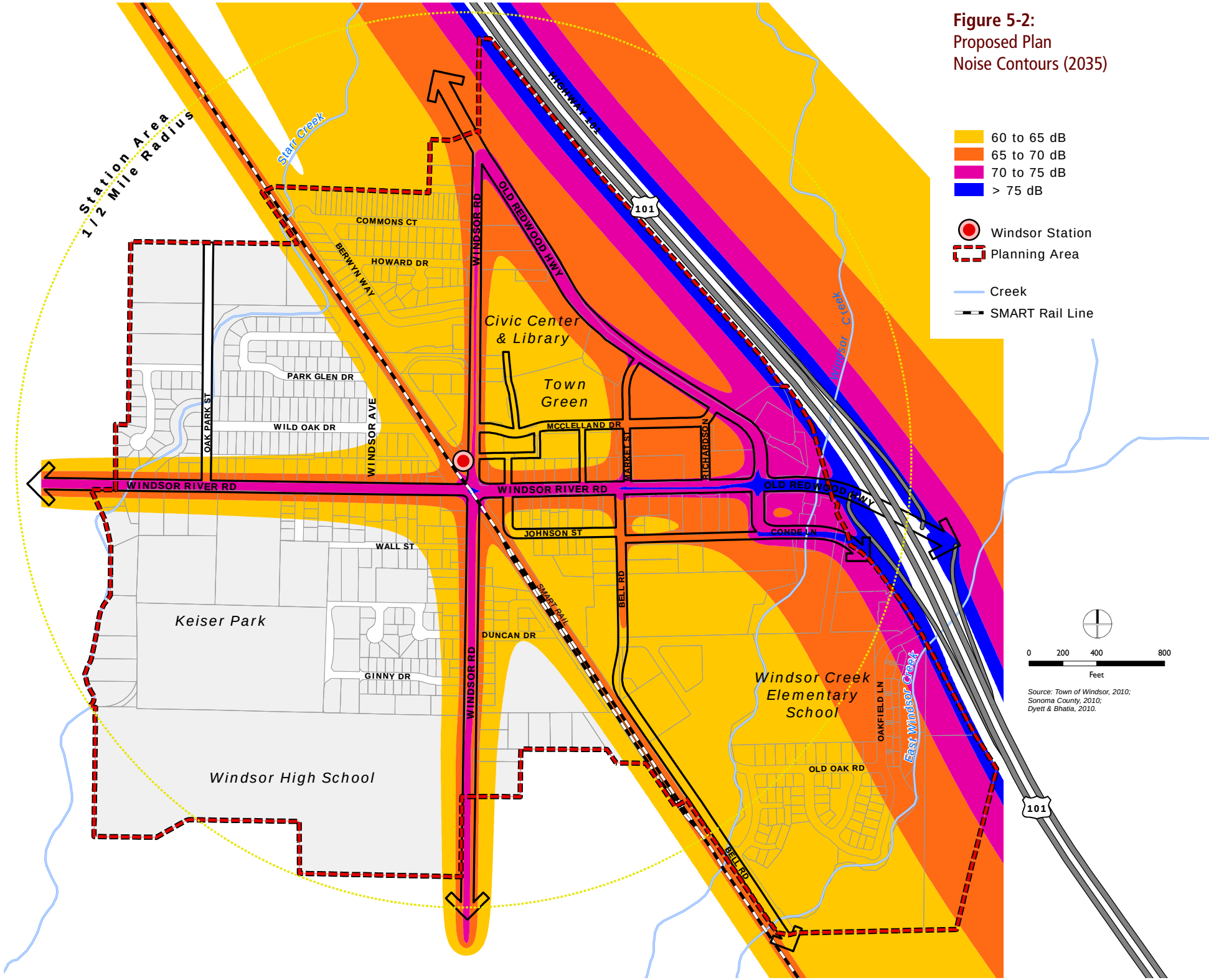


**Figure 5-2:**
Proposed Plan
Noise Contours (2035)




*Source: Town of Windsor, 2010; Sonoma County, 2010; Dyett & Bhatia, 2010.*

## 5.2 BIOLOGICAL RESOURCES

The Planning Area is mostly urbanized, containing primarily developed residential, commercial, and public uses. For most areas not covered with impermeable surfaces, such as buildings and roadways, the vegetative community consists primarily of non-native grassland and landscaping.

### Special Status Species

Special status species found in the Planning Area are shown in Figure 5-3 and are described below.

#### *California Linderiella*

California linderiella, a species of fairy shrimp native to California, has been found in the southeastern portion of the Planning Area, just south of the Windsor Creek Elementary School and adjacent to the Windsor Creekside Village. It tends to live in large, fairly clear vernal pools and lakes, though it has also been found in turbid water and in very small ponds. California linderiella are identified on the Special Animals List with the California Department of Fish and Game.

#### *California Tiger Salamander (Ambystoma Californiense)*

The California Tiger Salamander (CTS) is an amphibian in the family *Ambystomatidae*. It is a large, stocky, terrestrial salamander with a broad, rounded snout. Adult males are about 20 centimeters long and females are a little less than 18 centimeters long. Its habitat includes holes in the ground in oak woodlands, where it lives eight months of the year. The CTS breeds only in wetlands. The Sonoma County population is identified as threatened, and is a candidate for endangered status. The U.S Fish and Wildlife Service proposed 74,223 acres of the Santa Rosa Plain as critical habitat for the Sonoma County population of the CTS. The proposed critical habitat for CTS as it relates to the Planning Area is shown on Figure 5-3.

#### *Narrow-Anthered California Brodiaea*

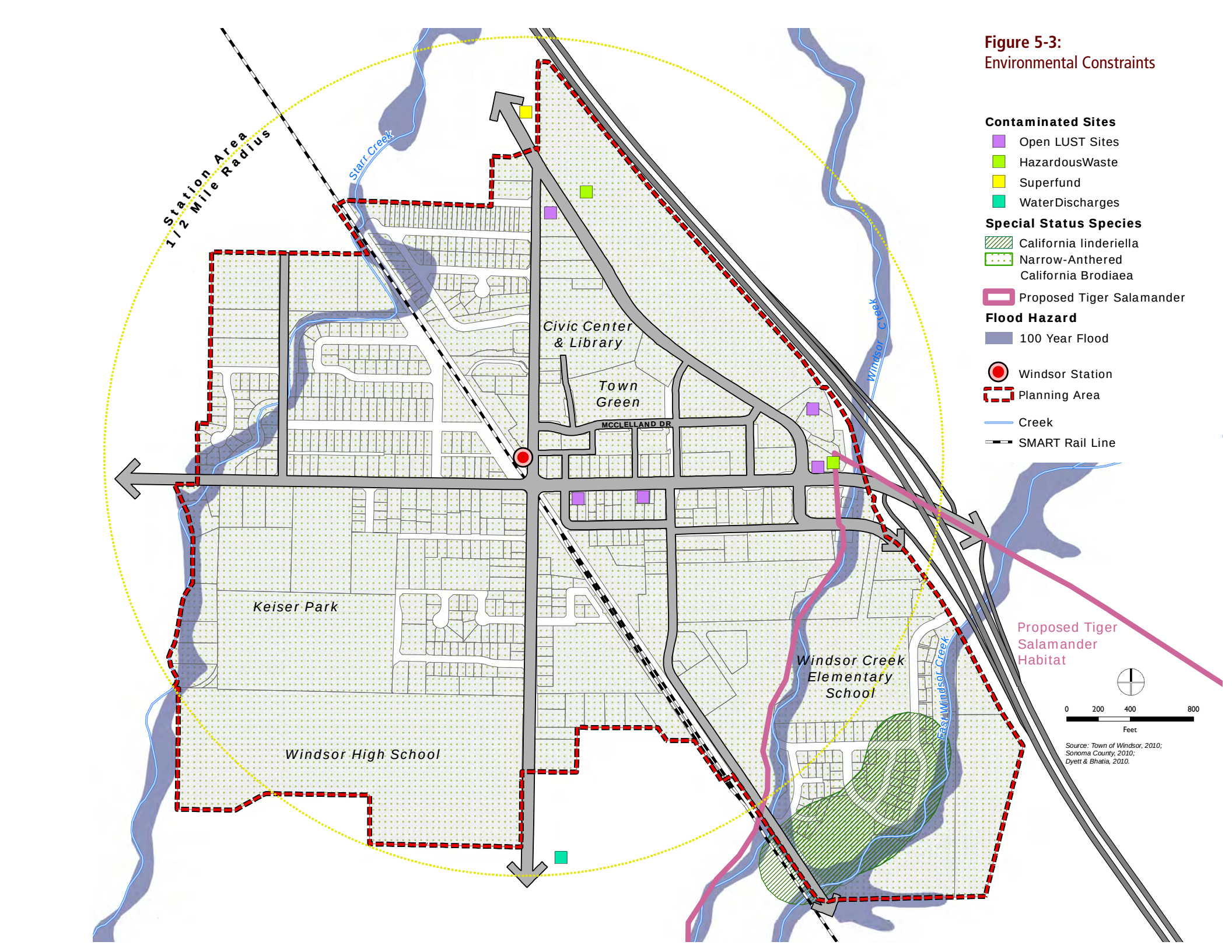
The Narrow-Anthered California Brodiaea, is a perennial herb that is native to California, is endemic (limited) to California, and is found throughout the Planning Area. It is identified on the Special Vascular Plants, Bryophytes, and Lichens List with the California Department of Fish and Game.

#### *Burke's Goldfields*

Burke's goldfields (*Lasthenia burkei*) is not found within the Planning Area, but can be found within a quarter-mile outside the Planning Area. Burke's goldfields is a small, slender annual herb in the sunflower family. This vernal pool species is found in the southern portions of Lake and Mendocino counties and northeastern Sonoma County. It was listed as endangered by the California Department of Fish and Game in September 1997 and the California Native Plant Society has identified it as rare or endangered throughout its range.

### Oak Trees

Trees function to enhance both the natural and designed landscape and provide a variety of functions that promote health, safety, and the general welfare of residents. The Windsor Zoning Ordinance intends to maintain optimum tree cover by achieving no net loss of the tree canopy cover of protected tree species. Within the Downtown core there are several preserved heritage oak sites, which add a sense of history and character to the area.


Figure 5-3:
Environmental Constraints
Contaminated Sites
Open LUST Sites
HazardousWaste
Superfund
WaterDischarges
Special Status Species
California linderiella
Narrow-Anthered California Brodiaea
Proposed Tiger Salamander
Flood Hazard
100 Year Flood
Windsor Station
Planning Area
Creek
SMART Rail Line
Station Area 1/2 Mile Radius
Starr Creek
Windsor Creek
Civic Center & Library
Town Green
MCCLELLAND DR
Keiser Park
Windsor High School
Windsor Creek Elementary School
East Windsor Creek
Proposed Tiger Salamander Habitat
0 200 400 800
Feet
Source: Town of Windsor, 2010; Sonoma County, 2010; Dyett & Bhatia, 2010.







*Biological resources including oak groves and creeks not only provide habitat areas, but also help define Windsor's identity.*

## GOALS AND POLICIES

**Goal EQ-B: Protect and improve the quality of biological resources and habitat areas.**

There are remaining areas supporting vestiges of the pre-development native vegetation, mainly within creek rights-of-way, preserved heritage oak sites, and on vacant properties. Seasonal wetlands, non-wetland waters, drainage ditches, creeks (Starr, Windsor, and East Windsor creeks), oak woodland, riparian woodland, and native and ornamental trees can be found throughout the Planning Area.[1] The following polices aim to protect and improve the quality of these resources.

EQ-4 Establish a minimum 30-foot buffer from all creek edges and restrict new development within the buffer. Expand the buffer edge in areas where the Town determines there is high biological value. Where feasible, allow public access in the form of open space or a multi-use trail within the creek edge buffer, and incorporate interpretive signage for educational purposes in public access areas along creeks.

EQ-5 Encourage new development to face creeks and streams and to promote public access to creeks, consistent with General Plan Policies C.2.2 and C.2.3. Further, consistent with the Town Zoning Ordinance, public access and visibility to creeks should be provided through roads adjacent to creeks, but outside of the creek setback.

EQ-6 Require new development to preserve trees identified in Chapter 27.36 of the Town Zoning Ordinance and restrict pavement and other encroachment within the Tree Protection Zone to ensure long-term survival. Any tree removal shall be consistent with the Tree Mitigation requirements of Chapter 27.36.

EQ-7 Design pedestrian and vehicle bridges proposed to cross Windsor Creek to span the bed and bank of the creek and avoid or minimize bridge piers or footings within the creek, within bridge safety limits.

EQ-8 Ensure that development within the California Tiger Salamander critical habitat (shown in Figure 5-3) is consistent with the Santa Rosa Plain Conservation Strategy.

EQ-9 Require that new development proposed for any parcel that may include habitat that supports a special-status species with a moderate or greater potential to exist in the Planning Area to inventory sensitive resources, and to develop adequate measures to avoid or mitigate those impacts. The inventory must be conducted by an independent, qualified biologist, and follow guidelines established for federally-listed species. If special-status species are identified, an avoidance strategy must be pursued where feasible.

1 *Redevelopment Agency of the Town of Windsor, Windsor Redevelopment Project Proposed Fifth Amendment Draft EIR, December 2009.*

## 5.3 HAZARDS AND FLOODING

The Plan, similar to other urban infill and redevelopment plans, must address the public health risks associated with hazardous materials and toxic air contaminants, as well as the risk of flooding. This section describes these hazards and includes policies designed to reduce the potential risks associated with Plan buildout.

### Contaminated Sites

Hazardous materials are substances with physical or chemical properties that pose an existing or potential future hazard to human health or the environment when improperly handled, disposed, or otherwise managed. Hazardous materials and wastes are extensively regulated by federal, State, regional, and local agencies. Several opportunity sites in the Planning Area face challenges associated with previous uses on the sites, some of which have resulted in contamination that must be cleaned up before new uses can be developed.

The Planning Area includes several contaminated sites, as shown in Figure 5-3 and detailed in Table 5-1. Sites monitored by the US Environmental Protection Agency are also shown on Figure 5-3 and listed in Table 5-1, including superfund, hazardous waste, and water discharge sites. These sites may be subject to use restrictions or warrant additional attention and clean up in case future use change is contemplated. Project-specific investigations will be necessary for projects on or adjacent to these sites to ensure that potential health risks are fully addressed.

### Flooding

The floodways of the three creeks in the Planning Area are within the 100 year flood zone (areas subject to inundation by the one percent annual chance flood event), as shown in Figure 5-3. In addition, the Warm Springs Dam, located 12 miles west of Healdsburg, could cause widespread flooding in the Town in the event of dam failure. The entire Planning Area would be inundated except the higher ground above 100 feet in elevation. According to the Sonoma County Dam Failure Evacuation Plan for this area, flood waters would reach Windsor within one to two hours following the event. This would allow sufficient time for emergency evacuation of the Town.[2]

### Toxic Air Contaminants

Toxic air contaminants (TACs) are air pollutants that may cause or increase mortality or serious illness, or that may pose a present or potential hazard to human health, and are linked to both short-term (acute) or long-term (chronic and/or carcinogenic) adverse human health effects. A

2 *Redevelopment Agency of the Town of Windsor, Windsor Redevelopment Project Proposed Fifth Amendment Draft EIR, December 2009.*







*Hazards in the Planning Area include contaminated sites (top and middle) and flooding risk along creek floodways (bottom).*

## TABLE 5-1: CONTAMINATED SITES IN THE PLANNING AREA

| Site Name | Address | Type | Description |
|---|---|---|---|
| Circle K Store (Former) | 290 Windsor River Rd | LUST Open - Site Assessment | In 1987, three 8,000-gallon USTs were removed from the site. Soil samples collected from beneath the USTs during closure activities indicated the presence of petroleum hydrocarbons. An investigation to determine the extent of petroleum hydrocarbons in the subsurface was required by the SCDHS. Between 1987 and 1994, 14 monitoring wells were installed. In 1997, groundwater and soil vapor remediation was initiated at the site. Remediation efforts include groundwater extraction and the installation of a spray aeration and vapor extraction (SAVE) system. Potential contaminants of concern include: gasoline. Potential to affect aquifer used for drinking water supply. |
| Banks Property | 340 Windsor River Rd | LUST Open - Site Assessment | Two 1,000-gallon USTs were removed from the site in 1992. In 1995 and 1996 the former tank area was over-excavated. A 350-gallon waste oil tank was discovered during the excavation activities. The site was investigated from 2000-2008 when a feasibility study/corrective action plan was prepared. Potential contaminants of concern include: gasoline. Potential to affect aquifer used for drinking water supply. |
| Shell Service Station | 9033 Old Redwood Hwy | LUST Open - Remediation; Hazardous Waste | Potential contaminants of concern include: diesel, gasoline, waste oil/motor/hydraulic/lubricating. Potential to affect aquifer used for drinking water supply. |
| Windsor Chevron | 9120 Old Redwood Hwy | LUST Open - Remediation | UST removal and replacement occurred in 1991 and 1995. Approximately 4,000 cubic yards of impacted soil was excavated and disposed of in 1995. Approximately 250,000 gallons of groundwater and stormwater run-off were pumped from the excavation. The current remediation system was started on October 7, 2008, and consists of soil vapor extraction, air sparge and groundwater treatment system. Potential contaminants of concern include: gasoline, waste oil/motor/hydraulic/lubricating. Potential to affect well used for drinking water supply. |
| Windsor Fuel | 9600 Windsor Road and 9600 Old Redwood Hwy | LUST Open - Site Assessment; Superfund; DTSC clean-up site | Active fuel distributor. Multiple USTs removed. Several active aboveground storage tanks. Soil and groundwater impacted with heavy weight petroleum hydrocarbons. Extent of contamination defined. Plume does not appear to be migrating. Final corrective action plan needed to address remaining soil and groundwater contamination. Potential contaminants of concern include: diesel, waste oil/motor/hydraulic /lubricating. Potential to affect aquifer used for drinking water supply. Associated DTSC clean-up site. |
| Jinkens J J Trucking Co | 9513 Raintree Ct | Hazardous Waste | This site is a transporter of hazardous wastes. At this site, there is currently insufficient information to determine whether human exposures are under control or to determine whether migration of contaminated groundwater is under control. |
| Windsor Wastewater Treatment, Reclamation and Disposal Facility | 8400 Windsor Rd | Water Discharges | n/a. |

*Source: Dyett & Bhatia, 2010; State Water Resources Control Board, 2010; Department of Toxic Substances Control, 2010; US Environmental Protection Agency, 2010.*

challenge for the Plan is to ensure adequate buffers between sensitive receptors and existing and potential sources of TACs.

A significant, common source of TACs is on-road motor vehicles, such as trucks and cars (mobile sources). The Bay Area Air Quality Management District (BAAQMD) advises that special overlay zones be established identifying a 500 foot buffer around all freeways and high-volume roadways, which would impact the Planning Area along Highway 101, as shown in Figure 5-4. In addition, there are five stationary sources of TACs in the Planning Area, shown on Figure 5-4 and in Table 5-2. Buffers around stationary sources indicate the distance from the source at which the cancer risk falls below the threshold established by the BAAQMD.

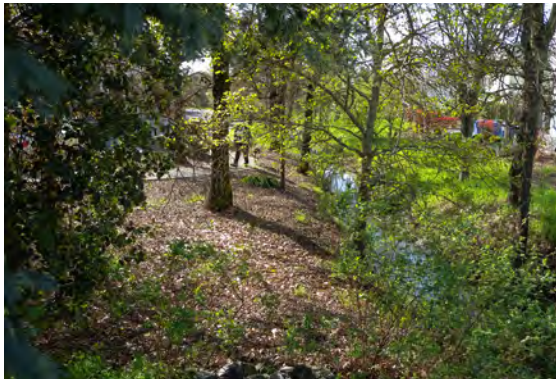
**TABLE 5-2: STATIONARY SOURCES OF TACS IN OR ADJACENT TO THE PLANNING AREA**

| Plant | Facility Name | Source Type | Street | Cancer Risk Threshold: 10 in a million | PM2.5 Threshold: 0.3 | Buffer | Adjusted Cancer Risk (in a million) |
|---|---|---|---|---|---|---|---|
| 14523 | Town of Windsor | 1 Deer Creek Sewer Lift Standby Generator | 809 Windsor River Rd | 0 | 0 | n/a | n/a |
| G5100 | Windsor Chevron | Gas dispensing facility | 9120 Old Redwood Hwy | 84.296 | na | 279 ft | 9.61 |
| G9861 (12298) | Windsor Shell | Gas dispensing facility | 9033 Old Redwood Hwy | 105.371 | na | 328 ft | 9.27 |
| 1236 | Town of Windsor | 4 Diesel BUGs, 25 misc waste water treatment sources | 8400 Windsor Road | 116.29 | 0.206 | 1,000 ft | n/a |
| G8325 | Windsor Water District | Gas Dispensing Facility | 8400 Windsor Road | n/a | n/a | n/a | n/a |

*Source: BAAQMD, 2011.*







*Policies aim to protect sensitive receptors, including residential uses and schools, and to ensure projects are not exposed to flooding.*

## GOALS AND POLICIES

**Goal EQ-C: Ensure that the exposure of new development in the Planning Area to hazards is minimized.**

Due to the presence of hazardous sites, toxic air contaminants, and flood-prone sites within the Planning Area, certain sites within the Planning Area will require careful assessment to ensure that potential health risks are fully addressed.

EQ-10 Require remediation and clean up of contaminated sites in the Planning Area, in accordance with federal and State standards. Require documentation of the site investigation and cleanup be submitted to Town staff during project review.

EQ-11 Require new residential projects and other new sensitive receptors such as schools, daycares, nursing and retirement homes located within 500 feet of Highway 101 to install indoor air quality equipment, such as high-efficiency particulate air filters (HEPA filters) or equivalent mechanisms to minimize health risks for future residents.

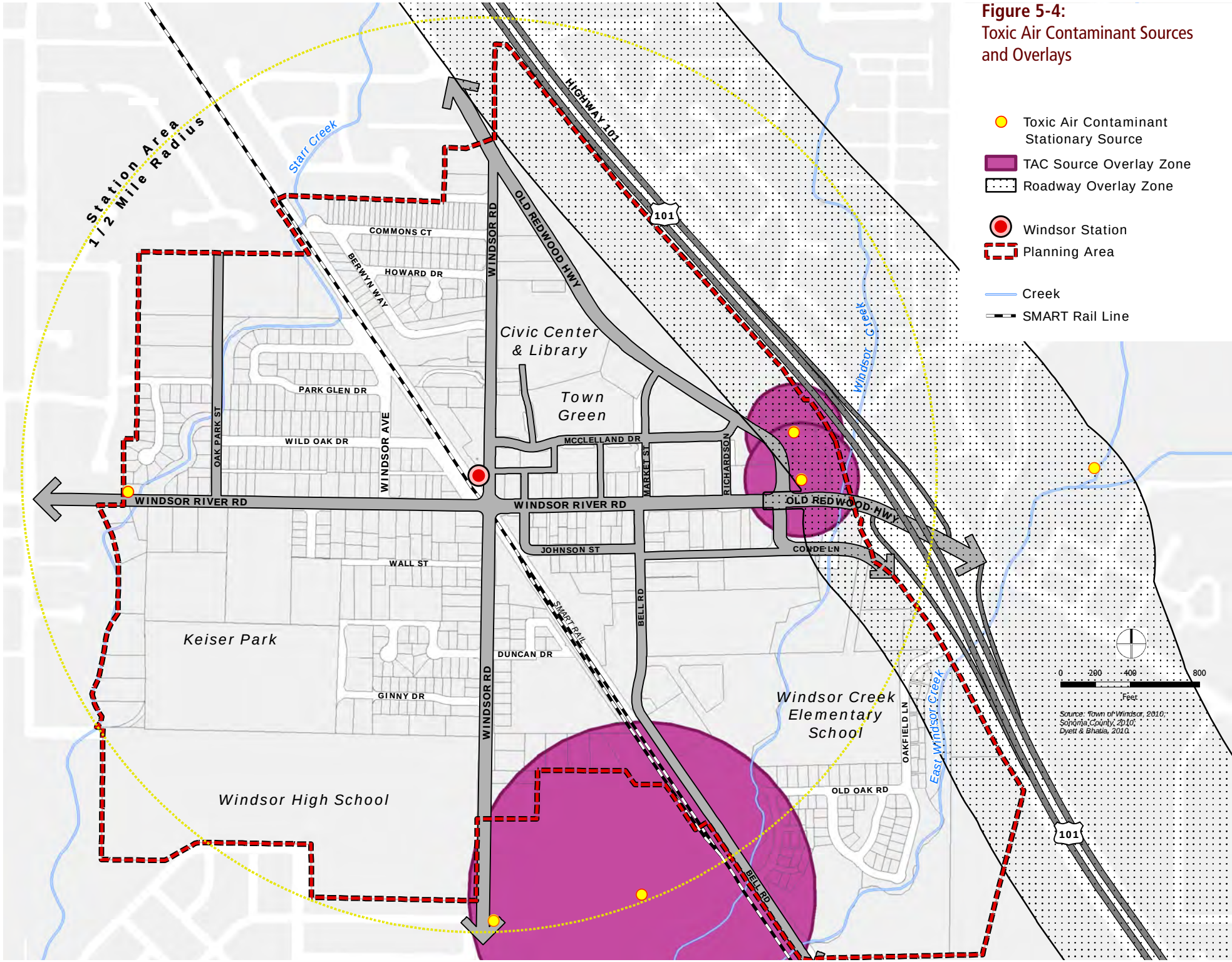
EQ-12 Require proponents of projects within identified high risk Overlay Zones surrounding existing hazardous sites, roadways, or TAC sources, as shown in Figure 5-4, to assess health risks at the location in question, and to incorporate feasible design-related risk mitigation measures, such as high-efficiency particulate air filters (HEPA filters) or equivalent indoor air quality equipment mechanisms, as appropriate. Require that documentation of assessment be submitted to Town staff prior to issuance of development permits.

EQ-13 Ensure new projects within the 100 year flood zone are designed to reduce flood risk. Strategies include site planning to minimize flood risk and applying flood safe standards to new construction.

EQ-14 For all new development, require that a preliminary soils report in accordance with the Town's Grading Ordinance is prepared and submitted to the Town, consistent with the requirements set forth in the Town's Municipal Code, Title XVI, Chapter 8, Article 4.

EQ-15 Require new large commercial projects to prepare a loading plan aimed to minimize truck idling and reduce diesel particulate emissions related to truck loading.

**Figure 5-4:**
Toxic Air Contaminant Sources and Overlays



EQ-16 Require construction mitigation measures for all proposed projects, such as the following measure recommended by the BAAQMD as applicable:

- All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.
- All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
- All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
- All vehicle speeds on unpaved roads shall be limited to 15 mph.
- All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.
- Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations). Clear signage shall be provided for construction workers at all access points.
- All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified visible emissions evaluator.
- Post a publicly visible sign with the telephone number and person to contact at the lead agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District's phone number shall also be visible to ensure compliance with applicable regulations.









# 6 PUBLIC FACILITIES, SERVICES, AND INFRASTRUCTURE

The Station Area/Downtown will experience significant residential and commercial growth by 2035 with the intensified land uses and expanded Downtown core established in the Chapter 2: Land Use. This growth must be supported by a complete network of public facilities, services, and infrastructure to support existing and new residents and businesses. This chapter elaborates on the additional facilities, services and infrastructure that will be required under the Plan and includes policies to ensure a high quality environment in the Planning Area.








*The Town Green and Huerta Gym are some of the park and recreation resources within the Planning Area.*

## 6.1 PARKS AND OPEN SPACE

The Planning Area includes just over 31 acres of parkland, including the Town Green and Keiser Park. The Planning Area also includes the Huerta Gym recreational facility and several trails that serve the area along the railroad south of Duncan Drive and along East Windsor Creek. These parks and trails serve an existing population of approximately 2,800 residents in the Planning Area, which results in about 11 acres per 1,000 residents, more than double the Town standard of 5.0 acres of parkland per 1,000 residents. These assets serve all of Windsor's residents as local destinations and community gathering places, and the Plan includes several policies aimed at increasing access to these destinations, detailed in Chapter 4: Circulation and Access. Further policies in Chapter 3: Streetscape, Building Design, and Development Standards relate to park and open space design. Policies in this section seek to expand and further enhance the park and open space resources in the Planning Area.

The Plan would add 2,420 new residents to the Planning Area and add three new neighborhood parks totaling 2.4 acres:

- A one-acre park as part of the Windsor Mill proposed project.
- A 0.7-acre park located in conjunction with the new Medium Density housing located near Starr Creek and Oak Park Street.
- A 0.5- to 0.7-acre park/plaza/preserve as part of the redeveloped Civic Center site that would preserve the oak grove on that site.

These parks are located to build on existing assets, such as the oak grove at the Civic Center, and to serve new residential development that is not in close proximity to existing park resources. Table 6-1 compares the total existing and future population and park acreage in the Planning Area.

**TABLE 6-1: COMPARISON OF POPULATION TO PARK ACRES IN THE PLANNING AREA**

| | Existing | Increase to 2035 | 2035 Total |
|---|---|---|---|
| Population | 2,800 | 2,420 | 5,220 |
| Park Acres | 31.2 | 2.4 | 33.6 |
| Ratio (acres per 1,000 persons) | 11.14 | 0.99 | 6.44 |

*Source: Dyett & Bhatia, 2011.*

## GOALS AND POLICIES

**Goal PF-A: Encourage outdoor and active living with more opportunities for healthy choices including walking and biking, access to parks, play spaces, and open space for residents to enjoy.**

Parks and open spaces continue to be a central focus of the high quality of life in Windsor and an important asset for maintaining a healthy community. While the Planning Area is already well served with parks and community facilities, the Plan proposes a three additional park spaces and strives to ensure that these spaces serve the needs of the Windsor community. In addition, the community has expressed interest in seeing more smaller plazas and open spaces incorporated as part of developments, and ensuring that parks cater to the needs of diverse population groups, including children.

*Also see policy LU-21 related to continuing to activate the Town Green with programmed uses.*

PF-1 Ensure that parks and public spaces in the Planning Area offer a diverse range of amenities and activities, such as: picnic areas; places to walk dogs; restrooms; children's play areas; sports fields; urban plazas with landscaping, paving, benches, and trees; a community center with Town recreation programs and classes; senior playgrounds; and staging areas along trail networks where people can access bike and pedestrian trails.

PF-2 Require the following public park spaces as part of new residential development:

- A one-acre park as part of the Windsor Mill proposed project.
- A 0.7-acre park located in conjunction with the new Medium Density housing located near Starr Creek and Oak Park Street. This park should be located such that it is accessible to the surrounding residential neighborhood and establishes a connection to Starr Creek and the Starr Creek trail.

PF-3 Preserve the existing oak grove located on the Civic Center site as a public open space.







*Windsor High School (top and middle) and Windsor Creek Elementary School (bottom) are located within the Planning Area.*

## 6.2 SCHOOLS

Windsor's award-winning public school system is a source of pride in the community and an important factor contributing to the town's livability. The Planning Area is served by the Windsor Unified School District (WUSD), with two schools, Windsor High School and Windsor Creek Elementary School, in the Planning Area. The Plan seeks to work closely with WUSD to maintain and enhance this asset.

### Windsor High School

Established in 1995, Windsor High School is located at the southwestern edge of the Planning Area. Enrollment is higher than the county and State averages for high school enrollment, and has been steadily increasing. Continued student growth has necessitated additional classrooms on campus. A new science building was recently completed and a new stadium featuring a synthetic field and all-weather track will be complete in 2010. Plans for a Career Technical Education building to house the digital media and design program are underway.[1]

### Windsor Creek Elementary School

Windsor Creek Elementary School, which serves second and third grade students, is located in the southeast corner of the Planning Area. WUSD is currently planning to restructure the Windsor Creek Elementary School site to become the Windsor Educational Center. The Elementary School would relocate to a site outside of the Planning Area, as discussed below. The Educational Center would house all the alternative programs (special education, preschool, developmentally-delayed adults, students with physical disabilities, and physical therapy), which serve the region. The site would serve approximately 300-400 students and 25 employees, plus 20 district office employees. The site design would also include increased parking. District offices, currently located in the Civic Center complex, would likely relocate to the Educational Center.[2]

### Projected Enrollment

Buildout of the Plan is expected to result in an addition of 1,230 households and an associated population of 2,420. Based on student generation rates used by WUSD, the new population would result in approximately 570 new students within the Planning Area, as shown in Table 6-2. The District primarily uses the "Oklahoma/Midwest Model" grade level configuration, under which all students at a grade level attend the same school and students attend multiple schools during their elementary education. Therefore, Table 6-2 shows new students by grade level as well as the total new students.

1 *Windsor Unified School District, Windsor High School: School Accountability Report Card, 2008-2009.*

2 *Herrington, Dr. Steve. Windsor Unified School District Superintendent, Stakeholder Meetings, July 2010.*

WUSD has continued to experience increased enrollment in recent years and projects a five percent cumulative increase in enrollment over the next five years (249 new students by the 2014) and a 12 percent cumulative increase in enrollment over the next ten years (626 new students by 2019).[3] This projection is more than the number of students that would be expected under the Plan; however the Plan could represent an increase over WUSD's projections, depending on the timing of new development.

As a result of this growth, and the fact that all of the district schools are or will be in need of additional capacity or major renovations in the near future, the District has identified the need for a new elementary school of 12 acres to be located in northeast Windsor.

## GOALS AND POLICIES

**Goal PF-B: Promote adequate and accessible school facilities for the Planning Area.**

PF-4 Work closely with the Windsor Unified School District to ensure appropriate accommodation of the future student population in Windsor.

PF-5 Work with project proponents of residential and mixed-use developments to create and/or improve safe routes to nearby schools.

**TABLE 6-2: PLAN NEW STUDENTS BY GRADE LEVEL (2035)**

| Grade Level | Generation Rate | Preferred Plan New Students |
|---|---|---|
| K-5 students per new home | 0.2208 | 272 |
| 6-8 students per new home | 0.0983 | 121 |
| 9-12 students per new home | 0.141 | 173 |
| **TOTAL K-12 STUDENTS PER NEW HOME** | **0.4601** | **566** |

Note: Calculations are based on 1,230 new housing units as part of the development potential of the Preferred Plan in 2035.

*Source: Dyett & Bhatia, 2011.*

3 *Windsor Unified School District, Facilities Utilization Master Plan 2011-2015, October, 2010. The district calculation for projecting future enrollment assumes that future trends will be similar to recent historical trends. The calculation includes movement between grade levels of cohort groups and students who are projected from future new housing units based on the District's students per new housing factor.*








*The Police Station (above) is located in the Civic Center and Fire Station #2 (middle and bottom) is located at the southern edge of the Planning Area.*

## 6.3 EMERGENCY SERVICES

### Police

The Windsor Police Department is staffed by the Sonoma County Sheriff's Department, which is comprised of over 1,000 employees, servicing a county of over 1,600 square miles and population of nearly 500,000. The Windsor Police Department consists of 14 patrol officers, one school-resource officer, one traffic officer, two sergeants, one chief, two youth and family services counselors, one community service officer, and two administrative staff. The average response time in 2009 was 5:11 minutes. Sampling from the League of California Cities shows 6-8 minutes as an acceptable range. As of 2009, the Windsor Police Department operates with 0.71 sworn positions per 1,000 residents.[4] Although a lower ratio than the county-wide average, crime rates in Windsor are lower than both State and county rates, and have been declining over the past few years.

### Fire

#### *Windsor Fire Protection District*

Founded in 1965 as the Windsor Volunteer Fire Department, the Windsor Fire Protection District (WFPD), established in 1986, is a combination paid/volunteer fire department. WFPD responded to a record number of service calls (2,019) in 2009, but remains below the minimum staffing recommended.[5] WFPD also provides extensive public education and fire/life safety services. The WFPD serves 30,000 people in 30 square miles. Four paid firefighters are on duty each day (24 hours a day, seven days per week), including two captains & two engineers. There are an additional 23 volunteer (on-call) suppression personnel, including two battalion chiefs, one engineer, six residential firefighters, and 14 firefighters. The WFPD provides emergency and nonemergency services to the community of Windsor, including fire prevention; fire suppression, rescue, and property conservation; emergency medical services; and disaster planning and response.

#### *Fire Station #2*

Fire Station #2 is located at the southern edge of the Planning Area. The Station recently completed construction and was awarded LEED Gold certification. Station #1/Headquarters is located outside of the Planning Area.

4 *Town of Windsor 2009 Annual Growth Control Report.*

5 *Town of Windsor 2009 Annual Growth Control Report, 2001 Town-commissioned Citygate Associates study.*

## GOALS AND POLICIES

**Goal PF-C: Maintain Windsor as a safe and livable community.**

**Goal PF-D: Ensure that new development adequately addresses public safety considerations in building design and site planning.**

PF-6 Work with the Windsor Fire Protection District to ensure that all new development in the Planning Area has adequate emergency access.

PF-7 Work with the Windsor Fire Protection District to ensure that fire flow capacity is adequate for new development and that necessary improvements, such as fire access roadways and fire hydrants, are installed and in service prior to building construction.

PF-8 Work with the Windsor Fire Protection District to ensure that fire services have the capacity to serve four and five story buildings prior to construction of buildings of that height.

# 6.4 UTILITIES

## Potable Water

### *Water Supply*

The Town's current water supply is provided under water rights held by Sonoma County Water Agency (SCWA). The current agreement with the SCWA allocates 5,625 acre-feet per year (AFY) under average annual conditions and 8.7 million gallons per day (MGD) under maximum flow conditions. Future water demand, both when considering Plan buildout and without Plan buildout, show that demand may be greater than what is available under the current agreement. Further, there is currently some uncertainty about the amount of water that will be available in the future with SCWA, which could result in insufficient water availability for current permitted, entitled and planned developments.[6]

In order to meet water demands for future development, additional water supply may be needed. The Town will need to address these concerns through a variety of approaches. One of these approaches, which is addressed in the Plan, is to reduce potable water demand through conservation measures and use of recycled water, which may be effective at reducing the gap between available water and projected need. For instance, as a result of the Town's implementation of reclaimed/recycled water for irrigation purposes,

6 *Town of Windsor 2010 Annual Growth Control Report.*





*The Town Green and Windsor High School are both irrigated with recycled water.*

the actual demand may trend lower because irrigation use is currently included in potable water calculations.

### *Potable Water System*

The Town's potable (domestic) water system is comprised of laterals that service users, pumps, reservoirs, transition mains, and hardware (valves, meters, etc.). The Town's water system draws on surface water provided through the Sonoma County Water Agency Santa Rosa Aqueduct and the Russian River Well Field to meet water demands.

Currently, the system has the ability to meet the existing demands, estimated at 4,445 AFY as of 2005. Under the Plan, water demand at build-out is expected to increase by 64 percent to 7,286 AFY, a two percent increase over the water demand expected in 2035 without the Plan (7,129 AFY). Modeling of future water demand indicates that the system will be capable of delivering the increased demand flows.

## Sanitary Sewer

The Town of Windsor owns, operates, and maintains a wastewater collection system that includes approximately 79 miles of public branch and truck sewers, one mile of private branch sewers, 1,310 manholes, 525 cleanouts, and approximately 6,100 private service laterals. The branches tie into trunk pipes which then carry all flows to the Town's wastewater treatment plant, with a design capacity of 2.25 MGD. The Town of Windsor's 2001 Water Reclamation Master Plan recommends increasing the treatment facility capacity to 3.0 MGD by 2020 at an estimated cost of $2.2 million. This expansion would be sufficient to handle the increase in flows due to the Plan buildout.

Buildout of the Plan is expected to increase flows in the Planning Area, resulting in minor and major deficiencies to specific trunks and branches under extreme rainfall events. For instance, the already overcapacity trunk line within Windsor Road would experience higher flows. An additional impact to the system occurs in the branch in Windsor River Road, east of Windsor Road. This branch (NB5) consists of an 8-inch diameter pipe extending from its connection to the trunk out to Conde Lane. The flows within this branch increase substantially under the Plan, resulting in overcapacity. However, implementation of improvements to the system as identified in the Master Trunk Sewer Plan (2000) would also address the points of overcapacity identified as a result of Plan buildout. These improvements are listed in Table 6-3. Alternatively, the NB5 branch could be addressed through complete replacement of this line with a 10-inch diameter pipe is estimated to cost $400,000.

## Recycled Water

Windsor's wastewater treatment system produces and supplies disinfected tertiary recycled

**TABLE 6-3: RECOMMENDED SEWER SYSTEM CAPACITY IMPROVEMENT PROJECTS IMPACTING CAPACITY IN THE PLANNING AREA**

| Project Name | Brief Project Description | Estimated Capital Cost | Status (June 2009) |
|---|---|---|---|
| South Trunk Relief Sewer | 1,840 lf of new 18-inch diameter sewer. | $233,000 | Remaining to be completed, sequence and timing to be coordinated with associated development. |
| West Trunk Phase II | 2,090 feet of new 12-inch diameter sewer. | $281,000 | Project scheduled for construction in Summer 2009 (not including abandonment of sewer lift station). |
| West Trunk Phase III | 3,040 feet of new 12-inch diameter sewer. | $340,000 | Remaining to be completed, sequence and timing to be coordinated with associated development. |
| West Trunk Phase IV | 5,150 feet of new 10-inch diameter sewer. | $618,000 | Remaining to be completed, sequence and timing to be coordinated with associated development. |

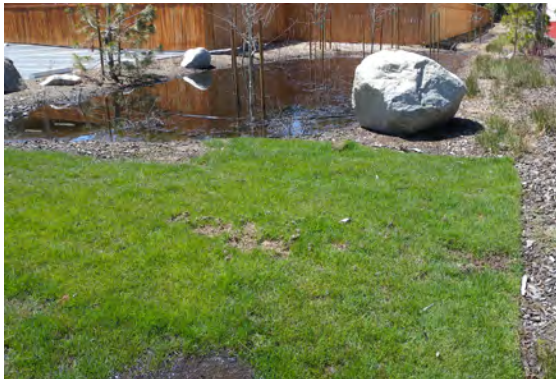
*Source: Town of Windsor Sewer System Management Plan, June 2009.*

water to an area of approximately 550 acres. The recycled water system includes a Water Reclamation Plant, recycled water storage ponds, discharge to Mark West Creek, and irrigation. Much of this infrastructure is located within the half mile radius of the Station, just south of the Planning Area, off of Windsor Road. The Town's recycled water system works in conjunction with the sanitary sewer collection system to provide irrigation water.

The Town Council has made providing reclaimed water for irrigation throughout the Town a priority and the Town is permitted to provide recycled water for irrigation of rural pasture, crops and vineyards and for irrigation of Town parks, playgrounds, and commercial and residential landscaping. The advanced treated recycled water is currently used to irrigate urban and agricultural lands, including the Town Green area, Wilson Soccer Park, the Windsor Golf Course, the Windsor High School, homes in the newly built Vintage Greens subdivision, and the Santa Rosa Junior College's Shone Farm pasture land.

Approximately 20,000 linear feet of recycled water main piping would need to be installed and connected to the existing system to provide service to the parcels in the Planning Area. It is estimated that 8- and 12-inch PVC pipes will need to be installed within major arterial roads, such as Windsor River Road and Windsor Road, and minor collector streets, such as Johnson Street and Oak Park Drive, at a cost of approximately $2.6 million.







*Examples of storm water management techniques that increase on site infiltration.*

Although producing sewer flows that can meet future recycled water demands shouldn't be an issue, storage volumes of the treated water in excess of demand should be reviewed. Storage may become an issue when peak hour sewer generation does not coincide with peak hour irrigation demand. This would be due to differences in individual suppliers and users of the two systems. It may also be related to the physical limitations of the collection and distribution pipes resulting in a time shift between when the sanitary sewer flows reach the treatment plant, when they are processed, and when the irrigation water is provided to users.

## Storm Water System

The Town's storm water conveyance system is designed to capture, direct, and convey peak storm event flows away from buildings thereby protecting life and public property from flood hazards associated with events that have a less than or equal to one percent chance of occurrence. The Sonoma County Water Agency has set forth guidelines to help developers and municipalities in the design of storm drain systems under peak flow rate conditions. The Town's system consists of interconnected catch basins, drop inlets, pipes, and culverts discharging into streams, creeks, and eventually the Russian River. Major and secondary waterways essential for flood impact mitigation include Starr, Windsor, and East Windsor Creeks.

Changes in land use as a result of the Plan will impact storm water discharge rates because land use categories influence the allowable percentage of impervious surface improvements. Impervious surfaces are materials that do not allow for the natural infiltration of storm water into soil where it can be absorbed by plants or contribute to subsurface water systems. By not allowing infiltration, storm water runoff is forced to runoff as sheet flow into creeks and streams, resulting in higher flow rates, soil erosion, and more detrimental scouring effects. Asphalt concrete, Portland cement concrete, roof shingles, and wood/Trex® patios are just some examples of impervious surfaces. While runoff coefficients would vary from existing and future projections without the Plan, significant impacts to major and secondary waterways, not already identified in the Windsor Cumulative Drainage Impact Mitigation Program Update during peak events are unlikely and associated infrastructure improvements are not anticipated.

Adoption of Santa Rosa's Standard Urban Storm Water Mitigation Plan (SUSMP) significantly reduces the risk of drainage impacts. In addition, various guidelines for development, such as Low Impact Development (LID) guidelines, Green Building Ordinances, USGBC LEED certification requirements, California's CalGREEN code, and the current State-wide Construction General Permit requirements, all focus on post-development runoff rates for small storms and their need to mimic pre-devel-

opment runoff rates. While most of these are optional development opportunities, they do represent a movement towards "no net increase" runoff rates, and in some cases, volume policies. Policies designed to reduce runoff rates are included in the Plan.

### Solid Waste

Windsor Refuse & Recycling, Inc. provides the following solid waste services within the Town of Windsor:

- Collection, transportation, and disposal of all residential solid waste, recyclables and green waste.
- Collection, transportation, and disposal of all commercial solid waste and green waste.
- Optional collection of commercial recyclables.
- Street sweeping of all public streets within the Town.

The Plan seeks to further reduce per capita waste flows through recycling and composting.

### Natural Gas and Electricity

Pacific Gas & Electric (PG&E) provides electricity and natural gas to the Station Area. PG&E has an obligation to provide the public with a safe and reliable energy supply as mandated by the California Public Utilities Commission (CPUC). As the franchised provider, PG&E is tasked with providing service now and into the future, meaning it is responsible to plan for changes in load growth for both services.

### *Utility Undergrounding*

The Town currently requires that all existing and proposed utilities within a new subdivision and along street frontages adjacent to the subdivision be placed underground. Further, the Five-Year Implementation Plan for the Windsor Redevelopment Project for 2010 to 2014[7] includes funding for public facilities and infrastructure improvements, including undergrounding of overhead transmission lines.

### Telecommunications

A robust telecommunications infrastructure is an important component of a positive business climate and high quality of life. Currently telecommunication services are provided by AT&T and Comcast. These services are provided in response to consumer demand. For any new telecommunication infrastructure, the Town requires that related electrical and equipment wiring shall be placed underground.

7 *Town of Windsor Redevelopment Agency Five Year Implementation Plan for the Windsor Redevelopment Project 2010-2014, adopted December 2009. The Redevelopment Plan for the Windsor Redevelopment Project Area (the "Fourth Amendment") was adopted August 2009, which extended the Redevelopment Plan effectiveness limit by two years until November 27, 2017, and the time period to collect tax increment and repay debt until November 27, 2027.*



*The Town currently requires utilities to be undergrounded as part of a subdivision project. Undergrounding has occurred in the Downtown core (top), but not in all of the surrounding neighborhoods (middle and bottom).*

## GOALS AND POLICIES

**Goal PF-E: Continue the successful provision, maintenance and operation of infrastructure and public utilities to maintain the quality of life and sustainability of the Station Area/ Downtown.**

**Goal PF-F: Continue efforts to safeguard the quality and availability of water supplies.**

PF-9 Actively pursue and secure additional water sources and supply for the town to meet the community's future water needs.

PF-10 Implement the improvements outlined in Table 6-4.

PF-11 To reduce water consumption, require new development to install:

- Low-flow showerheads, faucets, and toilets;
- Smart irrigation controllers; and,
- Drought-tolerant landscaping.

PF-12 Promote use of rainwater harvesting systems.

PF-13 Design new streetscape and landscaped areas for stormwater management and the efficient use and conservation of water, such as:

- The installation of drought-resistant plant palettes.
- Use of low-flow irrigation systems in the public rights-of-way, public parks, and recreation areas.
- Use of bioswales and rain gardens in planting areas and curb extensions to provide retention basins and improved stormwater management.

PF-14 Extend recycled water infrastructure to serve new development areas.

PF-15 Require new development to be plumbed to receive recycled water. Require that all new and retrofitted water connections to the potable system use recycled water to the greatest extent feasible, provided adequate recycled water can be reliably delivered to the user.

PF-16 Require new development to incorporate natural drainage systems and/or groundwater recharge features.

PF-17 Require new development to conform with the Standard Urban Storm Water Mitigation Plan, and promote additional low impact design through use of Russian River-Friendly Landscape Guidelines to conserve water, preserve water quality, promote groundwater recharge, and protect habitat.

PF-18 Require all new development to participate in all recycling and hazardous waste reduction and solid waste diversion programs in effect at the time of issuance of building permits.

PF-19 Require recycling and green waste opportunities in all new multifamily and non-residential development.

PF-20 Support local utility providers in the undergrounding of utilities. Work with PG&E and other public agencies to underground existing overhead utility lines.

## TABLE 6-4: INFRASTRUCTURE REQUIREMENTS REQUIRED FOR THE PLAN

| | |
|---|---|
| **Potable Water Infrastructure** | |
| ***Location/Required Infrastructure*** | |
| Potable water system impacts due to the SAP were not found; however, specific potable water system requirements should be further evaluated through preparation of an updated potable water master plan at an appropriate time in the future. | |
| **Sewer Infrastructure** | |
| ***Location*** | ***Required Infrastructure*** |
| North Trunk | Replacement of 8-inch with 10-inch pipe from Conde Lane to Windsor Road if the following ALT-1 improvements are not implemented per the 2000 Master Trunk Sewer Plan. |
| ALT-1: North Trunk | Construct relief sewer between nodes NT8 and NT10 in Windsor Road per 2000 Master Trunk Sewer Plan. |
| ALT-1: South Trunk | Construct relief sewer between nodes ST6 and BT7 in Conde Lane per 2000 Master Trunk Sewer Plan. |
| ALT-1: Los Amigos Trunk | Extend under Highway 101 to serve north part of Town per 2000 Master Trunk Sewer Plan. |
| ALT-1: West Trunk | Construct Phases 1-4. This will provide additional relief in North Trunk per 2000 Master Trunk Sewer Plan. |
| Treatment Plant | Capacity expansion of the treatment plant was addressed in the 2001 Water Reclamation Master Plan for build-out conditions. The following facilities would be required to meet demand at build-out with or without the SAP improvements:<br>• Construction of a fourth set of flocculation tanks<br>• Installation of a fourth Advanced Waste Treatment (AWT) clarifier<br>• Installation of an eighth filter<br>These additional improvements are associated with the plant's anticipated Phase II improvement and would allow the plant to process 3.0 MGD ADWF. |
| **Recycled/Reclaimed Water Infrastructure** | |
| ***Location/Required Infrastructure*** | |
| Recycled/reclaimed water system currently serves the Town Green area, Wilson Soccer Park, the Windsor Golf Course, the Windsor High School, homes in the newly built Vintage Greens, and the Santa Rosa Junior College's Shone Farm pasture land. If all areas identified in the Planning Area should receive service, approximately 20,000 linear feet of pipe will need to be installed.<br>The 2001 Water Reclamation Master Plan addresses the need for additional storage ponds for build-out conditions without the Plan. Additional volume under the SAP should be reviewed further because future discharge locations will depend on the construction of transition mains and the amount of volume required. | |
| **Stormwater Infrastructure** | |
| ***Location*** | ***Required Infrastructure*** |
| Individual Parcels | Improvements of individual parcels should be reviewed for conformance with current SUSMP guidelines limiting the runoff discharge rate and volume. Minor systems should be evaluated for impacts at time of development. |

*Source: Green Valley Consulting Engineers, 2011.*

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# 7 IMPLEMENTATION

While the Windsor Station Area/Downtown Specific Plan provides a comprehensive framework and set of policies, achieving the full development potential of the Plan will require a range of efforts and actions on the part of the Town and the developers involved. These include carrying out the necessary regulatory measures, providing infrastructure improvements, and securing needed financing. This chapter details many of the actions that will be required for effective implementation of the Plan.

## 7.1 GENERAL PLAN AND ZONING ORDINANCE AMENDMENTS

The Town of Windsor will need to complete General Plan and Zoning Ordinance amendments to ensure both are consistent with the Plan, to maintain "vertical consistency" across the documents, as required by State law.

### General Plan

The General Plan would need to reflect the Specific Plan's vision and goals and policies, and recognize the Station Area's development potential. The Town is planning to update its General Plan in the next few years, at which point the Specific Plan should be integrated into the updated General Plan.

### Zoning Ordinance

While the General Plan establishes a policy framework, the Zoning Ordinance prescribes standards, rules, and procedures for development. The Zoning Ordinance translates plan policies into specific use regulations, development standards, and performance criteria that govern development on individual properties. The Specific Plan provides regulations for new and modified land use districts and overlays, use and development standards, and density and intensity limits, consistent with the Plan's land use classifications and development standards included in Section 2-2: Land Use Classifications and Section 3-3: Development Standards. These will need to be reflected in the Zoning Ordinance, or alternatively, the Town could incorporate standards and guidelines of the Specific Plan by reference in the Zoning Code. The Town will also bring the Zoning Map into conformance with the Plan.

Until such time as the Zoning Ordinance is updated by adding a reference or the required changes described above, development would be in accordance with the land use designations and development regulations outlined in the Specific Plan. Other rules and procedures as established in the Zoning Ordinance would also apply.

## 7.2 IMPLEMENTATION PROGRAM AND PHASING

Implementation of the Town of Windsor Station Area/Downtown Plan will require action by several different departments within the Town, including Planning, Redevelopment, Economic Development, Public Works, Parks and Recreation, and Public Safety. Ultimately, much of the look and feel of the Planning Area will be determined by the architecture, landscaping, layout, and maintenance of individual developments, as prescribed by the design standards and guidelines articulated in Chapter 3. However, the Town must take the lead in coordinating the needed area-wide actions that will enable complete implementation of the Plan and its vision. Table 7-1 lays out the actions, responsible parties, and the estimated timeframe/phasing needed to ensure the Plan's implementation. Estimated costs are included where available; cost estimates are preliminary, and there may be additional costs associated with improvements as streetscape, traffic, and infrastructure plans develop over time.

### Relationship to Other Existing Documents

The Station Area/Downtown Specific Plan will supersede the Town of Windsor 1997 Downtown Plan and will supplement the Town of Windsor Design Standards.

### Phasing

Phasing of improvements and projects will be based on development cost, market factors, and available financing. Many of the infrastructure improvements will be contingent on the need created by new development and will happen concurrently with new development. A recommended phasing strategy is outlined below, though as market conditions may change in the future, actual phasing strategy may differ.

### Proposed Phasing Strategy:

1. Improvements to the public realm in the Downtown core and access improvements to the Station Area/Downtown to spark development around the Town Green and along McClelland Drive.
2. Leverage publicly owned sites adjacent to the Town Green and Station, including the old fire station on Windsor Road and the Civic Center and Library site. The Civic Center and library redevelopment is crucial for the activation of the Town Green and expansion of the Downtown core.
3. Redevelopment of other privately owned sites near the Downtown core.
4. Redevelopment of privately owned sites outside of the Downtown core, including development near Keiser Park, on Oak Park Drive, and conversion of residential uses to office.

## TABLE 7-1: IMPLEMENTATION AND PHASING PLAN

| Action | Department or Agency Responsible | Timeframe/Phasing | Estimated Cost |
|---|---|---|---|
| **Land Use and Planning** | | | |
| Amend the General Plan to reflect the land uses, density/intensity standards and policy direction in the Specific Plan. | Planning | 1 to 5 years | n/a |
| Amend Zoning Map and Ordinance to conform to the land uses, parking standards, and development standards established in the Specific Plan. | Planning | 1 to 5 years | n/a |
| Issue an RFP for the Town-owned old fire station property. | Planning, Economic Development, Redevelopment | 1 to 5 years | n/a |
| Issue an RFP for redevelopment of the Civic Center Site, including incorporation of an updated Library and Huerta Gymnasium, and a pedestrian seating area at the northern edge of the Town Green. | Planning, Economic Development, Sonoma County Library, Parks and Recreation, Redevelopment | 1 to 5 years | n/a |
| Develop a marketing campaign that showcases Windsor's assets; coordinate this campaign with SMART upon extension of SMART Service to Windsor. | Planning, Economic Development, SMART, Redevelopment | 1 to 5 years | n/a |
| Pursue public/private partnerships to support Town Green programming, including art, cultural, and athletic events. | Planning, Economic Development, Redevelopment | 1 to 5 years and ongoing | n/a |
| **Circulation and Access** | | | |
| Implement an expanded wayfinding system. | Planning, Public Works, Economic Development | Concurrent with development | n/a |
| Implement streetscape improvements outlined in Chapters 3 and 4. | Planning, Public Works | Concurrent with development | n/a |
| Implement mid-block pedestrian connections. | Planning, Public Works | Concurrent with development | n/a |
| Highway 101 Pedestrian Crossing – conduct a study to determine the most feasible alignment and relative costs; implement preferred alignment. | Public Works, Planning | 1 to 5 years | n/a |
| Implement series of roundabouts as outlined in Policy C-2. Three of these improvements are potentially included in the planned Old Redwood Highway improvements. | Planning, Public Works | 1 to 5 years | n/a |
| Implement SMART Trail. | SMART, Planning, Public Works | 1 to 5 years | n/a |
| Install Windsor Creek Pedestrian bridges. | Planning, Public Works, private developer | Concurrent with development | n/a |
| Close gaps in the sidewalk network. | Planning, Public Works | 1 to 5 years with SCT | n/a |
| Bike routes and lanes outlined in the 2008 Windsor Bicycle and Pedestrian Plan. | Planning, Public Works | 1 to 10 years with SCT | n/a |
| Work with SMART to develop a marketing campaign to promote use of the train, including on weekends. | Planning, Public Works, SMART | Concurrent with start of SMART service | n/a |

## TABLE 7-1: IMPLEMENTATION AND PHASING PLAN

| Action | Department or Agency Responsible | Timeframe/Phasing | Estimated Cost |
|---|---|---|---|
| Work with SCT and SMART to publicize and incentivize the use of transit to and from events. Coordinate Town Green events with transit service. | Planning, Public Works, SMART, SCT | 1 to 5 years with SCT | n/a |
| Conduct a study on the demand for additional shuttle service that connects key destinations to Windsor Station/Downtown. | Planning, Public Works | 1 to 5 years | n/a |
| Work with SCT to develop a unique theme or design that provides amenities at all stops and distinguishes bus stops in Windsor. | Planning, Public Works, SCT | 1 to 5 years | n/a |
| Implement real-time system updates, such as 'next bus.' | Planning, Public Works, SCT, SMART | | n/a |
| Complete Impact Fee Projects identified in the Planning Area (see Table 5-2). | Public Works, Planning | 1 to 5 years | Per Impact Fee Project list |
| Redesign Windsor Road/Windsor River Road Intersection and incorporate supplemental safety measures. Preference to the roundabout design solution. | Public Works, Planning, SMART, California Public Utilities Commission | 1 to 5 years | $2.6 million (modern single-lane roundabout)<br>$2.3 million (improve and reconfigure signalized intersection) |
| Old Redwood Highway Interchange Reconstruction | Public Works, Planning | 20 to 25 years | $21.7 million |
| New Street Extensions:<br>• Along the northern edge of the Town.<br>• Extend Bell Street South to meet Bell Road.<br>• Extend Oak Park Drive north.<br>• Extend Wall Street and Duncan Drive west and connect them together with a new street that runs along Keiser Park.<br>• Reestablish the alley that runs between Railroad Ave and Wild Oak Drive. | Public Works, Planning | Concurrent with development, by location | n/a |
| Park and Ride parking for cars and bikes. | Public Works, Planning, Public Works, SMART | Concurrent with start of SMART service | n/a |
| Establish two-hour parking limits or implement a priced parking system as demand for parking increases. | Public Works, Planning | Concurrent with development/identified need | n/a |
| Establish a residential parking permit program as needed to address spillover parking into residential neighborhoods (not anticipated). | Public Works, Planning | Concurrent with development/identified need | n/a |

## TABLE 7-1: IMPLEMENTATION AND PHASING PLAN

| Action | Department or Agency Responsible | Timeframe/Phasing | Estimated Cost |
|---|---|---|---|
| **Environmental Resources and Quality** | | | |
| Employ a public awareness campaign related to train safety. | Public Works, Planning, SMART | Concurrent with start of SMART service | n/a |
| **Public Services and Infrastructure** | | | |
| Public open space and oak preserve at the Civic Center. | Parks and Recreation; Planning; Public Works | Concurrent with Civic Center Redevelopment | n/a |
| New Park near Oak Park Road and Starr Creek. | Parks and Recreation; Planning; Public Works | Concurrent with development along Oak Park Road | n/a |
| New Park in the pending Windsor Mill development project. | Parks and Recreation; Planning; Public Works | Concurrent with development on Windsor Mill site | n/a |
| Coordinate with OUSD regarding population buildout and provision of schools. | Planning, OUSD | 1 to 5 years and ongoing | n/a |
| Acquire additional emergency response equipment, including equipment serving four and five story buildings, and provide fire flow capacity needed to serve new development. | Public Safety | Ongoing, as development progresses | n/a |
| Add police staff and equipment as needed to serve new development. | Public Safety | Ongoing, as development progresses | n/a |
| Implementation of remaining Master Trunk Sewer Plan improvements OR North Trunk replacement of 8-inch with 10-inch pipe from Conde Lane to Windsor Road. | Public Works | Concurrent with development | $400,000 for the North Trunk replacement from Conde Lane to Windsor Road |
| Treatment Plant capacity expansion to process 3.0 MGD ADWF. | Public Works | Concurrent with development | $2.2 million |
| Extend the recycled/reclaimed water system to service the rest of the Planning Area, requiring up to 20,000 linear feet of pipe. | Public Works | Concurrent with development | $2.6 million |
| Additional storage ponds per review of future volumes. | Public Works | Concurrent with development | n/a |

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

*Source: Dyett & Bhatia, W-Trans, Green Valley Consulting Engineers, 2011.*

## 7.3 INFRASTRUCTURE FINANCING STRATEGIES

This section evaluates potential approaches to funding capital costs. There are a variety of mechanisms public agencies can use to collect funds for capital improvements. Selection of the appropriate mechanism depends on the nature of the improvement. For example, development impact fees place the burden on developers (and ultimately the occupant of the home or business being constructed), whereas assessment districts place the financial responsibility on existing and new property owners, and funding through the Capital Improvement Program budget shares the burden town-wide. The Town must determine who benefits from the improvement to decide on appropriate funding streams. Types of capital improvements and the various approaches that could be used for funding are identified in the text below and in Table 7-2.

### Overview of Funding Needs and Capacity

Development of the Plan will require traffic and circulation improvements, streetscape improvements, new parks and open space, a new elementary school, natural gas and electricity services, telecommunications capacity, and water, sewer, and drainage improvements. In addition to direct construction by the developers, the infrastructure obligations can be met through a variety of mechanisms, the most common of which in California include impact fees, user fees, and CFDs. For projects that are public priorities, tax increment financing may also be available in designated redevelopment areas. Each of the funding mechanisms described below can be used separately or in combination with one another.

**TABLE 7-2: INFRASTRUCTURE FINANCING SOURCES AND STRATEGIES**

| Project Components | Capital Improvements Program | Impact Fees | Developer Contributions | Special Assessment Districts | Redevelopment Tax Increment | Other Grants and Loans |
|---|---|---|---|---|---|---|
| Streetscape and Pedestrian Improvements | X | X | X | X | X | X |
| Bicycle Lanes and Trails | X | X | | X | X | X |
| Transit Improvements and Access | X | | | X | X | X |
| Streets and Traffic Improvements | X | X | | X | X | X |
| Utilities and Public Services | X | X | X | X | X | X |
| Parks, Public Spaces and Recreation Facilities | X | X | X | X | X | X |
| Parking and TDM | | X | X | X | X | X |

At buildout, the new development within the Station Area/Downtown Specific Plan area is estimated to be valued at approximately $575 million.[1] While the value of the development does not directly affect the revenues generated through development impact fees, development value does factor into tax increment estimates and estimates of revenues from any special assessments that may be established. Given a total project value of approximately $575 million, infrastructure costs of approximately $58 million should be supportable based on an industry "rule-of-thumb" that infrastructure improvements can represent 10 percent of total project value.

## Capital Improvement Program

The Capital Improvement Program (CIP) is a discretionary infrastructure funding plan for the Town. It describes in detail a five-year plan for specific Town improvement projects, complete with schedules and anticipated financing. It draws on various Town funds, including Drainage Mitigation, Gas Tax, General Fund, Park Development, Public Facilities, Redevelopment, Traffic Mitigation, Utilities Funds, and certain outside funding sources. The Council must approve the CIP, and capital projects are initiated when the Council approves appropriations in the Town's budget. The five-year program is designed to:

- Serve as both a financial and project planning document.
- Assist in the orderly development of the Town and concurrent construction of public facilities and infrastructure.
- Implement and be consistent with the goals and policies of the Town.

Some of the improvements identified in the Plan will need to be added to the CIP for implementation.

## Impact Fees

The Town charges development impact fees to fund infrastructure improvements required by new development. The impact fee funding accrues incrementally over time as new development occurs. Development impact fees can only fund capital improvements (i.e., not ongoing maintenance expenses) that are on the fee program project list, which is amended from time to time. The Town currently collects the following impact fees:

- Traffic
- Park & Recreation Facilities
- Drainage
- Public Facilities
- Water Capacity
- Water Reclamation (formerly Sewer)
- Fire
- School

While existing development impact fees are likely to be sufficient to fund most of the traffic and public utility infrastructure required to support development under the Plan, the projects must be on the impact fee project list if they are to be eligible for funding. New projects cannot be added to the impact fee project list without amending the fee program. The Town may choose to update its fee program to reflect new development estimates and to include the additional transportation and other projects required by the new development. Estimated revenues related to the buildout of the Plan for drainage, park & recreation facilities, public facilities, and traffic impact fees are estimated in Table 7-3.

1 *This approximation assumes that the Specific Plan area development will achieve market rate prices of $350,000 for single-family homes and $300,000 for multifamily units and assumes per square foot values of $275 for retail and office space envisioned in the Specific Plan (based on current asking prices that range from $250 per square foot to $280 per square foot. The hotel per square foot value of $300 is based on a capitalized value of annual estimated operating income. Total commercial values are estimated at $225.0 million.*

## TABLE 7-3: ESTIMATED DEVELOPMENT IMPACT FEE REVENUE AT BUILDOUT

| Category | Amount | Fee | Revenue |
|---|---|---|---|
| **Drainage** | | | |
| Single Family (units) | 360 | $2,888 | $1,039,680 |
| Multifamily (units) | 870 | $2,888 | $2,512,560 |
| Commercial (acres) | 40 | $5,251 | $609,290 |
| **DRAINAGE SUBTOTAL** | | | **$4,161,530** |
| **Parks and Recreation**[1] | | | |
| Single Family (units) | 360 | $8,526 | $3,069,360 |
| Multifamily (units) | 870 | $5,887 | $5,121,690 |
| **PARKS AND RECREATION SUBTOTAL** | | | **$8,191,050** |
| **Public Facilities** | | | |
| Single Family (units) | 360 | $4,400 | $1,584,000 |
| Multifamily (units) | 870 | $3,039 | $2,643,930 |
| Retail (1,000 SF) | 449 | $869 | $389,747 |
| Office (1,000 SF) | 249 | $1,449 | $360,221 |
| Hotel (1,000 SF) | 62 | $869 | $53,878 |
| **PUBLIC FACILITIES SUBTOTAL** | | | **$5,031,776** |
| **Traffic** | | | |
| Single Family (units) | 360 | $10,119 | $3,642,840 |
| Multifamily (units) | 870 | $6,211 | $5,403,570 |
| Retail (1,000 SF) | 449 | $8,449 | $3,789,377 |
| Office (1,000 SF) | 249 | $6,446 | $1,602,476 |
| Hotel (1,000 SF) | 62 | $8,449 | $523,838 |
| **TRAFFIC SUBTOTAL** | | | **$14,962,100** |
| (less) Mixed-Use Credit[1] | -15% | | $(808,778) |
| (less) Transit-Core Credit, Residential | -9% | | $(814,177) |
| (less) Transit-Core Credit, Commercial | -3% | | $ (177,471) |
| Subtotal, Traffic Credits | | | $ (1,800,425) |
| Net, Traffic | | | $13,161,675 |
| **TOTAL DEVELOPMENT IMPACT FEES** | | | **$30,546,031** |

1. As an alternative to the in-lieu fee, subdivisions designated for eight or more units per acre must provide 0.01 acres per unit.

Source: Economic & Planning Systems, Inc, 2011; Dyett & Bhatia, 2011.

## Developer Contributions

Developer contributions are payments made in addition to normal impact fees as part of the development approval process for specific projects; these most often apply to larger developments with significant associated impacts. Contributions fund infrastructure and improvements such as dedications of right-of-way for streets and utilities, and provision of open space, parks or landscape improvements. Where developers provide parks as part of their developments, they could be exempted from park impact fees at the discretion of the Town.

## Special Assessment Districts

Individuals and businesses can cooperate to create special assessment districts in which they tax themselves (outside the limitations of Proposition 13) or collect fees in order to fund specific benefits, such as landscaping, infrastructure improvements, and parking facilities.

### *Community Facilities District*

The Mello-Roos Community Facilities Act of 1982 enables the formation of Community Facilities Districts (CFDs) by local agencies for the purpose of financing the construction of needed community infrastructure. The CFD is empowered to levy additional property taxes on land located inside the district, thus creating a dependable revenue stream that can be used in issuing bonds to pay for new infrastructure. Formation of a new CFD requires approval by two-thirds of the District's property owners, but CFDs have proven to be an attractive option for many California developers as a means of financing improvements they would otherwise have to fund with their own resources. The Town could seek to establish a new Station Area/Downtown CFD to help pay for Downtown infrastructure improvements. A new CFD could be established instead of amending the fee program, or to supplement an amended impact fee program.

In general, it is advisable that total tax rates be kept under a certain level so that the owners of the properties do not suffer annual tax hardships and so that the tax burdens do not become a major factor in the buyers' willingness to pay for homes, buildings, or developable land. It is recommended that the total tax rate be not more than 1.75 percent of assessed value. A special tax rate at 0.25 percent of total assessed value (above the existing tax rate of 1.00 percent plus approved additions) should be well within this total tax burden limit. A Station Area/Downtown CFD that assesses property owners at a rate of 0.25 percent would generate gross annual revenues of approximately $1.4 million. After applying a 110 percent debt coverage ratio, the bonding capacity of this annual revenue stream is approximately $16.3 million, assuming 5 percent interest on a 20-year bond.

### *Landscape and Lighting District*

Permitted by the Landscape and Lighting Act of 1972, local governments may form a Landscape and Lighting District to finance elements such as the landscaping and lighting public areas (e.g., parks and plazas).

### *Business Improvement District*

Business or property owners within a defined geographic area may agree to assess themselves annual fees, as part of a Business Improvement District (BID). The BID may then fund activities and programs to enhance the business environment; these may include marketing and promotion, security, streetscape improvements, and special events. Once established, the annual BID fees are mandatory for business/properties located within the BID. Generally, this mechanism is most frequently used in existing commercial retail districts. It is not used to fund infrastructure due both to the limited revenue base and the short-term nature of the BID structure, which makes issuance of debt infeasible.

### *Infrastructure Finance District*

Infrastructure Finance Districts (IFD) are financing entities created in order to fund regional public facilities and infrastructure. IFDs can divert property tax increment revenues for 30 years to finance highways, transit, water systems, sewer projects, flood control, child care facilities, libraries, parks, and solid waste facilities. IFDs may not be used to pay for

maintenance, repairs, operating costs, and services. Although this is a tax increment financing tool, there is no blight test necessary; moreover, an IFD may not be part of a redevelopment project area, meaning that this tool would only be applicable in the southwest corner of the Planning Area. However, IFDs can be challenging to create, since they require two-thirds approval by the voters to form and issue bonds.

### *Parking District and In-Lieu Fee*

Local governments may form a special district to finance parking-related activities, including acquisition of land for parking facilities, construction of parking lots and garages, funding of operating costs, and issuance of bonds to fund similar activities. The majority of affected property owners must vote in favor of the district formation. A possible approach to funding is imposition of an in-lieu fee, whereby developers pay the fee (e.g., a uniform fee per space) instead of providing on-site parking, thereby reducing the cost of development and potentially increasing the efficient use of development sites.

## Redevelopment and Tax Increment Financing

The majority of the Planning Area lies within the Windsor Redevelopment Project Area, established in 1984. The Redevelopment Agency derives its revenue primarily through tax increment funds. This tool allows the Redevelopment Agency to issue bonds against the future property tax revenue expected to be generated, in order to finance public investment within the redevelopment area. The Redevelopment Agency obtains the additional "increment" of property tax growth following the inception of the redevelopment area, which typically increases as the public improvements are put in place and initial investments are made from the public and private sectors.

The Agency has defined four programs for blight elimination and development of affordable housing in the Project Area, including:

- An economic development program, to support existing businesses, attract new businesses, and market the Project Area as a place to live and raise a family;
- Public/private development to assist with industrial/commercial rehabilitation of existing facilities or acquisition of land for business expansion;
- Public facilities and infrastructure improvements; and
- An affordable housing program that encompasses production and preservation activities, as well as affordability assistance.

As required by State law, 20 percent of the gross tax increment funds received by the Agency from the added area must be deposited into a fund to assist in the production and preservation of low- and moderate-income housing. The Agency may assist in a variety of programs to develop affordable housing—both inside the Project Area and town-wide.

Tax increment represents a significant potential funding resource for improvements in and around the Specific Plan area,[2] if the town elects to make such funding available to enhance the feasibility of desired development by reducing its infrastructure cost burden. However, the tax increment is subject to numerous requirements for pass-through payments, housing set-asides, and different timeframes that make it difficult to estimate reliably the revenues that may be available at any time for a long-term development project like the Specific Plan. Further, the applicability of tax increment financing will be subject to the continuing existence and powers of redevelopment agencies which has been the subject of recent debate at the State level.

2 *Keyser Marston Associates (KMA) prepared a Preliminary Report for the Fifth Amendment to the Redevelopment Plan in 2009 and indicated that the combined net tax increment revenues from the amended redevelopment area (i.e., existing and projected areas) total approximately $218 million over the life of the redevelopment area. Additional development that is part of this Plan would further add to the net tax increment available to fund infrastructure improvements in the area.*

## Grants and Loans

### *Federal*

#### COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)

The CDBG Program was created by the Housing and Community Development Act of 1974 and 1987 and has as its primary objective the development of viable communities through the provision of decent housing, a suitable living environment and expansion of economic opportunities primarily for lower income persons. The Sonoma County Community Development Commission administers the CDBG program for the Town of Windsor and all municipalities in Sonoma County except for the City of Santa Rosa and Petaluma. The Sonoma County Board of Supervisors makes the final decision regarding how CDBG funds are distributed locally. At least 70 percent of Sonoma County's CDBG funds must be used for activities that benefit lower income persons (persons earning less than 80 percent of the area's median income).

Eligible projects include land acquisition for affordable housing projects, rehabilitation of existing housing, construction or renovation of community centers, infrastructure improvements, fair housing services and other public services. Sonoma County receives approximately $2.5 million annually in CDBG funds from HUD. CDBG funds may be challenging to use for public improvements, since the grants are competitive and the Town may have competing priorities for these funds.

#### SAFE, ACCOUNTABLE, FLEXIBLE, EFFICIENT TRANSPORTATION EQUITY ACT–A LEGACY FOR USERS

This measure, also known as SAFETEA-LU, provides a variety of funding options for smaller, neighborhood-based projects relating to streetscape improvements and bicycle and pedestrian facilities. Programs include the Surface Transportation Program; Congestion Management Air Quality funds; Transportation Enhancements; State Transportation Improvement Program/ Regional Transportation Improvement Program; and the Bicycle Transportation Account, which is available to cities and counties with Caltrans-approved bicycle plans. SAFETEA-LU was extended through December 2010 and will likely be reauthorized in a similar capacity thereafter.

### *State*

#### CALIFORNIA INFRASTRUCTURE AND ECONOMIC DEVELOPMENT BANK (CIEDB)

The California Infrastructure and Economic Development Bank provides low-cost financing to public agencies for a wide variety of infrastructure projects. Infrastructure State Revolving Fund Program funding is available in amounts ranging from $250,000 to $10 million, with loan terms of up to 30 years. Interest rates are set on a monthly basis. Relevant eligible project categories include streets, drainage, flood control, and environmental mitigation, educational facilities, parks and recreational facilities, public transit, sewage collection and treatment, solid waste collection and disposal, water treatment and distribution, public safety facilities, and power and communications facilities.

#### INFRASTRUCTURE BONDS

Statewide bonds approved by the voters can provide valuable funds for local governments to make improvements to roads, housing, and public facilities. In recent years, several bond measures have been approved, with monies distributed to local governments. The Town should continue to monitor and pursue State financing opportunities.

### *Regional*

#### FOCUS PRIORITY DEVELOPMENT AREAS

The Association of Bay Area Governments (ABAG), along with partner agencies, the Metropolitan Transportation Commission (MTC) and Bay Area Conservation and Development Commission (BCDC) have initiated the FOCUS program to provide funds for Priority Development Areas (PDA) that have a high level of transit accessibility and potential for redevelopment. The majority of the Planning Area has been designated as a PDA. As a PDA the Planning Area is eligible for the Technical Assistance Program, which supports discrete

planning projects that will advance implementation of area plans.

### METROPOLITAN TRANSPORTATION COMMISSION FUNDING

MTC serves as both the regional transportation planning agency and as the region's metropolitan planning organization (a federal designation). MTC has several grant programs for which projects in the Planning Area may qualify, including:

- One Bay Area Grant, which provides funding to support the Sustainable Communities Strategy and promote effective transportation investments that support focused development. It is proposed that 70% of these funds are spent on Priority Development Areas.
- Lifeline Program, which funds services that assist low-income residents travel to and from work, school and other essential destinations.

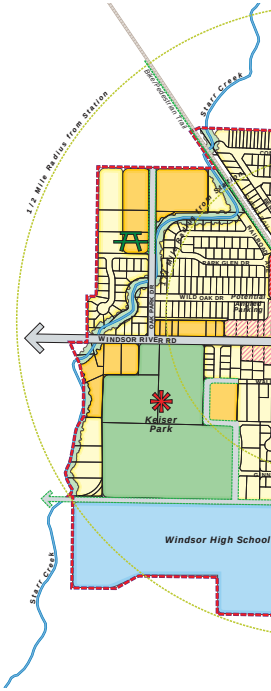
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